As populations age and chronic health problems become increasingly prevalent (1), more and more people are living with multimorbidity and disability (2). For them, rehabilitation is essential if they are to remain as independent as possible, participate in education and work, and fulfil meaningful roles in life. Along with prevention, promotion, treatment and palliation, rehabilitation addresses the health needs of a population and contributes to universal health coverage.

Rehabilitation refers to interventions designed to optimize functioning and reduce disability in individuals with health conditions in their interactions with their environment. It addresses the needs of a broad range of people across the lifespan. Rehabilitation is a fundamental component of health care, often needed to achieve and maintain the best outcomes for other health interventions such as surgery, trauma care and management of noncommunicable diseases (2,3).

Rehabilitation is needed by anyone with a health condition, impairment or injury, acute or chronic, that limits functioning. People with severe, long-term physical, mental, intellectual or sensory impairments may benefit substantially from rehabilitation and participate more intensively and for longer duration than other rehabilitation users. People may access rehabilitation after an acute illness or injury (e.g. a burn or musculoskeletal injury); if they have a chronic condition (e.g. diabetes, cardiac failure or lower back pain) or in order to facilitate recovery following surgery (2).

Rehabilitation is not a luxury health service reserved for athletes or restricted to a small group of people with very significant long-term impairments. It is a health strategy for everyone, since everyone will experience a health problem at some point over the lifespan, and everyone ages and inevitably declines in health. Rehabilitation is not usually a matter of curing but rather enhancing capacity; in itself, this may also promote health and prevent decline (4).
Rehabilitation services make a difference to people suffering from a wide variety of health problems, ranging from cancer, stroke, cardiovascular diseases and chronic respiratory conditions (5–7), to cerebrovascular, neurological and mental health conditions (8–10), as well as with many other noncommunicable conditions or injuries (10,11).

Rehabilitation is also relevant across the lifespan: children with congenital and developmental disorders or who have sustained injuries can benefit from rehabilitation to continue with school; adults who have developed health problems or work injuries can benefit from rehabilitation so that they can return to work; and older people can benefit from rehabilitation that ensures independence and active ageing, and improves physical or mental functioning. In general, rehabilitation helps to achieve and maintain the best outcomes of other health interventions.

Rehabilitation is a good investment as it is cost-effective. It shortens hospital stays, decreases re-admissions and reduces the risks of secondary complications due to health problems (12). By improving a person’s ability to participate in everyday life, rehabilitation cuts the costs of ongoing care and support and speeds up the person’s return to education or work. Rehabilitation also reduces the need for other health and social care services, such as home-based programmes for preventing falls or occupational therapy for older people (1,13).

Because rehabilitation services enhance all aspects of a person’s life across their lifespan, the impacts of rehabilitation extend beyond the health sector and, therefore, contribute to several of the Sustainable Development Goals (SDGs). Rehabilitation is an important investment in human capital and contributes to health, economic and social development. So, while progress on rehabilitation is central to attaining SDG 3 (particularly SDG 3.4, reduce premature mortality from noncommunicable diseases), it is also relevant to SDG 1 (eradicate poverty), SDG 4 (ensure quality education) and SDG 8 (ensure decent work and economic growth).

In the context of development, rehabilitation is a particularly powerful health strategy because it focuses both on the underlying health problem (disease, injury or even a natural process such as ageing) to optimize intrinsic health capacity and also on translating that capacity into what people can actually do in their everyday lives, given the physical and social environment in which they live.
SDG 3.4 and 10.2. Reduce premature mortality from noncommunicable diseases, promote mental health and well-being and promote universal social, economic and political inclusion

There is good evidence of the need for rehabilitation services across Europe (14). However, there are concerns regarding both current and future unmet needs for these services and the inequalities in coverage within and between countries. In order to scale up and strengthen rehabilitation services in national health systems in the WHO European Region, it is essential that the basic building blocks of health systems are strong and there is strong governance nationally and regionally, a well-trained workforce and a functioning health information system.

People in the WHO European Region are living longer and the proportion of older people in the population is increasing. This is set to increase from 23.9% in 2015 to 34.2% in 2050 for those aged 60 years and over and from 4.7% to 10.1% over the same period for those aged 80 years and over (15). The ageing process is inevitably associated with increasing functioning problems, including chronic health problems, multimorbidity and health decline.

The proportion of people with measurable limitations in the basic activities of daily living (e.g. moving around, taking a bath or shower and dressing) is also steadily rising and will have profound economic implications in the future (16). The increase has been found to be substantial between the ages of 50 and 70 years in Greece, Spain and Italy, but seems to occur later, after 70 years, in the Netherlands, Sweden and Switzerland (17).

The prevalence of health conditions associated with severe limitations in functioning, many of them caused by noncommunicable diseases, increased by 9.9%, so affecting nearly 14 million people, between 2006 to 2016 in the WHO European Region (18).

Globally, the absolute number of years lived with disability has steadily increased since the early 2000s, and it is estimated in the WHO European Region that 78% of those years lived with disability result from health conditions where rehabilitation could help (18).

A recent survey showed that less than 20% of patients with heart failure who could benefit from cardiac rehabilitation received it in the European Union, and the United Kingdom specifically had a very low participation rate in cardiac rehabilitation (19–22). In Estonia, only about 10% of all people with impairments received rehabilitation services in 2015 (23).

In three French-speaking countries (Belgium, France and Switzerland) a study in 2009 of children with musculoskeletal, neurological, swallowing and speech/language-related conditions found that the percentage of rehabilitation services successfully provided for them ranged between 7% and 63% (24).

The Multiple Sclerosis Barometer Survey 2015 of the European Multiple Sclerosis Platform has also shown that over half of the population with multiple sclerosis lacked access to rehabilitation services in seven Member States of the WHO European Region. The availability of multiple sclerosis rehabilitation clinics varies significantly, with western European countries indicating a number of clinics almost three times higher than that of eastern European countries. Moreover, in 11 countries, patients had to travel more than 100 km to reach the nearest available dedicated rehabilitation clinic (25).
**SDG 3.c. Substantially increase health financing and the recruitment, development, training and retention of the health workforce**

- The evidence suggests that one of the central reasons for the unmet need for rehabilitation in the WHO European Region is the lack of a qualified rehabilitation workforce.

- Based on a proxy indicator for the level of provision (the number of health professionals who deliver rehabilitation services per 1 million population in other high- and middle-income regions of the world), the WHO European Region is below the average for several rehabilitation professionals, such as physical and rehabilitation medicine clinicians, physiotherapists, occupational therapists, prosthetists and orthotists (26).

- While there is a shortage of rehabilitation specialists across the WHO European Region, this shortage is particularly acute in the 21 middle-income countries, where in 2016 there were 12 times fewer physiotherapists, 141 times fewer occupational therapists, six times fewer prosthetics and orthotics professionals, and three times fewer physical and rehabilitation medicine practitioners than in the 32 high-income countries of the Region (Fig. 1) (26).

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**Fig. 1. Rehabilitation specialists in the WHO European Region**

*Source: World Health Organization, 2017 (26).*
SDG 3.8. Achieve universal health coverage

Research suggests that, in general, the factors contributing to unmet need for rehabilitation services in a number of Member States of the WHO European Region are poor accessibility, transport barriers, high out-of-pocket expenses, lack of provider coordination and lack of awareness of the need for rehabilitation (4,27–31). These factors undermine the goal of universal health coverage.

There is also evidence of differential access to rehabilitation services and programmes, both within and between different EU Member States, which widens health inequalities (32–37). Notably, a survey of 70 neurotrauma centres across the EU showed that in 32 centres people with brain injury aged 65 years and older were less likely to be referred to a rehabilitation clinic, thereby being deprived of the fundamental right to access and benefit from rehabilitation measures on an equal basis with other patients (38).

The same study also showed that only 19% of the participating centres implemented clinical practice rehabilitation guidelines for the management of traumatic brain injury (38). Substandard quality of rehabilitation care is not only ineffective but also increases costs for patients, the health system and the community at large; it can also be a disincentive for using rehabilitation services. Continuous clinical quality management and the availability of quality standards are essential to maintain quality of care (39,40).

Whether through public, private or mixed insurance schemes, rehabilitation services should have stable financial support to ensure that any individual in the Region who could benefit from rehabilitation services can access them (3,4,41,42).

The 2030 Agenda for sustainable development acknowledged that rehabilitation is an integral component of the health-care continuum of services (43). Furthermore, the United Nations’ Political Declaration of the High-level Meeting of the General Assembly on the Prevention and Control of Non-communicable Diseases emphasized the importance of rehabilitation across the life-course, given the often chronic nature of these diseases (44). WHO has determined that rehabilitation services need to be fully incorporated into the package of essential services for universal health coverage (3, 45,46).

SDG 8.5. Achieve full and productive employment and decent work for all, including people with disabilities, and equal pay for work of equal value

By aiming to optimize functioning, rehabilitation has a central role to play in helping people who experience functioning problems because of injuries or diseases to continue participating in employment.

Reviews of return-to-work rehabilitation interventions for a variety of health conditions show that they are effective, whether measured in terms of the number of sick-leave days or employment status (47–49).

One example is a successful rehabilitation programme in the Netherlands for patients with chronic low-back pain. It consisted of a workplace intervention based on participatory ergonomics, and a graded activity programme based on cognitive behavioural principles. It was delivered in physiotherapy practices, occupational health and therapy services, and hospitals. It reduced the time it took patients to return to work by more than half, and led to higher functioning status a year later (50).
A study in Finland evaluated the outcome of a comprehensive post-acute six-week neurorehabilitation programme for patients with traumatic brain injury. It found that 89% of patients who participated in the programme were productive (defined as working, studying or participating in volunteer activities) compared with 55% of controls (51).

A 2017 study estimated the return on investment for medical and vocational rehabilitation to help workers to return to work after a work-related health absence. Using data from five European countries, the study found that every €1 invested produced a return of €3.7 for employers and €2.9 for social security systems. The estimated productivity gains outweighed investments by a factor of 2.8. The study concluded that investing in effective rehabilitation had significant cost–effectiveness and is, therefore, a good return on investment (52).

SDG 4.2. Ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education

Rehabilitation for children optimizes participation in life activities and well-being. High-quality, accessible and affordable rehabilitation services can help children in several aspects of life, including in their education, contributing to improvements in both health and basic social outcomes.

In Europe, rehabilitation services for children vary widely. While countries such as Germany have established dedicated paediatric rehabilitation services (53), other countries still consider this discipline within the mandate of general rehabilitation services. In Austria, for example, a number of hospital beds have been devoted to children’s rehabilitation after a long health planning process, while Italy has established a specialized network of rehabilitation centres for children and adolescents (53). Sweden has developed child and adolescent habilitation teams to which children are usually referred by a paediatrician or child psychologist. These teams are staffed by rehabilitation professionals and other specialists (54).

Timely access to early identification and intervention services designed to minimize disability is paramount for children diagnosed with a variety of health conditions, including muscular and neurodegenerative disorders, cardiometabolic disorders and respiratory conditions (e.g. asthma and cystic fibrosis) as well as other traumatic conditions, particularly spinal cord and brain injuries (55). Various studies from across Europe show that participation in rehabilitation programmes is associated with both health and non-health benefits, not only for children but also for their families and the society at large (55).

A cohort study of 7163 children and adolescents with diabetes participating in inpatient rehabilitation in Germany showed marked improvements in clinical outcomes; reduced complications, particularly the incidence of severe hypoglycaemia; and improvements in children’s independent living abilities (56).

Provision of assistive technology as part of the rehabilitation process is vital for children to maintain and improve their functional abilities and participate in social life (57). Evidence from the Region and elsewhere shows that the provision of assistive products and modifications of children’s immediate environment can result in significant improvements in physical mobility and self-care skills and reduction in caregiver support, as well as enhanced social participation (58,59). Additionally, qualitative studies have shown that children’s perception of the use of assistive products is, depending on the context, generally positive (60).
Data on the cost–benefit of rehabilitation services for children are relatively limited in the WHO European Region. A study conducted in the United States of America, however, showed that provision of inpatient rehabilitation for children with severe asthma was significantly associated with a reduction in estimated total medical costs over a four-year follow-up period (61).

Despite progress in rehabilitation research, significant evidence gaps still remain with regard to the clinical effectiveness, efficacy and safety of rehabilitation programmes for children and adolescents (53). It is perhaps for this reason that comprehensive rehabilitation services for children in many countries of the WHO European Region, including low- and middle-income countries, appear to be weak or in their infancy.

Commonly cited barriers to accessing rehabilitation for children include lack of availability, lack of funding and lack of information (62). There was also an issue of limited knowledge among professionals of children’s needs (62), and a lack of coordination between service providers (63,64).

Removing such barriers will require financial investments and a coordinated policy response to integrate rehabilitation services in health and social systems within the overall framework set by the WHO Regional Office for Europe’s strategies for investing in children (65) and integrated health service delivery (66).
Commitment to act

The WHO Global Disability Action Plan 2014–2021 (67), endorsed by WHO Member States in 2014 (68), expressed in Objective 2, a commitment “to strengthen and extend rehabilitation, habilitation, assistive technology, assistance and support services, and community-based rehabilitation”. The Action Plan sets out key actions for this objective:

- provide leadership and governance for developing and strengthening policies, strategies and plans on habilitation, rehabilitation, assistive technology, support and assistance services, community-based rehabilitation and related strategies;
- provide adequate financial resources to ensure the provision of appropriate habilitation and rehabilitation services and assistive technologies;
- develop and maintain a sustainable workforce for rehabilitation and habilitation as part of a broader health strategy; and
- expand and strengthen rehabilitation and habilitation services ensuring integration, across the continuum of care, into primary (including community), secondary and tertiary levels of the health-care system, and equitable access, including timely early intervention services for children with disabilities.

In February 2017, WHO hosted Rehabilitation 2030: A Call for Action; this highlighted the urgent need to address unmet needs for rehabilitation around the world, and the necessity of rehabilitation for achieving SDG 3: to ensure healthy lives and promote well-being for all at all ages. It identified 10 areas of action at country level that would ensure that no one was left behind (Box 1).

The Global Disability Action Plan stresses that implementation of actions for rehabilitation involves all sectors and diverse actors from national and local governments plus a wide range of partners, including international organizations of the United Nations system, nongovernmental organizations, the private sector, communities, and people with disability and their families (Box 2).

**Box 1. Leaving no one behind**

**Rehabilitation 2030: A Call for Action**: in 2017, WHO hosted the first meeting on rehabilitation (45) and, based on the background paper that was prepared for the meeting (26), the meeting confirmed a commitment to rehabilitation and identified the following 10 areas for action at country level.

1. Create strong leadership and political support for rehabilitation at subnational, national and global levels.
2. Strengthen rehabilitation planning and implementation at national and subnational levels.
3. Improve the integration of rehabilitation into the health sector to effectively and efficiently meet population needs.
4. Incorporate rehabilitation into universal health coverage.
5. Build comprehensive rehabilitation service delivery models to progressively achieve equitable access to quality services, including assistive products, for all the population, leaving no one behind.
6. Develop a strong multidisciplinary rehabilitation workforce that is suitable for country context and promote rehabilitation concepts across all health workforce education.
7. Expand financing for rehabilitation through appropriate mechanisms.
8. Collect information relevant to rehabilitation to enhance health information systems, including system level rehabilitation data and information on functioning utilizing WHO’s International Classification of Functioning, Disability and Health (69).
9. Build research capacity and expand the availability of robust evidence for rehabilitation.
10. Establish and strengthen networks and partnerships in rehabilitation, particularly among countries of differing income levels.
Currently, there are no indicators available to directly address rehabilitation or assistive products and the outcomes of their utilization in the joint monitoring frameworks for the SDGs, Health 2020 or noncommunicable diseases. In the WHO European Region, the use of rehabilitation service indicators for the assessment of health systems performance is also limited. A Health Evidence Network report in 2018 noted, “the most frequently identified indicators were classic public health indicators on health status and outcomes, but these were largely limited to measurements of mortality and morbidity and have yet to expand to the concepts of disability or discomfort” (71). Indicators on human functioning – the core outcome of rehabilitation – are essential for health-care planning and decision-making (72), yet remain underutilized. The result is that availability of data on rehabilitation service delivery is limited (73).

Monitoring rehabilitation services is essential to improve health and functioning and to achieve universal health coverage. Rehabilitation indicators, when embedded within a health system monitoring framework, can help to produce evidence to support sound policy and programme decisions. To address this gap, WHO has implemented initiatives in recent years to build the capacity of stakeholders to monitor rehabilitation services and harmonize the collection of rehabilitation data. As part of developing national action plans for rehabilitation, WHO has made available a menu of indicators and tools for data collection that countries can use to assess priority issues in rehabilitation governance, workforce and service delivery (74).

The WHO rehabilitation indicators menu recommends two categories of indicators: core and expanded indicators. All countries are encouraged to adopt the core indicators, while countries may select any of the expanded indicators according to the objectives of their strategic plan. The core indicators are as follows (74).

**Rehabilitation governance** (rehabilitation integrated into health plans) is the total number of health plans in the country in which rehabilitation is explicitly included at an activity level.

**Rehabilitation financing** (rehabilitation expenditure) is the total annual national rehabilitation expenditure as a percentage of total annual national health expenditure.

**Rehabilitation workforce** is the total number of rehabilitation personnel per 10 000 total population.

**Rehabilitation services** are assessed as the number of tertiary hospitals providing rehabilitation and the bed density):

- total number of tertiary hospitals in the country with three or more rehabilitation professions present as a
percentage of the total number of tertiary hospitals in the country; and

- total number of rehabilitation beds per 10,000 total population.

Rehabilitation coverage (multidisciplinary rehabilitation for people with complex needs) is the number of people with complex needs because of injury who accessed multidisciplinary rehabilitation per year in the country.

In addition, indicators for the evaluation of community-based rehabilitation services have been developed, although these indicators focus largely on low- and middle-income countries (75).

Given the current policy emphasis on health systems accountability in the WHO European Region, monitoring approaches and tools that focus on vulnerability and respect for human rights, such as the Rehabilitation System Diagnosis and Dialogue framework (RESYST) (76,77), can provide additional opportunities to assess equity concerns in rehabilitation systems and policy development in line with global and regional recommendations (4,67,78). The selection of the most appropriate indicators should in any case be guided by the technical robustness of individual metrics and the underlying goal or broader agenda that drives the monitoring activity.

### WHO support to its Member States

Rehabilitation 2030 highlighted the urgent need to address unmet needs for rehabilitation around the world, and the necessity of rehabilitation for achieving the SDGs (Box 1). Three main areas were identified where WHO could act to support Member States (45):

- **leadership and governance**: holding regional meetings to support the ongoing implementation of Rehabilitation 2030;

- **planning and implementation**: development of a WHO country toolkit and emergency-related documents such as guidelines for rehabilitation provision in emergency contexts and minimum technical standards for emergency medical teams in burns, spinal cord injury and orthoplastics; and

- **research and evidence**: continuing work on the WHO and World Bank Model Disability Survey (79), conducting a global status report on rehabilitation and producing publications on health policy and system research for low- and middle-income countries.

WHO’s commitment to supporting rehabilitation in Member States was reinforced at the Second Rehabilitation 2030 meeting held in July 2019 (80). The aim of this meeting was to reaffirm the objectives and to:

- **review actions undertaken to date by WHO, its partners and Member States for the Rehabilitation 2030 initiative**;

- **agree on concrete actions for rehabilitation in countries to advance the implementation of WHO’s Thirteenth General Programme of Work 2019–2023**; and

- **identify enablers and barriers for moving the global rehabilitation agenda forward**.

WHO has also committed itself to act in the area of assistive products by establishing the Global Cooperation on Assistive Technology (GATE) initiative. This is a partnership that aims to improve access to high-quality affordable assistive products globally (81). Assistive products (e.g. wheelchairs, prosthesis, orthoses, hearing aids and walkers) are intended to maintain or improve an individual’s functioning and independence and thereby promote the person’s well-being.

The provision of assistive products is an integral part of rehabilitation. However, the agenda for assistive products goes beyond rehabilitation. Assistive products are also used to prevent impairment and secondary health conditions (82). A key component of the GATE initiative is the Priority Assistive Products List, which includes hearing aids, wheelchairs, communication aids, spectacles, artificial limbs, pill organizers, memory aids and other essential items for many people with disabilities and older people to help them to live healthy, productive and dignified lives (82). The 2018 World Health Assembly adopted a resolution on improving access to assistive technology in the light of estimates of over 1000 million people who would benefit from one or more assistive products worldwide and the predicted increase in the numbers who will need such support in the future (83).
WHO regularly collaborates and coordinates with partners, including:

- Association for the Advancement of Assistive Technology in Europe
- CBM
- Department for International Development, United Kingdom
- European Stroke Organization
- Humanity and Inclusion (Handicap International)
- International Association of Logopedics and Phoniatrics

Resources

Global Cooperation on Assistive Technology
http://www.who.int/phi/implementation/assistive_technology/phi_gate/en/

Global Disability Action Plan 2014–2021
https://apps.who.int/iris/bitstream/handle/10665/199544/9789241509619_eng.pdf?sequence=1


International Classification of Functioning, Disability and Health (ICF)
http://www.who.int/classifications/icf/en/

Minimum Technical Standards and Recommendations for Rehabilitation: Emergency Medical Teams
https://apps.who.int/iris/bitstream/handle/10665/252809/9789241511728-eng.pdf?sequence=1

Priority Assistive Products List (APL)

Rehabilitation 2030
http://www.who.int/rehabilitation/rehab-2030/en/

Rehabilitation in Health Systems
https://www.who.int/rehabilitation/rehabilitation_health_systems/en/

Rehabilitation in Health Systems: Guide for Action
https://www.who.int/rehabilitation/rehabilitation-guide-for-action/en/

Standards for Prosthetics and Orthotics
## Key definitions

<table>
<thead>
<tr>
<th>Category</th>
<th>Definition</th>
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<tbody>
<tr>
<td><strong>Assistive products</strong></td>
<td>Any external product, including devices, equipment, instruments and software, specially produced or generally available, the primary purpose of which is to maintain or improve an individual’s functioning and independence and thereby promote well-being. Assistive products are also used to prevent impairment and secondary health conditions (82).</td>
</tr>
<tr>
<td><strong>Functioning</strong></td>
<td>The sum total of all body functions, body structures and domains of activities and participation. It denotes the positive aspects of the interaction between an individual with a health condition and that individual’s contextual factors, both environmental and personal (72).</td>
</tr>
<tr>
<td><strong>Health conditions</strong></td>
<td>All acute and chronic diseases, disorders, injuries and trauma. Health conditions may also include other circumstances, such as pregnancy, ageing, stress, congenital anomaly or genetic predisposition (50).</td>
</tr>
<tr>
<td><strong>Occupational therapy</strong></td>
<td>Promoting health and well-being through occupation. The primary goal of occupational therapy is to enable people to participate in the activities of everyday life. Occupational therapists achieve this outcome by enabling people to do things that will enhance their ability to participate, or by modifying the environment to better support participation (4).</td>
</tr>
<tr>
<td><strong>Physical and rehabilitation medicine clinicians</strong></td>
<td>Provide services to diagnose health conditions, assess functioning and prescribe medical and technological interventions that treat health conditions and optimize functional capacity. Also known as physiatrists (4).</td>
</tr>
<tr>
<td><strong>Physiotherapy</strong></td>
<td>Services to develop, maintain and maximize movement potential and functional ability throughout the lifespan (3).</td>
</tr>
<tr>
<td><strong>Prosthetist–orthotists</strong></td>
<td>Provide prosthetic and orthotic care and other mobility devices aimed at improving functioning in people with physical impairments. Orthotic care involves external appliances designed to support, straighten or improve the functioning of a body part; prosthetic interventions involve an artificial external replacement for a body part (4).</td>
</tr>
</tbody>
</table>
References


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Editor: Jane Ward; Layout: Daniela Berretta.

URL: www.euro.who.int/en/SDG-health-fact-sheets

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