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DEDICATED TO THE MEMORY OF  
MAHBUB UL HAQ (1934-98)  
CREATOR OF THE HUMAN DEVELOPMENT REPORT



# Foreword

This is the first *Human Development Report* that bears my signature as Administrator. For a new Administrator, the *Human Development Report* is a crown jewel of UNDP. Its robust editorial independence and its unapologetic scholarship have led its authors to say the unthinkable, and they then have the pleasure of watching conventional opinion catch up. I believe that Mahbub ul Haq, to whom this tenth Report is dedicated, would be proud that the tradition is being so vigorously maintained.

This year's Report comes down clearly in favour of the power of globalization to bring economic and social benefits to societies: the free flow of money and trade is matched by the liberating power of the flow of ideas and information driven by new technologies.

However, as it has so effectively in the past, the Report champions the agenda of the world's weak, those marginalized by globalization, and calls for a much bolder agenda of global and national reforms to achieve globalization with a human face. It cautions that globalization is too important to be left as unmanaged as it is at present, because it has the capacity to do extraordinary harm as well as good. I fully endorse this view.

Let me comment on only two aspects of the Report's wide-ranging recommendations for change in how global society is organized.

First, governance. My own view is that we are seeing the emergence of a new, much less formal structure of global governance, where governments and partners in civil society, the private sector and others are forming functional coalitions across geographic borders and traditional political lines to move public policy in ways that meet the aspirations of a global citizenry. Some issue campaigns have led to shifts in global policy, such as the antilandmine campaign and the

campaign for millennium debt relief. These coalitions use the convening power and the consensus-building, standard-setting and implementing roles of the United Nations, the Bretton Woods institutions and international organizations, but their key strength is that they are bigger than any of us and give new expression to the UN Charter's "We, the peoples." We must not suffocate this new diplomacy with new institutions, but first try to adapt and strengthen those we have—not least by reaching out to these new global coalitions of stakeholders.

Second, markets. In listing the negative impacts of markets on people, it is important not to appear to be rejecting markets as the central organizing principle of global economic life. Markets need institutions and rules—and too frequently in the global setting they are not yet adequately subjected to the control of either. But the unleashing of competition within countries and between countries has ushered in for many an era of prosperity and liberty.

Where I fully agree with the authors is that this empowerment has been uneven—leaving countries, regions, ethnic and religious groups, classes and economic sectors the victims of increased inequality. Sixty countries have been getting steadily poorer since 1980. The losers from globalization are both a huge human and political waste and the source of disappointment and often tragedy for themselves and the families that depend on them. Markets have brought dislocation and heartache as well as remarkable advances. As the authors argue, these failures, unaddressed, will compound and encroach on the security of today's market winners.

Public health problems, immigration and refugees, environmental degradation and broader social and political breakdown are the new security challenges that breed in a context

of unattended global inequality. For all our sakes we need to work together to build the frameworks of a new global society and economy that respect differences, protect the weak

and regulate the strong. We must do so, however, in ways that are innovative and reflective of the new forces in our societies—and that keep markets free but fair.

*Mark Malloch Brown*

Mark Malloch Brown

The analysis and policy recommendations of the Report do not necessarily reflect the views of the United Nations Development Programme, its Executive Board or its Member States. The Report is the fruit of a collaborative effort by a team of eminent consultants and advisers and the Human Development Report team. Richard Jolly, Special Adviser to the Administrator, together with Sakiko Fukuda-Parr, Director of the Human Development Report Office, led the effort.

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## ABBREVIATIONS

AIDS	Acquired immunodeficiency syndrome
CGIAR	Consultative Group on International Agricultural Research
CIS	Commonwealth of Independent States
ECOSOC	Economic and Social Council (of the United Nations)
EU	European Union
FDI	Foreign direct investment
GATT	General Agreement on Tariffs and Trade
GDI	Gender-related development index
GDP	Gross domestic product
GEM	Gender empowerment measure
GNP	Gross national product
HIPCs	Heavily indebted poor countries
HDI	Human development index
HIV	Human immunodeficiency virus
HPI	Human poverty index
IMF	International Monetary Fund
NGO	Non-governmental organization
ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
PPP	Purchasing power parity
TRIPS	Trade-Related Aspects of Intellectual Property Rights
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
WHO	World Health Organization
WTO	World Trade Organization



# Globalization with a human face

“The real wealth of a nation is its people. And the purpose of development is to create an enabling environment for people to enjoy long, healthy and creative lives. This simple but powerful truth is too often forgotten in the pursuit of material and financial wealth.” Those are the opening lines of the first *Human Development Report*, published in 1990. This tenth *Human Development Report*—like the first and all the others—is about people. It is about the growing interdependence of people in today’s globalizing world.

---

**Globalization is not new, but the present era has distinctive features. Shrinking space, shrinking time and disappearing borders are linking people’s lives more deeply, more intensely, more immediately than ever before.**

More than \$1.5 trillion is now exchanged in the world’s currency markets each day, and nearly a fifth of the goods and services produced each year are traded. But globalization is more than the flow of money and commodities—it is the growing interdependence of the world’s people. And globalization is a process integrating not just the economy but culture, technology and governance. People everywhere are becoming connected—affected by events in far corners of the world. The collapse of the Thai baht not only threw millions into unemployment in South-East Asia—the ensuing decline in global demand meant slow-downs in social investment in Latin America and a sudden rise in the cost of imported medicines in Africa.

Globalization is not new. Recall the early sixteenth century and the late nineteenth. But this era is different:

- *New markets*—foreign exchange and capital markets linked globally, operating 24 hours a day, with dealings at a distance in real time.
- *New tools*—Internet links, cellular phones, media networks.
- *New actors*—the World Trade Organization (WTO) with authority over national governments, the multinational corporations with more economic power than many states, the global networks of non-governmental organizations (NGOs) and other groups that transcend national boundaries.
- *New rules*—multilateral agreements on trade, services and intellectual property, backed by strong enforcement mechanisms and more binding for national governments, reducing the scope for national policy.

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**Globalization offers great opportunities for human advance—but only with stronger governance.**

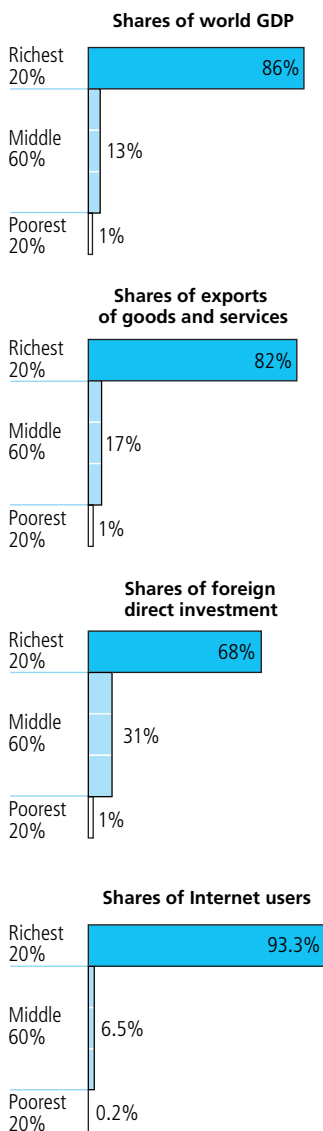
This era of globalization is opening many opportunities for millions of people around the world. Increased trade, new technologies, foreign investments, expanding media and Internet connections are fuelling economic growth and human advance. All this offers enormous potential to eradicate poverty in the 21st century—to continue the unprecedented progress in the 20th century. We have more wealth and technology—and more commitment to a global community—than ever before.

Global markets, global technology, global ideas and global solidarity can enrich the lives of people everywhere, greatly expanding their choices. The growing interdependence of people’s lives calls for shared values and a shared commitment to the human development of all people.

*People everywhere are becoming connected—affected by events in far corners of the world*

### Stark disparities between rich and poor in global opportunity

1997 shares



Source: Human Development Report Office.

The post-cold war world of the 1990s has sped progress in defining such values—in adopting human rights and in setting development goals in the United Nations conferences on environment, population, social development, women and human settlements.

But today's globalization is being driven by market expansion—opening national borders to trade, capital, information—outpacing governance of these markets and their repercussions for people. More progress has been made in norms, standards, policies and institutions for open global markets than for people and their rights. And a new commitment is needed to the ethics of universalism set out in the Universal Declaration of Human Rights.

Competitive markets may be the best guarantee of efficiency, but not necessarily of equity. Liberalization and privatization can be a step to competitive markets—but not a guarantee of them. And markets are neither the first nor the last word in human development. Many activities and goods that are critical to human development are provided outside the market—but these are being squeezed by the pressures of global competition. There is a fiscal squeeze on public goods, a time squeeze on care activities and an incentive squeeze on the environment.

When the market goes too far in dominating social and political outcomes, the opportunities and rewards of globalization spread unequally and inequitably—concentrating power and wealth in a select group of people, nations and corporations, marginalizing the others. When the market gets out of hand, the instabilities show up in boom and bust economies, as in the financial crisis in East Asia and its worldwide repercussions, cutting global output by an estimated \$2 trillion in 1998–2000. When the profit motives of market players get out of hand, they challenge people's ethics—and sacrifice respect for justice and human rights.

The challenge of globalization in the new century is not to stop the expansion of global markets. The challenge is to find the rules and institutions for stronger governance—local, national, regional and global—to preserve the advantages of global markets and competition, but also to provide enough space for human, community and environmental resources to ensure that globalization works

for people—not just for profits. Globalization with:

- *Ethics*—less violation of human rights, not more.
- *Equity*—less disparity within and between nations, not more.
- *Inclusion*—less marginalization of people and countries, not more.
- *Human security*—less instability of societies and less vulnerability of people, not more.
- *Sustainability*—less environmental destruction, not more.
- *Development*—less poverty and deprivation, not more.

### The opportunities and benefits of globalization need to be shared much more widely.

Since the 1980s many countries have seized the opportunities of economic and technological globalization. Beyond the industrial countries, the newly industrializing East Asian tigers are joined by Chile, the Dominican Republic, India, Mauritius, Poland, Turkey and many others linking into global markets, attracting foreign investment and taking advantage of technological advance. Their export growth has averaged more than 5% a year, diversifying into manufactures.

At the other extreme are the many countries benefiting little from expanding markets and advancing technology—Madagascar, Niger, the Russian Federation, Tajikistan and Venezuela among them.

These countries are becoming even more marginal—ironic, since many of them are highly “integrated”, with exports nearly 30% of GDP for Sub-Saharan Africa and only 19% for the OECD. But these countries hang on the vagaries of global markets, with the prices of primary commodities having fallen to their lowest in a century and a half. They have shown little growth in exports and attracted virtually no foreign investment. In sum, today, global opportunities are unevenly distributed—between countries and people (see figure).

If global opportunities are not shared better, the failed growth of the last decades will continue. More than 80 countries still have per capita incomes lower than they were a decade or more ago. While 40 countries have sustained

average per capita income growth of more than 3% a year since 1990, 55 countries, mostly in Sub-Saharan Africa and Eastern Europe and the Commonwealth of Independent States (CIS), have had declining per capita incomes.

Many people are also missing out on employment opportunities. The global labour market is increasingly integrated for the highly skilled—corporate executives, scientists, entertainers and the many others who form the global professional elite—with high mobility and wages. But the market for unskilled labour is highly restricted by national barriers.

Inequality has been rising in many countries since the early 1980s. In China disparities are widening between the export-oriented regions of the coast and the interior: the human poverty index is just under 20% in coastal provinces, but more than 50% in inland Guizhou. The countries of Eastern Europe and the CIS have registered some of the largest increases ever in the Gini coefficient, a measure of income inequality. OECD countries also registered big increases in inequality after the 1980s—especially Sweden, the United Kingdom and the United States.

Inequality between countries has also increased. The income gap between the fifth of the world's people living in the richest countries and the fifth in the poorest was 74 to 1 in 1997, up from 60 to 1 in 1990 and 30 to 1 in 1960. In the nineteenth century, too, inequality grew rapidly during the last three decades, in an era of rapid global integration: the income gap between the top and bottom countries increased from 3 to 1 in 1820 to 7 to 1 in 1870 and 11 to 1 in 1913.

By the late 1990s the fifth of the world's people living in the highest-income countries had:

- 86% of world GDP—the bottom fifth just 1%.
- 82% of world export markets—the bottom fifth just 1%.
- 68% of foreign direct investment—the bottom fifth just 1%.
- 74% of world telephone lines, today's basic means of communication—the bottom fifth just 1.5%.

Some have predicted convergence. Yet the past decade has shown increasing concentration of income, resources and wealth among people, corporations and countries:

- OECD countries, with 19% of the global population, have 71% of global trade in goods and services, 58% of foreign direct investment and 91% of all Internet users.
- The world's 200 richest people more than doubled their net worth in the four years to 1998, to more than \$1 trillion. The assets of the top three billionaires are more than the combined GNP of all least developed countries and their 600 million people.
- The recent wave of mergers and acquisitions is concentrating industrial power in megacorporations—at the risk of eroding competition. By 1998 the top 10 companies in pesticides controlled 85% of a \$31 billion global market—and the top 10 in telecommunications, 86% of a \$262 billion market.
- In 1993 just 10 countries accounted for 84% of global research and development expenditures and controlled 95% of the US patents of the past two decades. Moreover, more than 80% of patents granted in developing countries belong to residents of industrial countries.

All these trends are not the inevitable consequences of global economic integration—but they have run ahead of global governance to share the benefits.

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### **Globalization is creating new threats to human security—in rich countries and poor.**

One achievement of recent decades has been greater security for people in many countries—more political freedom and stability in Chile, peace in Central America, safer streets in the United States. But in the globalizing world of shrinking time, shrinking space and disappearing borders, people are confronting new threats to human security—sudden and hurtful disruptions in the pattern of daily life.

*Financial volatility and economic insecurity.* The financial turmoil in East Asia in 1997–99 demonstrates the risks of global financial markets. Net capital flows to Indonesia, the Republic of Korea, Malaysia, the Philippines and Thailand rocketed in the 1990s, reaching \$93 billion in 1996. As turmoil hit market after market, these flows reversed overnight—with an outflow of

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\$12 billion in 1997. The swing amounted to 11% of the precrisis GDPs of these countries. Two important lessons come out of this experience.

First, the human impacts are severe and are likely to persist long after economic recovery.

Bankruptcies spread. Education and health budgets came under pressure. More than 13 million people lost their jobs. As prices of essentials rose sharply, real wages fell sharply, down some 40–60% in Indonesia. The consequences go deeper—all countries report erosion of their social fabric, with social unrest, more crime, more violence in the home.

Recovery seems to be on the way, most evidently in Korea and least in Indonesia. But while output growth, payment balances, interest rates and inflation may be returning to normal, human lives take longer to recover. A review of financial crises in 80 countries over the past few decades shows that real wages take an average of three years to pick up again, and that employment growth does not regain precrisis levels for several years after that.

Second, far from being isolated incidents, financial crises have become increasingly common with the spread and growth of global capital flows. They result from rapid buildups and reversals of short-term capital flows and are likely to recur. More likely when national institutions regulating financial markets are not well developed, they are now recognized as systemic features of global capital markets. No single country can withstand their whims, and global action is needed to prevent and manage them.

*Job and income insecurity.* In both poor and rich countries dislocations from economic and corporate restructuring, and from dismantling the institutions of social protection, have meant greater insecurity in jobs and incomes. The pressures of global competition have led countries and employers to adopt more flexible labour policies with more precarious work arrangements. Workers without contracts or with new, less secure contracts make up 30% of the total in Chile, 39% in Colombia.

France, Germany, the United Kingdom and other countries have weakened worker dismissal laws. Mergers and acquisitions have come with corporate restructuring and massive layoffs. Sustained economic growth has not

reduced unemployment in Europe—leaving it at 11% for a decade, affecting 35 million. In Latin America growth has created jobs, but 85% of them are in the informal sector.

*Health insecurity.* Growing travel and migration have helped spread HIV/AIDS. More than 33 million people were living with HIV/AIDS in 1998, with almost 6 million new infections in that year. And the epidemic is now spreading rapidly to new locations, such as rural India and Eastern Europe and the CIS. With 95% of the 16,000 infected each day living in developing countries, AIDS has become a poor person's disease, taking a heavy toll on life expectancy, reversing the gains of recent decades. For nine countries in Africa, a loss of 17 years in life expectancy is projected by 2010, back to the levels of the 1960s.

*Cultural insecurity.* Globalization opens people's lives to culture and all its creativity—and to the flow of ideas and knowledge. But the new culture carried by expanding global markets is disquieting. As Mahatma Gandhi expressed so eloquently earlier in the century, "I do not want my house to be walled in on all sides and my windows to be stuffed. I want the cultures of all the lands to be blown about my house as freely as possible. But I refuse to be blown off my feet by any." Today's flow of culture is unbalanced, heavily weighted in one direction, from rich countries to poor.

Weightless goods—with high knowledge content rather than material content—now make for some of the most dynamic sectors in today's most advanced economies. The single largest export industry for the United States is not aircraft or automobiles, it is entertainment—Hollywood films grossed more than \$30 billion worldwide in 1997.

The expansion of global media networks and satellite communications technologies gives rise to a powerful new medium with a global reach. These networks bring Hollywood to remote villages—the number of television sets per 1,000 people almost doubled between 1980 and 1995, from 121 to 235. And the spread of global brands—Nike, Sony—is setting new social standards from Delhi to Warsaw to Rio de Janeiro. Such onslaughts of

foreign culture can put cultural diversity at risk, and make people fear losing their cultural identity. What is needed is support to indigenous and national cultures—to let them flourish alongside foreign cultures.

*Personal insecurity.* Criminals are reaping the benefits of globalization. Deregulated capital markets, advances in information and communications technology and cheaper transport make flows easier, faster and less restricted not just for medical knowledge but for heroin—not just for books and seeds but for dirty money and weapons.

Illicit trade—in drugs, women, weapons and laundered money—is contributing to the violence and crime that threaten neighbourhoods around the world. Drug-related crimes increased from 4 per 100,000 people in Belarus in 1990 to 28 in 1997, and from 1 per 100,000 to 8 in Estonia. The weapons trade feeds street crime as well as civil strife. In South Africa machine guns are pouring in from Angola and Mozambique. The traffic in women and girls for sexual exploitation—500,000 a year to Western Europe alone—is one of the most heinous violations of human rights, estimated to be a \$7 billion business.

The Internet is an easy vehicle for trafficking in drugs, arms and women through nearly untraceable networks. In 1995 the illegal drug trade was estimated at 8% of world trade, more than the trade in motor vehicles or in iron and steel. Money laundering—which the International Monetary Fund (IMF) estimates at equivalent to 2–5% of global GDP—hides the traces of crime in split seconds, with the click of a mouse.

At the root of all this is the growing influence of organized crime, estimated to gross \$1.5 trillion a year, rivalling multinational corporations as an economic power. Global crime groups have the power to criminalize politics, business and the police, developing efficient networks, extending their reach deep and wide.

*Environmental insecurity.* Chronic environmental degradation—today's silent emergency—threatens people worldwide and undercuts the livelihoods of at least half a billion people. Poor people themselves, having lit-

tle choice, put pressure on the environment, but so does the consumption of the rich. The growing export markets for fish, shrimp, paper and many other products mean depleted stocks, less biodiversity and fewer forests. Most of the costs are borne by the poor—though it is the world's rich who benefit most. The fifth of the world's people living in the richest countries consume 84% of the world's paper.

*Political and community insecurity.* Closely related to many other forms of insecurity is the rise of social tensions that threaten political stability and community cohesion. Of the 61 major armed conflicts fought between 1989 and 1998, only three were between states—the rest were civil.

Globalization has given new characteristics to conflicts. Feeding these conflicts is the global traffic in weapons, involving new actors and blurring political and business interests. In the power vacuum of the post-cold war era, military companies and mercenary armies began offering training to governments—and corporations. Accountable only to those who pay them, these hired military services pose a severe threat to human security.

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### **New information and communications technologies are driving globalization—but polarizing the world into the connected and the isolated.**

With the costs of communications plummeting and innovative tools easier to use, people around the world have burst into conversation using the Internet, mobile phones and fax machines. The fastest-growing communications tool ever, the Internet had more than 140 million users in mid-1998, a number expected to pass 700 million by 2001.

Communications networks can foster great advances in health and education. They can also empower small players. The previously unheard voices of NGOs helped halt the secretive OECD negotiations for the Multilateral Agreement on Investment, called for corporate accountability and created support for marginal communities. Barriers of size, time and distance are coming down for small businesses,

*With the costs of communications plummeting and innovative tools easier to use, people around the world have burst into conversation*

Poor people and poor countries risk being pushed to the margin in this proprietary regime controlling the world's knowledge

for governments of poor countries, for remote academics and specialists.

Information and communications technology can also open a fast track to knowledge-based growth—a track followed by India's software exports, Ireland's computing services and the Eastern Caribbean's data processing.

Despite the potential for development, the Internet poses severe problems of access and exclusion. Who was in the loop in 1998?

- *Geography divides.* Thailand has more cellular phones than Africa. South Asia, home to 23% of the world's people, has less than 1% of Internet users.
- *Education is a ticket to the network high society.* Globally, 30% of users had at least one university degree.
- *Income buys access.* To purchase a computer would cost the average Bangladeshi more than eight years' income, the average American, just one month's wage.
- *Men and youth dominate.* Women make up just 17% of the Internet users in Japan, only 7% in China. Most users in China and the United Kingdom are under 30.
- *English talks.* English prevails in almost 80% of all Websites, yet less than one in 10 people worldwide speaks it.

This exclusivity is creating parallel worlds. Those with income, education and—literally—connections have cheap and instantaneous access to information. The rest are left with uncertain, slow and costly access. When people in these two worlds live and compete side by side, the advantage of being connected will overpower the marginal and impoverished, cutting off their voices and concerns from the global conversation.

This risk of marginalization does not have to be a reason for despair. It should be a call to action for:

- *More connectivity:* setting up telecommunications and computer hardware.
- *More community:* focusing on group access, not just individual ownership.
- *More capacity:* building human skills for the knowledge society.
- *More content:* putting local views, news, culture and commerce on the Web.
- *More creativity:* adapting technology to local needs and opportunities.

- *More collaboration:* developing Internet governance to accommodate diverse national needs.
- *More cash:* finding innovative ways to fund the knowledge society everywhere.

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**Global technological breakthroughs offer great potential for human advance and for eradicating poverty—but not with today's agendas.**

Liberalization, privatization and tighter intellectual property rights are shaping the path for the new technologies, determining how they are used. But the privatization and concentration of technology are going too far. Corporations define research agendas and tightly control their findings with patents, racing to lay claim to intellectual property under the rules set out in the agreement on Trade-Related Aspects of Intellectual Property Rights (TRIPS).

Poor people and poor countries risk being pushed to the margin in this proprietary regime controlling the world's knowledge:

- In defining research agendas, money talks, not need—cosmetic drugs and slow-ripening tomatoes come higher on the priority list than drought-resistant crops or a vaccine against malaria.
- From new drugs to better seeds, the best of the new technologies are priced for those who can pay. For poor people, they remain far out of reach.
- Tighter property rights raise the price of technology transfer, blocking developing countries from the dynamic knowledge sectors. The TRIPS agreement will enable multinationals to dominate the global market even more easily.
- New patent laws pay scant attention to the knowledge of indigenous people. These laws ignore cultural diversity in the way innovations are created and shared—and diversity in views on what can and should be owned, from plant varieties to human life. The result: a silent theft of centuries of knowledge from some of the poorest communities in developing countries.
- Despite the risks of genetic engineering, the rush and push of commercial interests are putting profits before people.

A broader perspective is needed. Intellectual property rights were first raised as a multilateral trade issue in 1986 to crack down on counterfeit goods. The reach of those rights now goes far beyond that—into the ownership of life. As trade, patents and copyright determine the paths of technology—and of nations—questioning today’s arrangements is not just about economic flows. It is about preserving biodiversity. Addressing the ethics of patents on life. Ensuring access to health care. Respecting other cultures’ forms of ownership. Preventing a growing technological gap between the knowledge-driven global economy and the rest trapped in its shadows.

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**The relentless pressures of global competition are squeezing out care, the invisible heart of human development.**

Caring labour—providing for children, the sick and the elderly, as well as all the rest of us, exhausted from the demands of daily life—is an important input for the development of human capabilities. It is also a capability in itself. And it is special—nurturing human relationships with love, altruism, reciprocity and trust. Without enough care, individuals do not flourish. Without attention and stimulus, babies languish, failing to reach their full potential. And without nurturing from their families, children underperform in school.

Human support to others is essential for social cohesion and a strong community. It is also essential for economic growth. But the market gives few incentives and few rewards for it. Societies everywhere have allocated women much of the responsibility and the burden for care—women spend two-thirds of their work time in unpaid activities, men only a quarter. Women predominate in caring professions and domestic service. Families, nations and corporations have been free-riding on caring labour provided mostly by women, unpaid or underpaid.

But today’s competitive global market is putting pressures on the time, resources and incentives for the supply of caring labour. Women’s participation in the formal labour market is rising, yet they continue to carry the burden of care—women’s hours spent in unpaid work remain high. In Bangladesh

women in the garment industry spend 56 hours a week in paid employment on top of 31 hours in unpaid work—a total of 87 hours, compared with 67 by men. Men’s share of unpaid care work is increasing slowly in Europe and other OECD countries but not in most developing countries and in Eastern Europe.

Meanwhile, fiscal pressures are cutting back on the supply of state-provided care services. Tax revenue declined in poor countries from 18% of GDP in the early 1980s to 16% in the 1990s. Public services deteriorated markedly—the result of economic stagnation, structural adjustment programmes or the dismantling of state services, especially in the transition economies of Eastern Europe and the CIS.

And global economic competition has put pressure on the wages for caring labour, as the wage gap increases between tradable and non-tradable sectors, and between the skilled and unskilled.

How can societies design new arrangements for care in the global economy? The traditional model of a patriarchal household is no solution—a new approach must build gender equity into sharing the burdens and responsibility for care. New institutional mechanisms, better public policy and a social consensus are needed to provide incentives for rewarding care and increasing its supply and quality:

- Public support for care services—such as care for the elderly, day care for children and protection of social services during crises.
- Labour market policies and employer action to support the care needs of employees.
- More gender balance and equity in carrying the burden of household care services.

Each society needs to find its own arrangements based on its history and conditions. But all societies need to devise a better solution. And all need to make a strong commitment to preserving time and resources for care—and the human bonds that nourish human development.

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**National and global governance have to be reinvented—with human development and equity at their core.**

None of these pernicious trends—growing marginalization, growing human insecurity,

*All need to make a strong commitment to preserving time and resources for care—and the human bonds that nourish human development*

*With stronger governance, the benefits of competitive markets can be preserved with clear rules and boundaries, and stronger action can be taken to meet the needs of human development*

growing inequality—is inevitable. With political will and commitment in the global community, they can all be reversed. With stronger governance—local, national, regional and global—the benefits of competitive markets can be preserved with clear rules and boundaries, and stronger action can be taken to meet the needs of human development.

Governance does not mean mere government. It means the framework of rules, institutions and established practices that set limits and give incentives for the behaviour of individuals, organizations and firms. Without strong governance, the dangers of global conflicts could be a reality of the 21st century—trade wars promoting national and corporate interests, uncontrolled financial volatility setting off civil conflicts, untamed global crime infecting safe neighbourhoods and criminalizing politics, business and the police.

With the market collapse in East Asia, with the contagion to Brazil, Russia and elsewhere and with the threat of a global recession still looming, global governance is being re-examined. But the current debate is:

- Too narrow, limited to the concerns of economic growth and financial stability and neglecting broader human concerns such as persistent global poverty, growing inequality between and within countries, exclusion of poor people and countries and persisting human rights abuses.
- Too geographically unbalanced, dominated by the largest economies—usually the G-7, sometimes just the G-1, and only occasionally bringing in the large newly industrializing countries. Most small and poor developing countries are excluded, as are people's organizations.

Nor does the debate address the current weaknesses, imbalances and inequities in global governance—which, having developed in an ad hoc way, leaves many gaps.

- Multilateral agreements have helped establish global markets without considering their impacts on human development and poverty.
- The structures and processes for global policy-making are not representative. The key economic structures—the IMF, World Bank, G-7, G-10, G-22, OECD, WTO—are dominated by the large and rich countries, leaving

poor countries and poor people with little influence and little voice, either for lack of membership or for lack of capacity for effective representation and participation. There is little transparency in decisions, and there is no structured forum for civil society institutions to express their views.

- There are no mechanisms for making ethical standards and human rights binding for corporations and individuals, not just governments.

In short, stronger national and global governance are needed for human well-being, not for the market.

Reinventing governance for the 21st century must start with strong commitments:

- *TO GLOBAL ETHICS, JUSTICE AND RESPECT FOR THE HUMAN RIGHTS OF ALL PEOPLE.* Global governance requires a common core of values, standards and attitudes, a widely felt sense of responsibility and obligations—not just by individuals, but by governments, corporations and civil society organizations. The core values of respect for life, liberty, justice, equality, tolerance, mutual respect and integrity underlie the Charter of the United Nations and the Universal Declaration of Human Rights. They now need to be the guiding objectives of globalization with a human face.
- *TO HUMAN WELL-BEING AS THE END, WITH OPEN MARKETS AND ECONOMIC GROWTH AS MEANS.* Human development and social protection have to be incorporated in the principles and practices of global governance. Recent advances in global governance have been built on concepts and principles of economic efficiency and competitive markets. These are important but not enough, just as they would be in national governance.
- *TO RESPECT FOR THE DIVERSE CONDITIONS AND NEEDS OF EACH COUNTRY.* Economic policy-making should be guided by pragmatism rather than ideology—and a recognition that what works in Chile does not necessarily work in Argentina, what is right for Mauritius may not work for Madagascar. Open markets require institutions to function, and policies to ensure equitable distribution of benefits and opportunities. And with the great diversity of institutions and traditions, countries around the world need flexibility in adapting economic policies and timing their implementation.

- *TO THE ACCOUNTABILITY OF ALL ACTORS.* Multilateral agreements and international human rights regimes hold only national governments accountable. National governance holds all actors accountable within national borders, but it is being overtaken by the rising importance of supranational global actors (multinational corporations) and international institutions (IMF, World Bank, WTO, Bank for International Settlements). Needed are standards and norms that set limits and define responsibilities for all actors.

The agenda for action to secure human development in this era of globalization should focus on seven key challenges, each requiring national and international action.

**1. Strengthen policies and actions for human development, and adapt them to the new realities of the global economy.**

Social policies—and national governance—are even more relevant today to make globalization work for human development and to protect people against its new threats. New policies are needed to tackle:

- Changing labour markets—not by going back to the old rigidities of labour market policies that protect elite labour, but by promoting job-creating growth, investing in workers’ skills, promoting labour rights and making informal work more productive and remunerative. This is the new road to flexibility in the labour market.
- Shrinking fiscal resources of states, the results of liberalizing trade and financial markets, of the global tax competition and of the growth of the underground economy—by generating more revenue from new sources, such as taxes on income and land, abysmally low in many developing countries, or on value added; by improving efficiency in tax administration, cutting costs and increasing collections; by reducing military spending globally, still as high as a third of education and health spending.
- Increasing pressures on people’s ability to provide caring labour in the family and community and on the state’s ability to support it—by restoring strong commitments to preserving time, resources and rewards for care and restoring gender balance in the distribution of costs and burdens.

- Declining cultural diversity—by supporting national cultures, not by shutting out imports but by supporting local culture, arts and artists.

All countries need to rethink their social policies—for redistribution, for safety nets, for the universal provision of social services. The current debate focuses on the choice between a targeted, minimum cost approach, as in such countries as the United Kingdom and the United States, and a more universalist approach, as in the Nordic countries and several continental European countries. What is appropriate for developing countries? An approach that combines human development and poverty eradication with social protection.

**2. Reduce the threats of financial volatility—of the boom and bust economy—and all their human costs.**

Last year’s financial crisis in East Asia spotlighted the inadequacies of national and global governance in managing economic and financial integration. Dominating the financial markets are the big players—from the United States to Brazil to China. But all countries are affected by the swings of the world economy—from South Africa to the Lao People’s Democratic Republic—particularly if they have opened their economies. While countries need to manage their vulnerabilities to these swings, international action is needed to manage and prevent financial instability. Policy should focus on:

- Liberalizing the capital account more carefully, with less international pressure and greater flexibility for countries to decide on the pace and phasing based on their institutional capacities.
- Subjecting financial institutions to greater transparency and accountability. Developing countries need to strengthen the legal and regulatory institutions in their financial sectors.
- Integrating macroeconomic management and social policies to reduce the impact of financial turmoil on the economy and to minimize the social costs.
- Strengthening international action to regulate and supervise banking systems—building on the provisions of the Basle Committee and

*Social policies—and national governance—are even more relevant today to make globalization work for human development and to protect people against its new threats*

*Stronger global cooperation and action are needed to address the growing problems beyond the scope of national governments to manage*

the G-10 in requiring greater transparency and disclosure of information both nationally and internationally. The UN Economic and Social Council (ECOSOC), the World Bank and the IMF should conduct an international study of regulatory gaps, especially for short-term bank loans, for reversible portfolio flows and for the activities of hedge funds.

- Instituting standstill provisions on debt service to the IMF, the World Bank and the regional development banks, as proposed by the recent UN task force on the architecture of the international financial system.
- Developing better institutions of early warning and crisis management. The international community mobilized more than \$170 billion in the 1997–99 financial crisis for Thailand, Indonesia, Korea, Russia and Brazil. But what ultimately is needed is a true lender of last resort, with more resources than the IMF is now equipped to provide. A world central bank to perform the functions of a lender of last resort should be seriously considered.
- Establishing an international lender of last resort for people—to complement financial packages. The real losses and risks from financial crises are felt by people, and a parallel funding mechanism should be established to protect them—and their rights to development.

### **3. Take stronger global action to tackle global threats to human security.**

Stronger global cooperation and action are needed to address the growing problems beyond the scope of national governments to manage.

- The fight against global crime requires national police to take cooperative action as rapidly as the crime syndicates do. Dismantling bank secrecy and providing witness protection for foreign investigations would dramatically improve the effectiveness of the global fight against global crime. The proposed United Nations Convention against Transnational Organized Crime is an important first step deserving support.
- The “loud emergencies” of environmental degradation (acid rain, global warming and ozone depletion) have transboundary consequences, particularly for poor people and

nations. Such emergencies demand global action, with initiatives building on the progress at the global conferences in Kyoto and Buenos Aires and on proposals for tradable permits and clean development mechanisms.

- Violations of human rights are often observed in export processing zones and in the factories of multinational corporations. The international community should formulate codes of conduct for multinationals to safeguard workers’ rights.
- More global action is essential to address HIV/AIDS, which is penetrating borders everywhere. Efforts should be directed at disseminating the benefits of research from developed to developing countries, providing medicines and preventive measures at reasonable cost in developing countries and strengthening public health systems in the developing world.

### **4. Enhance public action to develop technologies for human development and the eradication of poverty.**

The potential of the new technologies for human development and poverty eradication must be tapped.

- Intellectual property rights under the TRIPS agreement need comprehensive review to redress their perverse effects undermining food security, indigenous knowledge, biosafety and access to health care.
- The governance of global communications—especially the Internet—must be broadened to embrace the interests of developing countries in decisions on Internet protocols, taxation, domain name allocation and telephony costs.
- Public investments are needed in technologies for the needs of poor people and poor countries—in everything from seeds to computers. An international programme should be launched to support this, based on the model of the Consultative Group on International Agricultural Research (CGIAR).
- New funds must be raised to ensure that the information revolution leads to human development. A “bit” tax and a patent tax could raise funds from those who already have access to technology, with the proceeds used to extend the benefits to all.

## 5. Reverse the marginalization of poor, small countries.

Nearly 30 years ago the Pearson Commission began its report with the recognition that “the widening gap between the developed and the developing countries has become the central problem of our times.” But over the past three decades the income gap between the world’s richest fifth and its poorest fifth has more than doubled, to 74 to 1. And with that gap comes migration, environmental pressure, conflict, instability and other problems rooted in poverty and inequality.

Narrowing the gaps between rich and poor and the extremes between countries should become explicit global goals—to be rigorously monitored by ECOSOC and the Bretton Woods institutions. These would complement the goals for poverty reduction and social advance agreed to in the global conferences of the 1990s.

Action can start at the national level. All countries need strong and coherent policies for managing their integration into the rapidly changing global economy:

- To capture the opportunities of markets in trade and investment, each country should adopt a coordinated policy package. As the better-performing countries in each region have shown—the Dominican Republic, Ireland, Poland, Tunisia—the fundamentals do not stop with sound macroeconomic management. They must build on widely spread human capabilities, better incentive structures and sound governance.
- To negotiate more favourable provisions in multilateral agreements, poor and small countries should pursue active participation in the global dialogues on multilateral agreements—from their development to negotiations to implementation. In trade, for example, to negotiate for more rapid implementation of the agreement on textiles and clothing, for a reduction of agricultural tariffs and subsidies and for a slower pace in implementing the TRIPS agreement.

Poor and small countries can gain from collective action to link negotiations on intellectual property rights with rights to emit carbon into the atmosphere—and to link environmental assets, like rain forests, to negotiations on trade, debt and investment. They can also gain in negotiations by pooling resources for policy

analysis and developing common negotiating positions. Regional collective action is a first step in this direction.

Stronger international action is needed to support growth and accelerate human development in marginalized countries. This requires reversing the decline in flows of official development assistance (ODA), down by almost a fifth in real terms since 1992. Even without increasing resources, ODA can be much better targeted to the countries in greatest need, and to achieving key human development goals. Another priority is debt relief for the 41 heavily indebted poor countries (HIPC), whose debt service amounted to \$11.1 billion in 1996 and whose debt payments have been squeezing spending on education and health. The HIPC initiative is welcome—but it delivers too little too late. Why not reduce the ceiling for a country’s debt burden from 200–250% of exports to 100% or less? And why not reduce from six years to three (or even one) the performance requirement for eligibility?

## 6. Remedy the imbalances in the structures of global governance with new efforts to create a more inclusive system.

Poor countries and poor people have little influence and little voice in today’s global policy-making forums. The most important and influential is the G-7, whose members control the Bretton Woods institutions through voting rights, and the UN Security Council by occupying three of the five permanent seats. There is no developing country equivalent to the G-7 or OECD—with similar levels of resources, consultation and policy coordination—though there have been many efforts to develop collective third world positions through such bodies as the G-15, the G-24 and the G-77.

Four actions could be rapidly set in motion to strengthen the bargaining position of the poor and small countries:

- *Provide legal aid.* WTO dispute settlement mechanisms can be fair only when the parties to a dispute have access to expert services of equal calibre to argue their case. An independent legal aid centre is needed to support poor countries.
- *Appoint an ombudsman* to respond to grievances and investigate injustices.

*Narrowing the gaps between rich and poor and the extremes between countries should become explicit global goals*

*An essential aspect of global governance is responsibility to people—to equity, to justice, to enlarging the choices of all*

- *Support policy research.* OECD countries arrive at multilateral forums with a battery of policy research to formulate and defend their positions. The UNDP South Centre set up to support developing countries is still grossly underfunded.

- *Rely more on regional solidarity and regional institutions* to develop common positions for negotiations. Regional support would help in crises, as with the regional fund for financial stability proposed in 1997. By using peer pressure, it would also help to maintain policies and practices consistent with economic and financial stability.

At the other extreme is the concentration of influence in rich countries, institutions and corporations—influence not yet used to ensure that globalization works for human development. The voting patterns of the Bretton Woods organizations need to be reviewed. Greater public accountability and more transparency would make their operations more democratic and increase their credibility. Multinational corporations influence the lives and welfare of billions of people, yet their accountability is limited to their shareholders, with their influence on national and international policy-making kept behind the scenes. If they were brought into the structures of global governance, their positions would become more transparent, and their social responsibilities subject to greater public accountability.

- A multilateral code of conduct needs to be developed for multinational corporations. Today, they are held to codes of conduct only for what national legislation requires on the social and environmental impact of their operations. True, they have in recent years taken up voluntary codes of ethical conduct. But multinationals are too important for their conduct to be left to voluntary and self-generated standards.

- National policies ensure free competition in national markets, but there is no parallel in global markets. *Human Development Report 1994* proposed a world antimonopoly authority to monitor and implement competition rules for the global market. That authority could be included in the mandate of the WTO.

- A task force should be established on global economic governance—with perhaps 10 industrial and 10 developing countries, but

also with representatives of civil society and private financial and corporate actors. That task force would report to the key institutions of global governance: to ECOSOC, the IMF, the World Bank, as well as to the WTO.

- A joint World Bank–UN task force should be set up to investigate global inequalities and suggest policies and actions on how they can be narrowed over the next two or three decades. The task force should report to ECOSOC and to the World Bank Development Committee.

## **7. Build a more coherent and more democratic architecture for global governance in the 21st century.**

Just as the nineteenth-century mechanisms of national government were inadequate for the challenges of the postwar era, so today's institutions of international governance are inadequate for the challenges of the 21st century. Many of the basic elements of national governance will be needed in a more robust structure of global governance. An essential aspect of global governance, as of national governance, is responsibility to people—to equity, to justice, to enlarging the choices of all.

Some of the key institutions of global governance needed for the 21st century include:

- A stronger and more coherent United Nations to provide a forum for global leadership with equity and human concerns.

- A global central bank and lender of last resort.

- A World Trade Organization that ensures both free and fair international trade, with a mandate extending to global competition policy with antitrust provisions and a code of conduct for multinational corporations.

- A world environment agency.

- A world investment trust with redistributive functions.

- An international criminal court with a broader mandate for human rights.

- A broader UN system, including a two-chamber General Assembly to allow for civil society representation.

Even before these long-term changes are initiated or achieved, many actions could be taken in the next one to three years:

- Developing countries could take collective—especially regional—initiatives to strengthen their positions in global negotiations in trade, intellectual property rights and other areas.
- Individual countries could set up a high-level group to coordinate policy on globalization and manage their integration for a more positive impact on human development.
- Donor countries could accelerate action on debt relief and redirect aid in favour of poorer countries and human development priorities.
- An independent legal aid facility and ombudsman could be created to support the poor and weak countries in the WTO.
- All countries could cooperate more to fight global crime, relaxing restrictive bank secrecy laws.
- New sources of financing for the global technology revolution could be investigated, to ensure that it is truly global and that its potential for poverty eradication is mobilized. Two proposals: a bit tax to generate resources, and a public programme for development technology similar to CGIAR's programme for food.
- A representative task force could be set up to review global economic governance, including some 20 or so countries—large and small,

rich and poor—but also the private sector and the civil society. It could report jointly to ECOSOC, the IMF Interim Committee and the World Bank Development Committee.



The surge of globalization over the past decade or two is only a beginning. The globally integrated world will require stronger governance if it is to preserve the advantages of global market competition, and to turn the forces of globalization to support human advance.

On the eve of the millenium, people are unusually expectant of a more fundamental diagnosis, more ready to receive it, more eager to act on it. Millenium fever is already stimulating many groups to sketch out their visions of the future—for their community, their country and their planet. The future of global governance—objectives, institutions, responsibilities and actions—needs to be part of this exploration by people everywhere. And the Millenium Assembly of the United Nations is a global forum that could provide powerful momentum for moving the agenda forward.

*Stronger governance is needed to preserve the advantages of global market competition, and to turn the forces of globalization to support human advance*

# TEN YEARS OF HUMAN DEVELOPMENT

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*When I was arguing that helping a one-meal family  
to become a two-meal family, enabling a woman without a change of clothing  
to afford to buy a second piece of clothing, is a development miracle,  
I was ridiculed. That is no development, I was reminded sternly.  
Development is growth of the economy, they said; growth will bring everything.  
We carried out our work as if we were engaged in some very undesirable activities.  
When UNDP's Human Development Report came out we felt vindicated.  
We were no longer back-street operators, we felt we were in the mainstream.*

*Thanks, Human Development Report.*

PROFESSOR MUHAMMAD YUNUS, FOUNDER, GRAMEEN BANK, BANGLADESH

# TEN YEARS OF HUMAN DEVELOPMENT

SPECIAL CONTRIBUTION

In 1990 the time had come for a broad approach to improving human well-being that would cover all aspects of human life, for all people, in both high-income and developing countries, both now and in the future. It went far beyond narrowly defined economic development to cover the full flourishing of all human choices. It emphasized the need to put people—their needs, their aspirations and their capabilities—at the center of the development effort. And the need to assert the unacceptability of any biases or discrimination, whether by class, gender, race, nationality, religion, community or generation. Human development had arrived.

The first *Human Development Report* of UNDP, published in 1990 under the inspiration and leadership of its architect, Mahbub ul Haq, came after a period of crisis and retrenchment, in which concern for people had given way to concern for balancing budgets and payments. It met a felt need and was widely welcomed. Since then it has caused considerable academic discussion in journals and seminars. It has caught the world's imagination, stimulating criticisms and debate, ingenious elaborations, improvements and additions.

Human development is the process of enlarging people's choices—not just choices among different detergents, television channels or car models but the choices that are created by expanding human capabilities and functionings—what people do and can do in their lives. At all levels of development a few capabilities are essential for human development, without which many choices in life would not be available. These capabilities are to lead long and healthy lives, to be knowledgeable and to have access to the resources needed for a decent standard of living—and these are reflected in the human development index. But many additional choices are valued by people. These include political, social, economic and cultural freedom, a sense of community, opportunities for being creative and productive, and self-respect and human rights. Yet human development is more than just achieving these capabilities; it is also the process of pursuing them in a way that is equitable, participatory, productive and sustainable.

Choices will change over time and can, in principle, be infinite. Yet infinite choices without limits and constraints can become pointless and mindless. Choices have to be combined with allegiances, rights with duties, options with bonds, liberties with ligatures. Today we see a reaction against the extreme individualism of the free market approach towards what has come to be called communitarianism. The exact

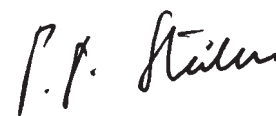
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combination of individual and public action, of personal agency and social institutions, will vary from time to time and from problem to problem. Institutional arrangements will be more important for achieving environmental sustainability, personal agency more important when it comes to the choice of household articles or marriage partners. But some complementarity will always be necessary.

Getting income is one of the options people would like to have. It is important but not an all-important option. Human development includes the expansion of income and wealth, but it includes many other valued and valuable things as well.

For example, in investigating the priorities of poor people, one discovers that what matters most to them often differs from what outsiders assume. More income is only one of the things poor people desire. Adequate nutrition, safe water at hand, better medical services, more and better schooling for their children, cheap transport, adequate shelter, continuing employment and secure livelihoods and productive, remunerating, satisfying jobs do not show up in higher income per head, at least not for some time.

There are other non-material benefits that are often more highly valued by poor people than material improvements. Some of these partake in the characteristics of rights, others in those of states of mind. Among these are good and safe working conditions, freedom to choose jobs and livelihoods, freedom of movement and speech, liberation from oppression, violence and exploitation, security from persecution and arbitrary arrest, a satisfying family life, the assertion of cultural and religious values, adequate leisure time and satisfying forms of its use, a sense of purpose in life and work, the opportunity to join and actively participate in the activities of civil society and a sense of belonging to a community. These are often more highly valued than income, both in their own right and as a means to satisfying and productive work. They do not show up in higher income figures. No policy-maker can guarantee the achievement of all, or even the majority, of these aspirations, but policies can create the opportunities for their fulfilment.



PAUL STREETEN

*Human Development Reports have had a significant impact worldwide.*

*Up until the publication of these Reports, discussions on development centred on economic growth, using variables such as per capita income growth. Of course these economic variables also generate some social benefits. But this view of development had been quite limited. While a country could perfectly well be considered highly developed, income might be concentrated in the hands of a few, and poverty worsening.... Speaking as President of Brazil, until today the country is plagued by a lot of problems—income concentration, poverty, and so on.*

*If we do not adopt a development model that responds to the needs of the majority, this development will not be long-lasting.*

FERNANDO HENRIQUE CARDOSO, PRESIDENT, BRAZIL

This year's Report marks the tenth anniversary of the *Human Development Report*. Each year since being launched in 1990, the Report has focused on different themes and introduced new concepts and approaches. But the central concern has always been people as the purpose of development, and their empowerment as participants in the development process. The Report puts economic growth into perspective: it is a means—a very important one—to serve human ends, but it is not an end in itself.

#### ACCOUNTING FOR THE FIRST 10 YEARS

How has human development changed since the Report was first published in 1990? A balance sheet of human development in 1990–97 shows tremendous progress—but also enduring deprivations and new setbacks.

#### POLICY PROPOSALS OVER THE YEARS

Each year the *Human Development Report* has made strong policy recommendations, for both national and international action. The proposals, some emphasizing suggestions by others, some putting forward new approaches, have drawn both criticism and praise. But most important, they have helped to open policy debates to wider possibilities.

#### GLOBAL PROPOSALS

Global proposals have been aimed at contributing to a new paradigm of sustainable human development—based on a new concept of human security, a new partnership of developed and developing countries, new forms of international cooperation and a new global compact.

**THE 20:20 INITIATIVE (1992).** With the aim of turning both domestic and external priorities to basic human concerns, this initiative proposed that every developing country allocate 20% of its domestic budget, and every donor 20% of its official development assistance (ODA), to ensuring basic health care, basic education, access to safe water and basic sanitation, and basic family planning packages for all couples.

**GLOBAL HUMAN SECURITY FUND (1994).** This fund would tackle drug trafficking, international terrorism, communicable diseases, nuclear proliferation, natural disasters, ethnic conflicts, excessive international migration and global environmental pollution and degradation. The fund of \$250 billion a year would be financed with \$14 billion from a proportion of the peace dividend (20% of the amount saved by industrial countries and 10% of that saved by developing countries through a 3% reduction in global military spending); \$150 billion from a 0.05% tax on speculative international capital movements; \$66 billion from a global energy tax (\$1 per barrel of oil or its equivalent in coal consumption) and \$20 billion from a one-third share of ODA.

**A NEW GLOBAL ARCHITECTURE (1994).** A globalizing world needs new institutions to deal with problems that nations alone cannot solve:

- An economic security council—to review the threats to human security.
- A world central bank—to take on global macro-economic management and supervision of international banking.
- An international investment trust—to recycle international surpluses to developing countries.
- A world antimonopoly authority—to monitor the

*The issues raised by this Report [Human Development Report 1995] are of central importance to all of us... In country after country women have demonstrated that when given the tools of opportunity—education, health care, access to credit, political participation and legal rights—they can lift themselves out of poverty, and as women realize their potential, they lift their families, communities and nations as well... This Report not only provides a graphic portrait of the problems facing today's women, but also opens up the opportunity for a serious dialogue about possible solutions. It challenges governments, communities and individuals to enter into this conversation in a common effort to overcome shared problems.*

HILLARY RODHAM CLINTON, FIRST LADY, THE UNITED STATES

activities of multinational corporations and ensure that markets are competitive.

**A TIMETABLE TO ELIMINATE LEGAL GENDER DISCRIMINATION (1995).** As of December 1998, 163 countries had ratified the 1979 Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), but others—including the United States—had not. Women's rights are human rights. There should be a timetable for recognizing legal equality between women and men everywhere, say by 2005, using CEDAW as the framework.

#### NATIONAL PROPOSALS

National proposals have focused on the centrality of people in development, on the need for a new partnership between the state and the market and on new forms of alliance between governments, institutions of civil society, communities and people.

**RESTRUCTURING SOCIAL EXPENDITURES (1991).** Resources should be reallocated to basic human priority concerns through an analysis of a country's total expenditure, social expenditure and human priority spending ratios. The key is to move away from military spending towards social spending—and to shift the focus to primary human concerns: better education, health services and safe water accessible to poor people.

**A CRITICAL THRESHOLD OF 30% FOR WOMEN'S REPRESENTATION (1995).** Women must have a critical 30% representation in all decision-making processes—economic, political and social—nationally and locally. Reaching this threshold is essential to enable women to influence decisions that affect their lives. And to achieve gender equal-

ity, social norms and practices must be changed, and women's access to social services, productive resources and all other opportunities made equal to men's.

**PRO-POOR GROWTH (1996).** The quality of economic growth is as important as its quantity. For human development, growth should be job-creating rather than *jobless*, poverty-reducing rather than *rutbless*, participatory rather than *voiceless*, culturally entrenched rather than *rootless* and environment-friendly rather than *futureless*. A growth strategy that aims for a more equitable distribution of assets, that is job-creating and labour-intensive, and that is decentralized can achieve such growth.

**AGENDA FOR POVERTY ERADICATION (1997).** People's empowerment is the key to poverty elimination and at the centre of a six-point agenda:

- Empower individuals, households and communities to gain greater control over their lives and resources.
- Strengthen gender equality to empower women.
- Accelerate pro-poor growth in low-income countries.
- Improve the management of globalization.
- Ensure an active state committed to eradicating poverty.
- Take special actions for special situations to support progress in the poorest and weakest countries.

#### HUMAN DEVELOPMENT AS A NATIONAL TOOL

The human development approach has tremendous potential for analysing situations and policies at the national level. Two Human Development Centres have been established—the first in Islamabad, Pakistan, and the second in Guanajuato, Mexico. More than 260 national and subnational human development reports

*The Human Development Report has become an important instrument of policy and the concept of the human development index a fundamental tool in formulation of policy by government.... Growth and advancement must be measured by the extent to which it impacts positively on people, but the starting point must be human development. We need to focus particularly on the sectors of society that are the most disadvantaged—women, youth, children, the elderly and the disabled.*

THABO MBEKI, DEPUTY PRESIDENT, SOUTH AFRICA

have been produced over the years by 120 countries, in addition to nine regional reports. In each country these serve to bring together the facts, influence national policy and mobilize action. They have introduced the human development concept into national policy dialogue—not only through human development indicators and policy recommendations, but also through the country-led process of consultation, data collection and report writing.

#### *SOUTH AFRICA—UNDERSTANDING THE FULL COSTS OF HIV/AIDS*

South Africa has one of the fastest-spreading HIV epidemics in the world. The country's 1998 human development report provided startling information on how this will affect human development. Many of the advances achieved during the short life of the new democracy will be reversed if the epidemic goes unchecked. Developing and drafting the report brought critical gaps in information to light. The economic costs alone, in lost labour and sick days, are far greater than initially realized. The report has prompted plans for further study of the full costs—direct and indirect—of the epidemic to the government, to communities and to households.

#### *INDIA—STATE REPORTS INFLUENCING POLICY*

Many of India's 25 states rival medium-size countries in size, population and diversity. National-level aggregation would hide these important regional disparities. UNDP India has therefore supported the preparation of human development reports by state governments.

The government of Madhya Pradesh was the first to prepare a state report, in 1995, which helped bring

human development into political discourse and planning. Its second report, in 1998, reflects the influence the first report had on planning. Social services now account for more than 42% of plan investment, compared with 19% in the previous plan budget. This success bodes well for other states, such as Gujarat, Karnataka and Rajasthan, preparing their first human development reports in 1999.

#### *KUWAIT—INTRODUCING THE HUMAN DEVELOPMENT PERSPECTIVE*

Kuwait's first human development report, in 1997, raised awareness of the human development concept and its relevance to the country's struggle to shift from dependence on oil towards a knowledge-based economy. The report's production and promotion helped advance new thinking in academia, research institutions and the government. The Ministry of Planning has started to incorporate the human development approach in its indicators for strategic planning and to monitor human development. The Arab Planning Institute has revised its curriculum to reflect the human development concept. And after the success of the first report, the Ministry of Planning is following up with a second, fully funded by the government.

#### *GUATEMALA—ALERTING THE COUNTRY TO THE NEED FOR DATA*

Guatemala's first human development report, in 1998, overcame data limitations to spotlight socio-economic disparities across regions, with a strong emphasis on statistics. Seen as the most complete document on Guatemalan society after the civil war, the report has

*We, the people of the Earth, are one large family. The new epoch offers new challenges and new global problems, such as environmental catastrophes, exhaustion of resources, bloody conflicts and poverty. Every time I see children begging in the street, my heart is broken—it is our challenge and our shame that we are still unable to help those who are vulnerable—children in the first place. Whatever are the problems or perspectives for the future—the human dimension is what should be applied as the measure of all events, towards the implications of every political decision to be made. That is why the idea of human development promoted by UNDP is so important for us. I would like to thank UNDP for bringing to life both the important concept of human development, and these Reports.*

EDUARD SHEVARDNADZE, PRESIDENT, GEORGIA

become a crucial source of information for NGOs, universities and the international community. And it has led Guatemala's government and civil society to recognize that the national system of statistics urgently needs strengthening—not only to support technical studies, but also to inform citizens as a requirement for democracy.

#### *LATVIA AND LITHUANIA—NETWORKING ON HUMAN DEVELOPMENT*

Latvia and Lithuania have published national human development reports every year since 1995. The reports have covered the social effects of transition, human settlements, social cohesion and poverty. Starting out by encouraging national debate on development challenges, the reports have now inspired a cross-border academic network. Scholars from three universities in each country are jointly developing a course curriculum to provide a multidisciplinary overview of human development and its relevance to Latvia and Lithuania. The reports will be part of the course curriculum.

#### *CAMBODIA—HIGHLIGHTING GENDER DISCRIMINATION*

Published annually since 1997, Cambodia's human development reports have provided a unique overview of human development in a country where scarcity of reliable statistical data has been a major obstacle in developing sustainable social and economic policies. The 1998 report drew public attention to the persistent discrimination against women in access to education and health care. This message was reinforced by a television documentary and four short spots on women in different occupations, broadcast by all five national television stations. The reports have received an enthusiastic response, and several NGOs and provincial government units are using them to train field staff and community workers. Encouraged by this reception, UNDP and the Cambodian government recently began transferring ownership of the report fully into Cambodian hands. The initiative, with the participation of many NGOs, seeks to strengthen local capacity in compiling and analysing data on human development.

## A balance sheet of human development, 1990–97

### GLOBAL PROGRESS

### GLOBAL DEPRIVATION

#### HEALTH

In 1997, 84 countries enjoyed a life expectancy at birth of more than 70 years, up from 55 countries in 1990. The number of developing countries in the group has more than doubled, from 22 to 49. Between 1990 and 1997 the share of the population with access to safe water nearly doubled, from 40% to 72%.

During 1990–97 the number of people infected with HIV/AIDS more than doubled, from less than 15 million to more than 33 million. Around 1.5 billion people are not expected to survive to age 60. More than 880 million people lack access to health services, and 2.6 billion access to basic sanitation.

#### EDUCATION

Between 1990 and 1997 the adult literacy rate rose from 64% to 76%. During 1990–97 the gross primary and secondary enrolment ratio increased from 74% to 81%.

In 1997 more than 850 million adults were illiterate. In industrial countries more than 100 million people were functionally illiterate. More than 260 million children are out of school at the primary and secondary levels.

#### FOOD AND NUTRITION

Despite rapid population growth, food production per capita increased by nearly 25% during 1990–97. The per capita daily supply of calories rose from less than 2,500 to 2,750, and that of protein from 71 grams to 76.

About 840 million people are malnourished. The overall consumption of the richest fifth of the world's people is 16 times that of the poorest fifth.

#### INCOME AND POVERTY

During 1990–97 real per capita GDP increased at an average annual rate of more than 1%. Real per capita consumption increased at an average annual rate of 2.4% during the same period.

Nearly 1.3 billion people live on less than a dollar a day, and close to 1 billion cannot meet their basic consumption requirements. The share in global income of the richest fifth of the world's people is 74 times that of the poorest fifth.

#### WOMEN

During 1990–97 the net secondary enrolment ratio for girls increased from 36% to 61%. Between 1990 and 1997 women's economic activity rate rose from 34% to nearly 40%.

Nearly 340 million women are not expected to survive to age 40. A quarter to a half of all women have suffered physical abuse by an intimate partner.

#### CHILDREN

Between 1990 and 1997 the infant mortality rate was reduced from 76 per 1,000 live births to 58. The proportion of one-year-olds immunized increased from 70% to 89% during 1990–97.

Nearly 160 million children are malnourished. More than 250 million children are working as child labourers.

#### ENVIRONMENT

Between 1990 and 1997 the share of heavily polluting traditional fuels in the energy used was reduced by more than two-fifths.

Every year nearly 3 million people die from air pollution—more than 80% of them from indoor air pollution—and more than 5 million die from diarrhoeal diseases caused by water contamination.

#### HUMAN SECURITY

Between two-thirds and three-quarters of the people in developing countries live under relatively pluralist and democratic regimes.

At the end of 1997 there were nearly 12 million refugees.

# ASSESSING HUMAN DEVELOPMENT

SPECIAL CONTRIBUTION

The human development index (HDI), which the *Human Development Report* has made into something of a flagship, has been rather successful in serving as an alternative measure of development, supplementing GNP. Based as it is on three distinct components—indicators of longevity, education and income per head—it is not exclusively focused on economic opulence (as GNP is). Within the limits of these three components, the HDI has served to broaden substantially the empirical attention that the assessment of development processes receives.

However, the HDI, which is inescapably a crude index, must not be seen as anything other than an introductory move in getting people interested in the rich collection of information that is present in the *Human Development Report*. Indeed, I must admit I did not initially see much merit in the HDI itself, which, as it happens, I was privileged to help devise. At first I had expressed to Mahbub ul Haq, the originator of the *Human Development Report*, considerable scepticism about trying to focus on a crude index of this kind, attempting to catch in one simple number a complex reality about human development and deprivation. In contrast to the coarse index of the HDI, the rest of the *Human Development Report* contains an extensive collection of tables, a wealth of information on a variety of social, economic and political features that influence the nature and quality of human life. Why give prominence, it was natural to ask, to a crude summary index that could not begin to capture much of the rich information that makes the *Human Development Report* so engaging and important?

This crudeness had not escaped Mahbub at all. He did not resist the argument that the HDI could not be but a very limited indicator of development. But after some initial hesitation, Mahbub persuaded himself that the

dominance of GNP (an overused and oversold index that he wanted to supplant) would not be broken by any set of tables. People would look at them respectfully, he argued, but when it came to using a summary measure of development, they would still go back to the unadorned GNP, because it was crude but convenient. As I listened to Mahbub, I heard an echo of T. S. Eliot's poem "Burnt Norton": "Human kind/Cannot bear very much reality".

"We need a measure", Mahbub demanded, "of the same level of vulgarity as GNP—just one number—but a measure that is not as blind to social aspects of human lives as GNP is." Mahbub hoped that not only would the HDI be something of an improvement on—or at least a helpful supplement to—GNP, but also that it would serve to broaden public interest in the other variables that are plentifully analysed in the *Human Development Report*.

Mahbub got this exactly right, I have to admit, and I am very glad that we did not manage to deflect him from seeking a crude measure. By skilful use of the attracting power of the HDI, Mahbub got readers to take an involved interest in the large class of systematic tables and detailed critical analyses presented in the *Human Development Report*. The crude index spoke loud and clear and received intelligent attention and through that vehicle the complex reality contained in the rest of the Report also found an interested audience.



AMARTYA SEN, 1998 NOBEL LAUREATE IN ECONOMICS

## Countries and regions that have produced human development reports

### ARAB STATES

Algeria, 1999  
 Bahrain, 1997  
 Egypt, 1994, 1995, 1996, 1997/98  
 Iraq, 1995  
 Jordan, 1998  
 Kuwait, 1997, 1998  
 Lebanon, 1997, 1999  
 Libyan Arab Jamahiriya, 1998  
 Morocco, 1997, 1999  
 Occupied Palestinian territory, 1997  
 Somalia, 1998  
 Sudan, 1998  
 Syrian Arab Republic, 1999  
 Tunisia, 1999  
 United Arab Emirates, 1998  
 Yemen, 1998

### ASIA AND THE PACIFIC

Bangladesh, 1992, 1993, 1994, 1995, 1996, 1997  
 Cambodia, 1997, 1998, 1999  
 China, 1997, 1999  
 India, Gujarat,<sup>a</sup> 1999  
 India, Karnataka,<sup>a</sup> 1999  
 India, Madhya Pradesh,<sup>a</sup> 1995, 1998  
 India, Rajasthan,<sup>a</sup> 1999  
 Iran, Islamic Rep. of, 1999  
 Korea, Rep. of, 1998  
 Lao People's Dem. Rep., 1998  
 Maldives, 1999  
 Mongolia, 1997, 1999  
 Myanmar, 1998  
 Nepal, 1998  
 Pakistan, 1992  
 Palau, 1999  
 Papua New Guinea, 1999  
 Philippines, 1994, 1997, 1999  
 Samoa (Western), 1998  
 Sri Lanka, 1998  
 Thailand, 1999  
 Vanuatu, 1996  
 Viet Nam, 1998

### EASTERN EUROPE AND THE CIS

Albania, 1995, 1996, 1997, 1998  
 Armenia, 1995, 1996, 1997, 1998  
 Azerbaijan, 1995, 1996, 1997, 1998, 1999  
 Belarus, 1995, 1996, 1997, 1998  
 Bosnia and Herzegovina, 1999  
 Bulgaria, 1995, 1996, 1997, 1998, 1999

Bulgaria, Sofia,<sup>a</sup> 1997  
 Croatia, 1997, 1998  
 Czech Republic, 1996, 1997, 1998  
 Estonia, 1995, 1996, 1997, 1998  
 Georgia, 1995, 1996, 1997, 1998  
 Hungary, 1995, 1996, 1998  
 Kazakhstan, 1995, 1996, 1997, 1998, 1999  
 Kyrgyzstan, 1995, 1996, 1997, 1998, 1999  
 Latvia, 1995, 1996, 1997, 1998, 1999  
 Lithuania, 1995, 1996, 1997, 1998, 1999  
 Macedonia, 1997, 1998  
 Malta, 1996  
 Moldova, Rep. of, 1995, 1996, 1997, 1998  
 Poland, 1995, 1996, 1997, 1998, 1999  
 Romania, 1995, 1996, 1997, 1998  
 Russian Federation, 1995, 1996, 1997, 1998  
 Slovakia, 1995, 1997, 1998  
 Tajikistan, 1995, 1996, 1997, 1998  
 Turkey, 1995, 1996, 1997, 1998  
 Turkmenistan, 1995, 1996, 1997, 1998  
 Ukraine, 1995, 1996, 1997, 1998  
 Uzbekistan, 1995, 1996, 1997, 1998  
 Yugoslavia, 1996, 1997

### LATIN AMERICA AND THE CARIBBEAN

Argentina, 1995, 1996, 1997, 1998, 1999  
 Argentina, Buenos Aires,<sup>a</sup> 1996, 1997, 1998, 1999  
 Belize, 1997  
 Bolivia, 1998  
 Bolivia, Cochabamba,<sup>a</sup> 1995  
 Bolivia, La Paz,<sup>a</sup> 1995  
 Bolivia, Santa Cruz,<sup>a</sup> 1995  
 Brazil, 1996  
 Chile, 1996, 1998  
 Colombia, 1998  
 Costa Rica, 1995, 1996, 1997, 1998  
 Cuba, 1996, 1999  
 Dominican Republic, 1997, 1999  
 Ecuador, 1999  
 El Salvador, 1997, 1999  
 Guatemala, 1998, 1999  
 Guyana, 1996  
 Honduras, 1998, 1999  
 Nicaragua, 1997

Paraguay, 1995, 1996  
 Peru, 1997  
 Trinidad and Tobago, 1999  
 Uruguay, 1999  
 Venezuela, 1995, 1996, 1997, 1998

### SUB-SAHARAN AFRICA

Angola, 1997, 1998, 1999  
 Benin, 1997, 1998  
 Botswana, 1997  
 Burkina Faso, 1997  
 Burundi, 1997  
 Cameroon, 1991, 1993, 1996, 1998  
 Cape Verde, 1998  
 Central African Republic, 1996  
 Chad, 1997  
 Comoros, 1997, 1998  
 Côte d'Ivoire, 1997  
 Equatorial Guinea, 1996  
 Ethiopia, 1997, 1998  
 Gambia, 1997  
 Ghana, 1997  
 Guinea, 1997  
 Guinea-Bissau, 1997  
 Kenya, 1999  
 Lesotho, 1998  
 Liberia, 1997  
 Madagascar, 1996  
 Malawi, 1997, 1998  
 Mali, 1995, 1997, 1998  
 Mauritania, 1996, 1997, 1998  
 Mozambique, 1998  
 Namibia, 1996, 1997  
 Niger, 1997, 1998  
 Nigeria, 1996, 1997  
 Sierra Leone, 1996  
 South Africa, 1998  
 Swaziland, 1997  
 Tanzania, U. Rep. of, 1997  
 Togo, 1995, 1997  
 Uganda, 1996, 1997  
 Zambia, 1997  
 Zimbabwe, 1998

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