



# 'Leave no one behind' index 2018

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## Key messages

This index reviews the readiness of 86 countries to 'leave no one behind', covering all the countries that are presenting Voluntary National Reviews (VNRs) at the 2018 High-level Political Forum (HLPF) as well as those that presented last year.

Building on ODI's 2017 'leave no one behind' index, this year's index adds an additional policy indicator on resilience. It includes a new 'leave no one behind' outcome score for each country that captures the extent to which real-world outcomes on leaving no one behind are improving.

- The index shows that 55 countries are 'ready' to meet their leave no one behind commitment, 24 are 'partially ready', 5 are currently 'not ready' and 2 have 'insufficient data'.
- Since last year, there has been some welcome progress towards ensuring no one is left behind, with 11 of the 43 countries that presented VNRs in 2017 improving their previous index score (using the same set of indicators as in 2017).
- Most of the improvements have been on data, which reflects an encouraging increase in the number of countries with household surveys within the last three years.
- A small number of countries showed improvements with finances now in line with internationally agreed targets and key policies in place (7 and 5 countries respectively). But some showed a deterioration (6 and 4 countries respectively).
- The additional policy indicator on resilience reveals the extent to which national climate adaptation documents cover leave no one behind issues: 46 of the 86 countries are judged 'not ready' by this specific indicator. This lack of focus on groups at risk of being left behind is a critical concern.
- The new leave no one behind outcome index shows that 15 of the 86 countries are clearly 'off track' to meet key Sustainable Development Goals (SDG) targets. However, few outcome indicators are available at a sufficiently disaggregated level to be able to assess whether key groups are being left behind. Not surprisingly there is a clear correlation between the readiness score and the outcome score: of the 55 countries scoring 'ready' on readiness, 36 are also 'on track' on outcomes.



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## Background

The commitment to ‘leave no one behind’ is a foundational element of the 2030 Agenda for Sustainable Development. It was also the theme of the first High-level Political Forum on Sustainable Development (HLPF) of the Sustainable Development Goals (SDGs) era, in 2016. As such it is of key interest to the HLPF, which meets each year and plays a central role in the follow-up and review of the progress being made in delivering the 2030 Agenda.

Ahead of the 2017 HLPF, the Overseas Development Institute (ODI) developed an index to monitor the extent to which government systems were set up and ready to meet the leave no one behind commitment (Greenhill, 2017a and 2017b). ODI research found that delivering this commitment will require a new focus on leave no one behind challenges, and new ways of working. Just as vital is early action: delays in the initial years of the SDGs will increase the effort required exponentially (Stuart et al., 2016).

The index considered three critical components:

1. **Data.** Are countries undertaking the necessary surveys to identify those at risk of being left behind?
2. **Policy.** Do countries have key policies in place that address the needs of those at risk of being left behind – in particular, in relation to: women’s access to land and employment; and universal access to health, which previous ODI research identified as critical areas to support leaving no one behind?
3. **Finance.** Are governments investing enough in education, health and social protection – the three key sectors that are well recognised to be critical for supporting those at risk of being left behind?

These are not the only areas that need to be fast-tracked to achieve leave no one behind but they do highlight some of the most important issues. A wider set of policies is set out in Stuart et al. (2016), including economic and social policies, and environmental and wider sustainability policies will also be needed.

## The 2018 index

This 2018 index updates and develops the original analysis in three ways.

First, it updates and extends the readiness index for the 43 countries that presented their Voluntary National

Reviews (VNRs) in 2017 to the 86 countries that will have presented at least one review by the time of the 2018 HLPF.<sup>1</sup>

Second, as one of the two key themes of HLPF 2018<sup>2</sup> is resilience, we have added within the policy component of the index an innovative indicator on the extent to which adaptation policies focus on those most at risk of being left behind due to insufficient resilience to disaster and climate change (see next section).

Third, we have also explored the extent to which actual *outcomes* are showing progress on leaving no one behind. It is expected that future ODI reviews will increasingly focus on the outcomes rather than readiness. The leave no one behind outcome score will be developed over time and will draw on emerging disaggregated data on outcomes for particular groups. For this first iteration, it considers only four indicators covering the whole population:

- **under-five mortality rate (U5MR)**, to track whether health policy and financing readiness is leading to improved health outcomes
- **financial inclusion**, to track whether financial access policies are leading to improved financial inclusion
- **access to electricity**, as energy is one of the SDGs under review at HLPF 2018
- **undernourishment**, as this picks up multiple causes of vulnerability and exclusion.

## Resilience and leaving no one behind

The United Nations Office for Disaster Risk Reduction (UNISDR) defines resilience as the:

*Ability of a system, community or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management (UNISDR, 2017)*

People who are socially, economically, culturally, geographically or politically marginalised are often the most vulnerable to environmental shocks and stresses due to the constraints on their capacity to anticipate, adapt to and absorb climate and disaster risks (Bahadur et al., 2015).

Disasters also tend to exacerbate social inequalities and existing power dynamics, constraining people’s

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1 Forty-three countries presented VNRs in 2017. Forty-seven countries are presenting VNRs in 2018. Of these, 43 are presenting for the first time and four countries for the second time. So, in total 86 countries have/will have presented at least one VNR in 2017 and 2018.

2 The 2018 HLPF will centre on the theme of ‘Transformation towards sustainable and resilient societies’ and will review SDG 6 (water), 7 (energy), 11 (cities), 12 (sustainable consumption and production) and 15 (sustainable terrestrial ecosystems). In addition, SDG 17 (means of implementation and partnership) is considered each year. The 2017 HLPF centred on ‘Eradicating poverty and promoting prosperity in a changing world’ and reviewed SDG 1 (poverty), 2 (hunger), 3 (health), 5 (gender), 9 (infrastructure) and 14 (sustainable marine environment).

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ability to escape poverty, and leaving those who are poor and the most marginalised at greater risk of being 'left behind', and more vulnerable to ongoing and future climate and disaster risks (Diwakar et al., 2018 forthcoming; Lovell and Le Masson, 2014).

As more people live and work in areas at risk of natural hazards (including those influenced by climate change), increasing exposure to climate and disaster risk, policies and programmes that aim to build resilience need also to tackle underlying vulnerabilities and intersecting inequalities.

Governments must ensure that those who are most marginalised and at risk of being left behind are included in decision-making, planning and implementation, with adequate financial support and delivery of systems and services central to support their wellbeing in the face of environmental shocks and stresses. This is imperative to help build the resilience of those most at risk, and to ensure they have the capacity to prepare for, cope with and respond to future/ongoing climate and disaster risks.

### Resilience in international frameworks

The need for greater resilience features in the four major international policy processes for climate, disaster, development and humanitarian issues (Peters et al., 2016). The United Nations Framework Convention on Climate Change (UNFCCC) Paris Climate Agreement calls for:

*Enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to contributing to sustainable development (UNFCCC, 2015: 9)<sup>3</sup>*

The Sendai Framework for Disaster Risk Reduction 2015–2030 (the 'Sendai Framework') includes specific targets for reducing the number of people affected by

disasters (UNISDR, 2015), and its targets and indicators are being used to measure progress on several goals within the SDGs (SDG 1: end poverty in all its forms everywhere; SDG 11: make cities and human settlements inclusive, safe, resilient and sustainable; and SDG 13: take urgent action to combat climate change and its impacts (UN, 2015)). Finally, following the 2016 World Humanitarian Summit, the Agenda for Humanity highlights five core responsibilities and 24 strategic transformations to 'reduce humanitarian need, risk and vulnerability', the third of which is to leave no one behind in situations of conflict, disaster, vulnerability and risk (UN, 2016).

But while countries are making progress in implementing and monitoring progress against these frameworks, climate change and natural hazard-related disasters can reverse years of development gains. They can also adversely affect systems and services that are central to people's wellbeing and longer-term development, such as health, education, employment and social protection (Diwakar et al., 2018 forthcoming) – all of which have been identified as policy areas that are central to the leave no one behind agenda (Stuart et al., 2016).

### Building the resilience of the most vulnerable

Despite acknowledgements in the Paris Climate Agreement,<sup>4</sup> there has been very little analysis to date of national adaptation and resilience agendas in relation to leave no one behind principles. To begin this discussion, this 2018 index examines how leave no one behind features in national climate change adaptation policy by looking at the occurrence of leave no one behind language<sup>5</sup> across national adaptation documents submitted to the UNFCCC – specifically: adaptation components of countries' Nationally Determined Contributions (NDCs),<sup>6</sup> National Adaptation Plans (NAPs),<sup>7</sup> and National Adaptation Programmes of Action (NAPAs),<sup>8</sup> as well

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3 While voluntary in nature, there are nine non-governmental organisation (NGO) constituencies admitted to the Conference of Parties (COP) as observers who have formed around particular interest areas, which help to maintain effective interaction between these groups and the Secretariat. These include constituencies who have a focus on particular marginalised groups including: farmers and agricultural NGOs; indigenous people's organisations (IPOs); a women and gender constituency (WGC); and youth NGOs (YOUNGO). Since 2016 the UNFCCC secretariat also recognises a few informal NGO groups, including faith-based organisations (FBOs).

4 The Paris Agreement acknowledges that: *Climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity (UNFCCC, 2015: 2)*. It also recognises the need to take into consideration: *Vulnerable groups, communities and ecosystems, and should be based on and guided by the best available science and, as appropriate, traditional knowledge, knowledge of indigenous peoples and local knowledge systems, with a view to integrating adaptation into relevant socioeconomic and environmental policies and actions, where appropriate (UNFCCC, 2015: 9)*.

5 The full list of words included in the document search is: poor/poverty; equitable; marginalised; women/female/gender; child/children; minority/ethnic/race; caste, indigenous; disability; Hyogo/Sendai; leave no one behind. Despite the relevance of 'vulnerable' we omitted this because it appears regularly throughout the documents with regard to climate vulnerability (including of sectors, regions, communities and other issues).

6 [www4.unfccc.int/ndcregistry/Pages/All.aspx](http://www4.unfccc.int/ndcregistry/Pages/All.aspx)

7 [www4.unfccc.int/nap/Pages/national-adaptation-plans.aspx](http://www4.unfccc.int/nap/Pages/national-adaptation-plans.aspx)

8 [http://unfccc.int/adaptation/workstreams/national\\_adaptation\\_programmes\\_of\\_action/items/4585.php?black=j](http://unfccc.int/adaptation/workstreams/national_adaptation_programmes_of_action/items/4585.php?black=j)

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within developed countries' strategies and plans.<sup>9,10</sup> For the 86 countries submitting VNRs, this included a total of 57 NDCs, 7 NAPs, and 15 NAPAs.<sup>11</sup> While some developing countries called for the inclusion of an adaptation component as a requirement of the INDCs, this was made optional, and the NDCs are primarily a vehicle to communicate national mitigation commitments. However, most countries did choose to provide descriptions of adaptation goals, priorities, actions and needs, alongside their mitigation plans.<sup>12</sup>

## Country results

A country's overall readiness score is based on the combined score of the three components (data, policy and finance). For a country to be scored as 'ready' overall it has to be either (1) 'ready' in at least two of the

components; or (2) 'ready' in one and 'partially ready' in the other two. Countries deemed 'not ready' overall are either 'not ready' in all three components or only 'partially ready' in just one. Scores for the individual components are based on similar aggregation of the scores of the individual indicators. The full details of the data and methodology on which the leave no one behind readiness and outcomes indices are based, as well as scores for all the elements that make up the data, policy and financing components, are set out in a separate Annex paper.

Table 1 summarises the latest results for the ODI index by country, as well as the new ODI leave no one behind outcome score. The 2018 index shows that, of the 86 countries presenting VNRs in 2017 and/or in 2018, 55 are 'ready' to meet their leave no one behind commitments, 24 are 'partially ready' and 5 are 'not ready'. Data for two countries is too limited to make a fair assessment.

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9 [www4.unfccc.int/nap/Pages/adaptation-plans-and-strategies.aspx](http://www4.unfccc.int/nap/Pages/adaptation-plans-and-strategies.aspx)

10 The combinations of documents consulted for each country differed depending on the documents each has produced.

11 Support for producing NAPAs was the first major adaptation initiative under the UNFCCC, which aimed to address the most urgent and immediate adaptation needs in the most climate-vulnerable countries. All least developed countries (LDCs) from 2004 onward submitted these documents. The NAP process, introduced in 2010, facilitates countries to conduct comprehensive, medium- and long-term climate adaptation planning, and integrate adaptation concerns into national policies and plans, building on existing adaptation activities. All developing countries (not just LDCs) are invited to submit the resulting NAPs to the UNFCCC. The NAP process was introduced in 2010 under the Cancun Adaptation Framework, and to date, 10 countries have submitted their NAPs and over 80 countries are believed to have begun the NAP process. Every country submitted Intended Nationally Determined Contributions (INDCs) ahead of the 2015 United Nations Climate Change Conference (COP21), which were converted into NDCs once Parties joined the Paris Agreement.

12 Since states received no guidance for the adaptation content, the scope and quality of that component varies considerably. As NDCs are shorter communication documents rather than detailed national plans and large segments of them cover mitigation, even the NDCs with adaptation components contain considerably less adaptation-relevant text than NAPs or NAPAs. For the purposes of this study, we looked only at the adaptation text of countries' NDCs, where they exist, and disregarded mitigation text.

**Table 1 Summary of 2018 leave no one behind index and outcome score**

<b>Country (with year of VNR submission in parenthesis)</b>	<b>Data (household surveys)</b>	<b>Policy (resilience and equal access to employment, health and land)</b>	<b>Finance (education, health and social protection)</b>	<b>Overall leave no one behind readiness score</b>	<b>Outcome score (U5MR, undernourishment, access to finance and electricity)</b>
Afghanistan (2017)	Ready	Partially ready	Not ready	Partially ready	Off track
Albania (2018)	Partially ready	Partially ready	Partially ready	Partially ready	Partial progress
Andorra (2018)	Not ready	Insufficient data	Partially ready	Insufficient data	Insufficient data
Argentina (2017)	Ready	Partially ready	Partially ready	Ready	Partial progress
Armenia (2018)	Ready	Partially ready	Partially ready	Ready	Partial progress
Australia (2018)	Ready	Ready	Ready	Ready	On track
Azerbaijan (2017)	Not ready	Partially ready	Partially ready	Partially ready	Partial progress
Bahamas (2018)	Partially ready	Ready	Not ready	Partially ready	On track
Bahrain (2018)	Ready	Partially ready	Partially ready	Ready	On track
Bangladesh (2017)	Ready	Not ready	Not ready	Partially ready	Partial progress
Belarus (2017)	Ready	Partially ready	Partially ready	Ready	On track
Belgium (2017)	Ready	Ready	Ready	Ready	On track
Belize (2017)	Ready	Not ready	Partially ready	Partially ready	Partial progress
Benin (2017 and 2018)	Ready	Not ready	Not ready	Partially ready	Off track
Bhutan (2018)	Ready	Ready	Partially ready	Ready	Partial progress
Botswana (2017)	Ready	Not ready	Ready	Ready	Off track
Brazil (2017)	Ready	Partially ready	Ready	Ready	On track
Cabo Verde (2018)	Ready	Partially ready	Partially ready	Ready	On track
Canada (2018)	Ready	Ready	Ready	Ready	On track
Chile (2017)	Ready	Ready	Ready	Ready	On track
Colombia (2018)	Ready	Ready	Partially ready	Ready	Partial progress
Costa Rica (2017)	Ready	Ready	Ready	Ready	On track
Cyprus (2017)	Ready	Ready	Partially ready	Ready	On track
Czech Republic (2017)	Ready	Ready	Ready	Ready	On track
Denmark (2017)	Ready	Ready	Ready	Ready	On track
Dominican Republic (2018)	Partially ready	Partially ready	Ready	Ready	Partial progress
Ecuador (2018)	Ready	Partially ready	Partially ready	Ready	Partial progress
Egypt (2018)	Ready	Not ready	Partially ready	Partially ready	Partial progress
El Salvador (2017)	Ready	Partially ready	Partially ready	Ready	Partial progress
Ethiopia (2017)	Ready	Partially ready	Ready	Ready	Off track
Greece (2018)	Ready	Ready	Partially ready	Ready	On track
Guatemala (2017)	Ready	Not ready	Partially ready	Partially ready	Partial progress
Guinea (2018)	Ready	Partially ready	Not ready	Partially ready	Off track
Honduras (2017)	Ready	Partially ready	Partially ready	Ready	Partial progress
Hungary (2018)	Ready	Ready	Partially ready	Ready	On track
India (2017)	Ready	Not ready	Not ready	Partially ready	Partial progress
Indonesia (2017)	Ready	Partially ready	Partially ready	Ready	Partial progress
Ireland (2018)	Ready	Ready	Ready	Ready	On track

<b>Country (with year of VNR submission in parenthesis)</b>	<b>Data (household surveys)</b>	<b>Policy (resilience and equal access to employment, health and land)</b>	<b>Finance (education, health and social protection)</b>	<b>Overall leave no one behind readiness score</b>	<b>Outcome score (U5MR, undernourishment, access to finance and electricity)</b>
Italy (2017)	Ready	Ready	Partially ready	Ready	On track
Jamaica (2018)	Not ready	Partially ready	Partially ready	Partially ready	On track
Japan (2017)	Ready	Ready	Ready	Ready	On track
Jordan (2017)	Partially ready	Partially ready	Partially ready	Partially ready	Partial progress
Kenya (2017)	Ready	Partially ready	Not ready	Partially ready	Off track
Kiribati (2018)	Not ready	Insufficient data	Partially ready	Insufficient data	Off track
Laos (2018)	Partially ready	Not ready	Not ready	Not ready	Partial progress
Latvia (2018)	Ready	Partially ready	Ready	Ready	On track
Lebanon (2018)	Not ready	Not ready	Not ready	Not ready	Partial progress
Lithuania (2018)	Ready	Ready	Ready	Ready	On track
Luxembourg (2017)	Ready	Ready	Partially ready	Ready	On track
Malaysia (2017)	Ready	Partially ready	Partially ready	Ready	On track
Maldives (2017)	Partially ready	Partially ready	Ready	Ready	On track
Mali (2018)	Ready	Partially ready	Ready	Ready	Off track
Malta (2018)	Ready	Ready	Partially ready	Ready	On track
Mexico (2018)	Ready	Partially ready	Partially ready	Ready	Partial progress
Monaco (2017)	Insufficient data	Ready	Partially ready (no social protection)	Partially ready	Insufficient data
Namibia (2018)	Partially ready	Not ready	Ready	Partially ready	Off track
Nepal (2017)	Ready	Not ready	Not ready	Partially ready	Partial progress
Netherlands (2017)	Ready	Ready	Ready	Ready	On track
Niger (2018)	Partially ready	Not ready	Partially ready	Partially ready	Off track
Nigeria (2017)	Ready	Not ready	Not ready	Partially ready	Off track
Panama (2017)	Ready	Ready	Ready	Ready	Partial progress
Paraguay (2018)	Ready	Not ready	Partially ready	Partially ready	On track
Peru (2017)	Ready	Ready	Partially ready	Ready	Partial progress
Poland (2018)	Ready	Ready	Partially ready	Ready	On track
Portugal (2017)	Ready	Ready	Ready	Ready	On track
Qatar (2017 and 2018)	Partially ready	Not ready	Not ready	Not ready	Insufficient data
Republic of Congo (2018)	Ready	Partially ready	Partially ready	Ready	Off track
Romania (2018)	Ready	Ready	Partially ready	Ready	On track
Saudi Arabia (2018)	Partially ready	Not ready	Partially ready	Partially ready	On track
Senegal (2018)	Ready	Partially ready	Partially ready	Ready	Partial progress
Singapore (2018)	Ready	Partially ready	Partially ready	Ready	On track
Slovakia (2018)	Ready	Ready	Ready	Ready	On track
Slovenia (2017)	Ready	Ready	Partially ready	Ready	On track
Spain (2018)	Ready	Ready	Partially ready	Ready	On track
Sri Lanka (2018)	Ready	Partially ready	Partially ready	Ready	Partial progress
State of Palestine (2018)	Partially ready	Not ready	Partially ready	Partially ready	Insufficient data



Country (with year of VNR submission in parenthesis)	Data (household surveys)	Policy (resilience and equal access to employment, health and land)	Finance (education, health and social protection)	Overall leave no one behind readiness score	Outcome score (U5MR, undernourishment, access to finance and electricity)
Sudan (2018)	Partially ready	Not ready	Not ready	Not ready	Off track
Sweden (2017)	Ready	Ready	Ready	Ready	On track
Switzerland (2018)	Ready	Ready	Partially ready	Ready	On track
Tajikistan (2017)	Partially ready	Partially ready	Not ready	Partially ready	Partial progress
Thailand (2017)	Ready	Partially ready	Partially ready	Ready	On track
Togo (2017 and 2018)	Partially ready	Not ready	Not ready	Not ready	Off track
United Arab Emirates (2018)	Ready	Partially ready	Partially ready	Ready	On track
Uruguay (2017 and 2018)	Ready	Ready	Ready	Ready	On track
Viet Nam (2018)	Partially ready	Partially ready	Not ready	Partially ready	Partial progress
Zimbabwe (2017)	Ready	Partially ready	Partially ready	Ready	Off track

## Analysis

**There is some welcome evidence of overall progress.** Of the 43 countries that presented VNRs last year, 11 have improved their readiness scores (using the same set of indicators as in 2017). Most of the improvements have been on the data component, reflecting a clear increase in the number of countries undertaking household surveys within the last three years. Changes on the financing and policy scores were more balanced.<sup>13</sup>

**However, one striking development is that five countries – Laos, Lebanon, Qatar, Sudan and Togo – are now assessed as ‘not ready’** (compared to none before). None of these countries meets any of the financing targets, and all score poorly in terms of providing equal access for all to land, health care and employment as well as resilience.

Looking at the individual components of the overall score it is encouraging that **only five countries are now scored ‘not ready’ on the data component. But 19 are still scored ‘not ready’ on the policy component and 16 on the finance component.** There is no consistent pattern between countries’ scores for these two components, with 10 scoring ‘not ready’ on both counts.

One clear concern is that **within the policy component more than half of all countries (46 countries) are assessed as ‘not ready’ with regard to considering resilience of communities most at risk of being left behind.**<sup>14</sup> Given that the NAPs and NAPAs are dedicated specifically

to climate change adaptation – which discuss the communities most vulnerable to climate change in relative depth – we could expect to see greater emphasis on poorest and most marginalised and excluded groups, relative to the NDCs. However, within this analysis, the NDCs yielded the highest scores.

The resilience scores are based on a keyword search. This is likely to be a generous measure of a country’s readiness, given that key words in policy statement and project documents do not necessarily imply implementation or outcome. Any score based on key word search should therefore be regarded as a minimum benchmark. It is therefore worrying that of the 57 NDCs included, almost half do not contain a single mention of our keywords.<sup>15</sup> However, the NDCs of five countries – Jordan, Mali, Mexico, Peru and Viet Nam – have a significant number of mentions of these words, and are scored as ‘ready’. There is no benchmark for what a ‘good’ score should be, so this is not to say that these countries are fully ‘ready’ in terms of the inclusion of leave no one behind issues in their NAPs: rather it indicates that they are performing well in this regard, relative to other countries. These five countries scored at least twice the keyword count of any countries in the ‘partially ready’ category for NDCs and indeed higher than any of the NAP or NAPA scores. It may be worth exploring further why they chose to include so much more discussion of leave no one behind issues and groups, and what the lessons are for other countries.

<sup>13</sup> Data component: 11 countries improved and one regressed. Policies component: five countries improved and four regressed. Finance component: seven countries improved and six regressed.

<sup>14</sup> Detailed scores for all the individual indicators (such as resilience) that are combined to yield the overall policy and financing scores are set out in a separate Annex paper.

<sup>15</sup> See footnote 5 for full list



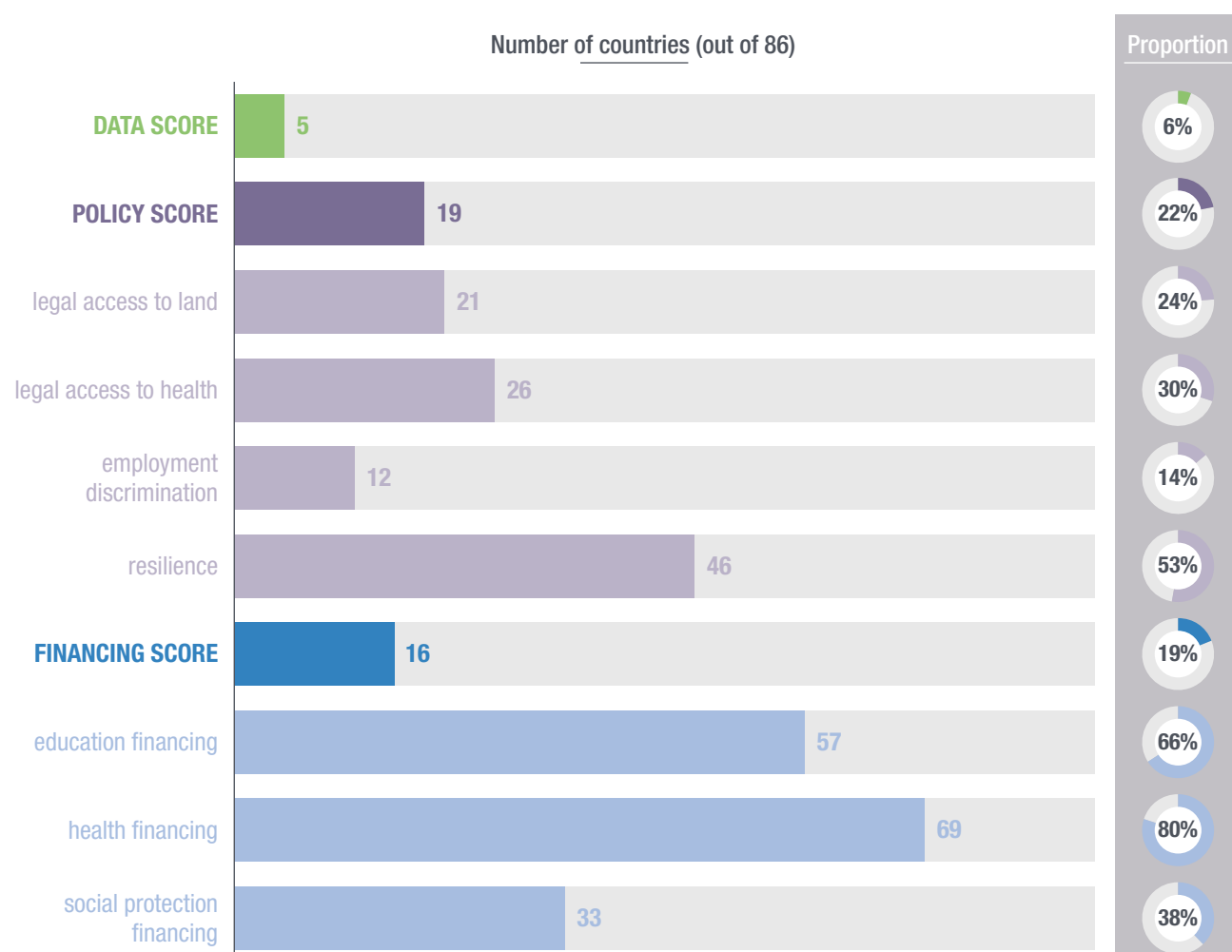
No country was found to be ‘ready’ on the basis of their NAPs or for NAPAs (though Benin’s NAPA performs relatively well). And the scores drop further when looking only at the projects outlined in the NAPAs, relative to the overall documents. This suggests that even where communities at risk of being left behind are recognised, they are given less consideration in countries’ tangible adaptation actions.

The lack of focus on groups at risk of being left behind in these national adaptation documents is a critical concern. As countries move forward in developing their NAPs, and as countries update their NDCs by 2020, they must increase their focus on the poorest and most marginalised to ensure that efforts to adapt to climate change reach the most vulnerable groups. Further research could examine the emphasis on leave no one behind in emerging national disaster risk reduction (DRR) policy, as countries develop national and local DRR strategies by 2020 as encouraged by Sendai Framework Global Target E, or within the Sendai Framework Monitor, and the corresponding indicators within the SDGs (see previous section). Incorporating this data would provide

a much clearer sense of countries’ leave-no-one-behind-readiness in relation to resilience.

**It is also striking how few countries are ‘ready’ on the financing targets. But only four countries meet both education and health spending targets.** For social protection, the proportion is better, with more than half (52 countries) meeting the target. This may reflect a much less ambitious financing target: the International Labour Organization social protection target as a percentage of gross domestic product (GDP) is half the education target of the United Nations Educational, Scientific and Cultural Organization (UNESCO), and is less than the African Union health spending target. However, in Organisation for Economic Co-operation and Development (OECD) countries average spending on social protection is more than the combined spend of education and health (Manuel et al., forthcoming 2018). The funding gap at an individual sector level is well documented in other reports that focus on the needs of one sector e.g. education or health. But this broad pattern of lacking investment reveals the scale of the collective challenge that all sectors face in seeking to increase their funding.

**Figure 1 Number and proportion of countries ‘not ready’**



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Not surprisingly there is a clear correlation between the readiness index score and the outcome index score. Of the 55 countries scoring 'ready' on the readiness index, 36 (almost two thirds) were also assessed as being 'on track' on the outcome index. However, there are also some significant shortfalls: 14 countries are 'off-track' to meet one of the few specific SDG targets for all countries – under-five mortality falling to below 25 deaths per 1,000 live births by 2030. This highlights the current weaknesses in outcome indicators. Many have yet to be disaggregated enough to be able to assess whether the improvement in the overall average is also resulting in progress for key vulnerable groups. The planned work to disaggregate many SDG indicators is therefore most timely, and future ODI reviews will draw on these improved indicators.

## Conclusions

Despite recognition that early action is necessary, too many countries are insufficiently prepared for ensuring no one is left behind. A quarter of all countries are failing to put in place the appropriate policies and nearly all are failing to sufficiently finance at least one key sector. Given the importance of resilience, and the focus on this at the 2018 HLPF, it is particularly concerning that most countries are failing to identify – let alone prioritise – those most at risk of being left behind as they prepare their adaption plans and projects. And the failure to make sufficient progress in terms of final outcomes confirms the scale of the challenge ahead and the need for urgent action.

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**Evidence.  
Ideas.  
Change.**

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