

**BUDAPEST STATEMENT
ON
HUMAN DEVELOPMENT
IN
A CHANGING WORLD**

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PREFACE

The third session of the Roundtable on "Development: the Human Dimension" was held in Budapest, Hungary, from 6 to 9 September, 1987, under the joint sponsorship of the UNDP Development Study Programme and the North-South Roundtable of the Society for International Development.

The Roundtable examined the longer-term issues of education and training in the management of human resources, giving particular attention to approaches and examples which offered points of hope for innovative change at a time when education systems everywhere are under strain from limited budgets and often considerable cutbacks. These issues were discussed in the context of long-term trends and technological change, the role of the state, and the role of the family, with a view to identifying implications for domestic policy and international assistance.

The session was hosted by the Hungarian Academy of Sciences and attended by 37 leading development professionals from 25 countries. The opening session was addressed by the Foreign Minister and attended by the Deputy Prime Minister. A list of participants is appended.

All participants attended in their personal capacity. This statement, together with the fuller report which accompanies it, reflects the main ideas and concerns expressed in the discussion, without presuming to present a consensus on each and every proposal.

THE BUDAPEST STATEMENT

After many decades of development, we are discovering the most obvious truth, that human beings are both the means and the end of development.

While this truth can be simply stated, its implications are profound and its acceptance leads to some far-reaching policy conclusions:

(a) National plans and international policy actions must be based on a clear recognition of the central importance of human-focused development strategies. A longer-term perspective must be adopted to measure the impact of all economic policies on the welfare of human beings. If short-term adjustments must be made to a sudden diminution in internal and external options, disproportionate human costs must be avoided and short term solutions should not be bought at the risk of creating a permanent imbalance in human lives. Both intellectually and operationally, we have yet to explore the full policy implications of placing men and women at the centre of development in a longer-term perspective;

(b) Human potential must be developed to the full. For this purpose, we must seriously consider adopting the challenging target of reaching universal primary education and literacy by the year 2000. The attainment of this goal 'will require a major reordering of investment priorities in the developing countries, particularly by cutting down non-productive expenditures, and through specifically targeted international assistance;

(c) Focus on human development implies major stress on poverty alleviation and the attainment of basic human needs in the formulation of development strategies. New social and human indicators should be prepared (poverty

profiles, income distribution, economic class structures, nutritional and health indicators, educational levels, human capital, etc.) to supplement conventional national accounts and to monitor the progress of human-focused development plans;

(d) In order to integrate women fully into the mainstream of development, there must be basic changes in approaches to work, work patterns, working hours, job descriptions and organizational frameworks, which until now have been overwhelmingly influenced by male perspectives and interests. Restructuring working patterns and attitudes to accommodate fuller participation of women requires considerable imagination, maturity and innovation;

(e) Human development has to be increasingly managed to accommodate the impact of new technologies on employment. In developing countries, this requires more technical and vocational training to establish a mastery over new technologies rather than a continuation of the traditional stress on general education. In developed countries, serious thought must now be given to shorter working hours, more flexible patterns of education, employment and a more deliberate trade-off between leisure and work. We must squarely face up to the great difficulty in maintaining full employment in our societies in the new technological era;

(f) Human resources must be managed, not only at the national level, but also at the enterprise and community level. New working relationships must be developed in enterprises wherein human beings are not reduced to an impersonal abstraction but become an integral family member of a living entity, as in Japan. New family norms must also be developed to find a compassionate compromise between the natural urge

towards greater individual freedom and the social responsibility towards one's family;

(g) There must also be greater international cooperation in the field of human development. More lending should be earmarked for education, health and other basic human needs programmes. Loan conditionality should be so formulated as to protect human development in the process of the economic transition of societies, particularly during periods of unavoidable short-term adjustment.

These specific conclusions are part of a much larger canvas. Let it be said that, before the turn of the 20th century, human society reached the milestone when human beings finally asserted themselves; when instead of being the residual of development, they became the principal object and subject of development; when instead of remaining a forgotten abstraction in economic analysis, they became its living and operational reality; when instead of becoming helpless slaves of the very development they had themselves unleashed, they finally became its master.

The Budapest Statement is an invitation - indeed a challenge - to establish this final supremacy of human beings in development.

HUMAN DEVELOPMENT IN A CHANGING WORLD

1. Background

Two years ago, the first Roundtable on the human dimension of development concluded that "recent economic pressures, national and international, led to serious neglect of the human dimension in development. Unless remedied, this neglect will distort and handicap the future development of at least a generation to come". The Roundtable urged "a general redirection of policy and planning towards the human dimension in development with intensified action in four specific areas: education and training; nutrition and health; the role of women; and new technologies".

The second Roundtable in this series, held last year, focused more specifically on adjustment policy and explored how human concerns, especially the protection of vulnerable groups, could be made an integral part of the objectives, mechanisms and modalities of the policy packages of adjustment, nationally and internationally. While outlining a range of positive actions to be taken, the report warned that "short-term solutions should not be bought at the cost of creating less obvious long-term problems".

These two discussions and documents set the stage for the present Roundtable, which focused on the longer-term issues of human development. What have been the successes and failures of recent macro-economic and social policies and strategies affecting human development? What should be the long-term goals and perspectives

for development in education, training and the management of human resources? Since these issues cannot be divorced from those of technology, employment and the labour market, what then are the changes foreseen in the pattern of employment, formal and informal, and how should these affect the future development of education and training?

2. Changes in the global context

Running parallel to the debt crisis, economic decline and the depression which has gripped much of the world in the 1980s, technological change has been rapid and dynamic. It has stimulated growth in the richer parts of the world and, to varying degrees, has forced structural changes in almost every country. In the poorer countries, however, preoccupation with short-run adjustment may sometimes have pushed these aspects of technological change to the background, but it is vital that they be taken into account in setting the long-term goals for human development.

The fulcrum of this technological change is development and miniaturization of electronic means of data processing design, control and communication. But technological developments in other areas have also been advancing rapidly. Taken together, these technological developments are changing the means of production, productivity, the pattern of demand, international trade, domestic production and, as a consequence, employment labour processes and the functioning of labour markets. In ways less clear, these technological developments have also been altering patterns of life, most obviously in the richer countries, but also among the richer sections of the population in all countries.

The Roundtable drew several important conclusions from these tendencies.

1. Technological trends are leading to a world ever more polarized between those countries which develop, provide and possess the technologies and those which primarily use and are influenced by them. These polarizing tendencies between the active developers and those passively influenced by them have grown and are likely to grow further unless measures can be found consciously to offset them.

2. Within countries, the impact of these technological changes on income distribution, employment and education is likely to be profound. Unless conscious action is taken, those with the education will benefit, while others, in what is likely to be a shrinking job market, will lose. Already, unemployment in the industrial countries is at high levels, and the working week has, in many countries, shortened to 40 hours or less. If polarization within the industrial countries is to be avoided, new patterns of work, education and retirement must be explored. To cover all these tendencies, a more comprehensive range of manpower strategies will need to be devised, also adapting social security and family support to these new situations.

3. Developing countries are also incorporating the new technology, albeit at a slower rate, and in most cases passively. Their production and labour processes are also being affected as in the developed world, but with important differences related to their economic and social structures. The high incidence of poverty, unemployment and low productivity, together with a rapidly growing population adds complexity to the situation. Old problems and inherited divisions within these countries are then affected in a direction not yet clear; it does, however, require not only manpower policies as in the North, but also the development of more comprehensive and dynamic anti-poverty strategies.

4. With the new awareness of women's roles and concerns, the situation of women has been changing in most parts of the world. These changes have, however, been taking place in markedly different ways and, often, with consequences causing further difficulties for women. In the industrial countries, for example, the lack of equitable employment opportunities and equal remuneration, combined with the rising divorce rates, have produced greater inequalities for women. In developing countries, the process of adjustment has, in many cases, increased women's employment, but often at lower wages and by greatly lengthening the hours of women's work, in the home as well as in the work place. Conscious concern for women must, therefore, be made part of policy-making in the long run as well as in the short run.

5. In many countries, the role of the State has been diminishing visibly, together with its obligations in promoting and providing the necessary means for human development. The Welfare State—once an admired model—is now under sharp criticism and attack. The prevailing economic and budgetary difficulties have led many countries to adopt severe austerity programmes and to implement sharp reductions in government expenditures, as

a means to greater efficiency and effectiveness in the management of public affairs, and as part of political philosophies which place stronger emphasis on market forces and the private sector. With the new orthodoxy of financial and economic policies and the increasing emphasis on privatization, among the first sectors to be hard hit by expenditure cutbacks are education and health. The role of governments has been curtailed, not only in economic activities, but also with regard to their *raison d'être*, as providers of social services for human development, especially of the poor and vulnerable, when the market fails to provide.

6. The reduction of government expenditure and the diminishing role and support of government for human and social development has inevitably resulted in increases of poverty levels. The number of people presently living in absolute poverty is probably growing at a faster rate than during the previous four decades. The consequences for the poor in the area of nutrition has become apparent in many countries. At both national and international levels, insufficient care and attention is being given to maintaining the safety net of many societies. This seems clear even when all the consequences of present socio-economic policy changes have yet to be evaluated.⁷ Another noticeable trend in many countries is the disintegration in family structures. The micro-level family is the first place where human development begins. The family is still the main education agency of mankind. Family life not only educates in general, but greatly assists the individual to develop his or her personality, capacities and capabilities. At present, in many industrialized countries, the proportion of two-parent families is diminishing, while the number of one-parent families, most of them headed by women, is increasing. Births outside of marriage are also becoming much more frequent.⁸ In developing countries, the disintegration of the family is taking place mainly as a result of rapid urbanization, migration and increasing economic difficulties and poverty.⁹ This disintegration and the weakening of the family links with children is reflected by increases in the rates of school dropouts, juvenile delinquency, narcotic addiction, venereal disease and homicide.

It will be clear from these seven areas of concern, that a much broader approach to manpower, education and employment policy-making will be required. As the world of jobs and work shrinks in relative importance, and as more attention is given to human and social factors - and family and community issues - a broader socio-economic analysis must become the general approach.

This emphasis on the longer-term issues should not be used to divert all attention from the urgent needs of the present. Debt and many other constraints, national and

According to United Nation, estimates, these births now represent between 10 to 17 per cent of all births. Since 1970, in the United States, the number of single-parent families has increased by 124 per cent as compared to 12 per cent for two-parent families. The proportion of children living with one parent increased from 9 per cent in 1960 to 21 per cent in 1981. It is estimated that, in 1990, one quarter of all children will be living with only one parent. Similarly, 60 percent of children born in 1984 can expect to live in single-headed families before they reach the age of 18. Nine out of ten such children will be living in a single woman-headed household.

For instance, in Brazil, 36 million of the children under the age of 18 - about 60 per cent of the total -are at present needy and 7 million of three have lost their links with their families and are abandoned. One third of the children between the ages of 7 and 14 - some 8 million - do not attend school.

international, have created many pressing needs for developing countries today, including the need for structural adjustment policies to give more attention to human needs and to the protection of vulnerable groups. Nevertheless, since increasing poverty will never be solved without sustained development, long-term economic and social goals must guide this restructuring.

3. The need for new management strategies

A. Educational policies

Three main issues must be analyzed in relation to education: first, the need to establish priorities among different levels and types of education; second, women as a necessary

target group; and third, the challenge of reorienting educational systems to create necessary human skills, taking into account the impact of new technologies.

Higher priority needs to be allocated to primary education, aiming at achieving universal enrollment and much higher levels of literacy by the end of this century. At present, emphasis and greater creativity is also needed for vocational education. More resources will be needed for this; these could come from cutting unnecessary public expenditures and by redistributing the costs and incomes of education at different levels. Indeed, there is a need to protect present educational expenditure from an onslaught of cuts brought about by adjustment policies. Finally, if changes in educational policies are to be effective, they should be accompanied by a corresponding adoption of appropriate incentives in the overall structure of the economy.

The second area for action is accelerated education for women, who are the most affected by inadequate education. Illiteracy rates among women are still much higher than among men in many countries and women receive far less training.

Human development can be promoted only if all people are allowed to develop equally, whether they are men or women. There have been major advances in the last decade in the participation of women in all aspects of society. This growing contribution constitutes a major positive aspect of human resource development in our time. There is also some evidence that the short-term economic policies may have had negative consequences on this development. Clearly, efforts must be continued to mitigate these negative consequences but the issue must be promoted in the longer term. The advancement of women must be seen as an effort to release the full capacities of all members of society. It also has implications for the way in which the values responsible for the home and work place are reconciled, and the basis for a full partnership of men and women is established. This aspect of human development requires further and more careful examination.

The third important issue is the analysis of a concrete proposal for the restructuring of education and training. There is a need to replace the sequential system, in which schooling is followed by an active life, which in turn is followed by retirement; a better alternative would be a recurrent system whereby people could move much more freely between the world of work and the world of schooling. In such a system, it would even be possible for people to take early retirement for a specific period of time, in order to pursue activities for which they feel motivated.

Greater flexibility within the school system also needs to be explored. Almost everywhere, the school day has been rigidly divided into periods of 40 to 50 minutes, a pattern established some 200 years ago. Is it not time to try some changes?

B. Anti-poverty and informal sector policies

The informal sector plays a significant and growing role in developing countries. Its existence and growth is closely linked to overall macro-economic trends at the national level and, in turn, to the global situation and growing difficulties in the relationships between North and South. There is considerable room for specific policies geared towards the creation of employment, enhancing managerial skills and raising incomes in the informal sector. In addition, several economic and non-economic factors indicate that such policies are not only needed but are also politically feasible. Given the concentration of poverty among those working in the informal sectors in developing countries, these policies should be an integral component of a development strategy which allocates priority to the human dimension.

Specific suggestions include ways to design a comprehensive policy to support the informal sector, especially in the areas of productivity, and human, legal, institutional and environmental aspects.

C. Manpower policies

Manpower policies now face new challenges in a rapidly changing world. The response to these challenges will vary by region and by country, but there are at least three factors of a global nature: (a) technological change; (b) demographic change; and (c) the world socio-

economic environment. The present technological revolution will sooner or later affect all countries. The demographic changes will introduce the need to target women, the young, and the aged, who are the most affected. The world economic scenario anticipated for the next decade will introduce additional constraints on resource availability.

There are several areas for general policy improvement:

- (a) Manpower policies should facilitate structural adjustment, while minimizing the costs of those affected by the necessary transformation of the economy;
- (b) Education and training should be adjusted to changing needs, aiming at ensuring literacy for everybody, developing a new relation between jobs and education and making certain that local schools are not left behind in the reform process;
- (c) Manpower policies should be participatory;
- (d) Special consideration should be allocated to the mismatches that appear in vocational and technical education arising from the decisions of trainers, the expectations of students and market demand.

D. Managing human development at the enterprise level

Economic and social development at the macro level should go hand-in-hand with the growth of enterprises at the micro level.

Better management of human development at the enterprise level requires a more sensitive balance between efforts to improve total productivity and efforts to improve job satisfaction. Approaches that aim at imparting skills while influencing attitudes usually require changes in the organizational environment at the same time.

The private sector can play a significant role in the process of development at the micro level. It can contribute considerably to education and training, and to career development. The pursuit of profit is being increasingly accompanied by an awareness of social responsibility. This is particularly the case for multinational companies.

Public administration management should not be neglected. It is one of the most important sectors in which the management of human resources needs to be addressed.

E. Social indicators: time for a new effort

The lack in most countries of a comprehensive range of human and social indicators, regularly prepared and published in parallel with economic indicators, contributes both to the general neglect of human and social factors and to the lack of the specific information required for analysis, planning and restructuring. Fortunately, the very crisis of the last few years has brought home these weaknesses, and initiatives are now under way: for example, to collect and make available nutritional data on a regular basis and to revive efforts on the collection and publication of data on basic human needs.

Support for these important efforts is urged from governments, international and donor agencies and from universities, research institutes and non-government groups. Wherever possible, this support should be directed towards strengthening work and structures in national statistical offices, not bypassing them, since their role will be vital if the activity is to be institutionalized. Equally important, and still too often neglected, is support for more work on the analysis and use of human and social indicators. In most countries, one can find examples of such data collected but not tabulated, if tabulated, not published, if published, not analyzed and if analyzed, not used for policy-making. More action and support along this whole chain of linkages would do much to strengthen the initiatives on education, training and human resource management noted in this report.

More difficult and more controversial is the challenge to develop an integrated conceptual framework for development and to present human and social indicators in ways which can be set alongside the economic statistics of national accounts and help to achieve a better balance between the two. No one falls in love with GNP - but indicators of human and social progress need to be presented in a way which can arouse popular interest and social understanding and support for national policies in this basic area. The priority here is to begin with a simple and limited list of indicators and, as experience is gained, to allow the system to evolve in response to country needs.

F. Financing human development

To meet long-term human development objectives, appropriate financial arrangements are needed. However, considering the growing financial constraints most countries - both developed and developing - have to face at present, this is not an easy task. In developed countries, welfare

expenditures have been cut because of runaway budget deficits. In developing countries, quite a number of development projects still await implementation. In some countries, defense expenditures are maintained at a high level for various reasons. Other countries have become strongly burdened by excessive indebtedness and must carry a substantial portion of their budget expenditures for repayments of debt. Within this scenario, expenditures on human development tend to be restrained and are often subjected to a downward trend, either in proportion to total budget expenditures or to GNP.

Naturally, in this environment, the ambitious target of universal literacy and in numeracy by the year 2000 may raise many doubts among financiers. Nonetheless, whatever the costs of primary education, they must be borne by society since universal primary schooling is a solemnly declared objective in most countries. Indeed, compulsory basic education is often an element of the constitution. Moreover, it should not be forgotten that educational costs are an investment for the future of all societies.

In addition, many countries must explore lower cost approaches; for example, a serious look at current public expenditures shows several areas where economies could, without great harm, be realized and reoriented for education and human development: prestige projects, security expenses, military spending and armaments are among the most obvious ones. More efficient public administration and a reduction in the substantial levels of inefficiency and misallocation of resources could also save much.

On the other hand, part of the financial burden for secondary, tertiary and vocational education can be shifted from the public sector, especially in countries at the higher stages of development. Large enterprises could and should support vocational schools and technical and middle-management training that raise the productivity of their workers and facilitate job changes required by technical progress. The provision of study loans to students could also be considered as a supplement to these sources of financing.

In short, since human development is a slow, cumulative process, it is necessary for the system of public financing to be endowed with the principles of sustainability and continuity. In this regard, current concerns with macro-economic adjustment should not be an excuse to cut short the financial flows to human development. The allocation of these financial resources must, however, take into account the principles of cost effectiveness and maximum productivity.

G. International financial co-operation and assistance

In studying the shortcomings of the current international effort and the ways in which these might be remedied, it is important to maintain an overall perspective. In the past forty years, significant economic growth has been achieved in the developing world. In the human resource field, there have been striking achievements, e.g., in the field of life expectancy, infant mortality and literacy, there have been encouraging successes as well as failures from which lessons had to be learned. However, much remains to be done. Some specific recommendations are:

- (a) The developing countries must themselves assume the responsibility to set and pursue their development priorities. A number of the issues are highly sensitive and inappropriate for generalized prescriptions established from outside;
- (b) Reorientation of international financial assistance can be especially useful in three respects: in expanding educational infrastructure; in providing technical support for curricula development; and in human resource planning and needs assessments;
- (c) Apart from the reorientation of international assistance, there is a definite need to increase the volume of assistance in this area, as it is palpably inadequate, especially when matched with the growing number of criteria which enter into donor conditionality;
- (d) International financial institutions should be persuaded to allocate an increased proportion of their total lending's to direct support of education and training and to other assistance for human development;
- (e) The International Monetary Fund, in the drawing up of its adjustment assistance programmes, should give more attention to human factors so as to prevent the infliction of particular hardship on the most vulnerable groups. Longer time horizons are required. The recent public statements of the Managing Director of the International Monetary Fund are of particular relevance here;

(f) The World Bank, through its Consultative Groups, and the United Nations Development Programme, through its Roundtables, are well placed to encourage and co-ordinate donor emphasis on the human dimension in both the short and long term;

(g) There is an important role for development banks in support of education and human resource development in general. The banks must be more forthcoming in support of such development. They must avoid prejudices against the social sector and human resource projects. At a minimum, five to ten per cent of development bank funds should go to human resource development;

(h) Aid agencies must increase their support for education and training, especially primary education and literacy;

(i) Developing countries must do more with less. There is an urgent need to improve their absorptive capacity, and to redress the loss of indigenous resources through misallocation and waste;

(j) Governments receiving international financial assistance under conditions of structural adjustment should be encouraged to use the instrumentality of fiscal policy to promote the generation of domestic savings and their channeling to the financing of human development. Likewise, welfare services in these countries should also receive appropriate international technical assistance for their own institutional development.

In the final analysis, then, there is more than ever an urgent need and challenge to further strengthen international co-operation for human development in the shrinking, interdependent, complex and rapidly changing world of the closing years of the twentieth century. The endeavors of this Roundtable are a small yet sincere token towards the realization of this global undertaking.

CHAIRMAN

MAHBUB UL HAQ

Minister for Development Planning of Pakistan

CO-CHAIRMAN

G. ARTHUR BROWN

Associate Administrator, UNDP New York, USA

PARTICIPANTS*

ISMAIL-SABRI ABDALLA

Chairman, Third World Forum Cairo, Egypt

MARIA AUGUSTINOVICS

Senior Research Fellow, Institute for World Economics Hungarian Academy of Sciences Budapest, Hungary

CHEDLY AYARI

President, The Arab Bank for Economic Development in Africa Khartoum, Sudan

NEVILLE BEHARIE

Coordinator, Economic and Social Development Department Inter-American Development Bank Washington, D.C.

FRANCIS BLANCHARD

Director-General, ILO Geneva, Switzerland

*Participants attended in their personal capacities. Affiliations are for identification purposes only.

C. DE MOURA CASTRO

Chief, Training Policies Branch, ILO Geneva, Switzerland

LOUIS EMMERIJ

President, Development Centre, OECD Paris, France

HENRY ERGAS

Director, N.M. Rothschild and Sons Limited London, England

ABBAS GOKAL

Chairman, Gulf International Group of Companies Geneva, Switzerland

LEONGARD GONCHAROV

Professor, Deputy Director Institute for Africa, Academy of Science of USSR
Moscow, USSR.

KHADIJA HAQ

Executive Director, North South Roundtable Islamabad, Pakistan

PAUL-MARC HENRY

Ambassador de France Chairman of the Board, UNRISD Geneva, Switzerland

ANIKO HUSTI

Institute National de Recherche Pedagogique Paris, France

RICHARD JOLLY

Deputy Executive Director, Programmes, UNICEF New York, USA

GEORGE KANAWATY

Director, Training Department, ILO Geneva, Switzerland

ABU BAKAR ABDUL KARIM

Deputy Director-General, Economic Planning Unit of the Prime Minister Kuala
Lumpur, Malaysia

UNER KIRDAR

Director, Division of External Relations, UNDP New York, USA

GEORGES D.LANDAU

Alternate Special Representative in Europe of the Inter American Development Bank
Paris, France

M.W. MARJORAM

Member of the Board (retired), British American Tobacco, Ltd. London, England

PETER MARSHALL

Deputy Secretary-General, Commonwealth Secretariat London, England

JOHN MATHIASON

Deputy Director, Centre for Social Development and Humanitarian Affairs, United
Nations Office at Vienna Vienna, Austria

WILLIAM McWHINNEY

Senior Vice President, Canadian International Development Agency Quebec, Canada

CECILIA LOPEZ MONTANO

Ambassador of Colombia to the Netherlands The Hague, The Netherlands

OSCAR NUDLER

UNU Project Coordinator, Fundacion Bariloche Buenos Aires, Argentina

BJORN OLSEN

Under-Secretary of State Ministry of Foreign Affairs Copenhagen, Denmark

JOSEF PAJESTKA

Member, Polish Academy of Social Studies Warsaw, Poland

JEAN RIPERT

Director-General for Development and International Economic Co-operation, United
Nations New York, USA

NAFIS SADIK

Executive Director, UNFPA New York, USA

MIHALY SIMAI

Deputy Director, Institute for World Economics of the Hungarian Academy of Sciences
Budapest, Hungary

SUPACHAI PANITCHPAKDI

Deputy Minister of Finance Bangkok, Thailand

THOMAS SZENTES

University of Economics Budapest, Hungary

VICTOR TOKMAN

Director PREALC, Santiago, Chile

JOSEPH WHEELER

Chairman, Development Assistance Committee, OECD Paris, France

N.T. WANG

Director, China International Business Project East Asian Institute, Columbia University
New York, USA

ANN WILKENS

Director of Planning, Swedish International Development Authority
Stockholm, Sweden

ORGANIZING SECRETARIAT

KHADIJA HAQ

Executive Director, North South Roundtable Islamabad, Pakistan

UNER KIRDAR

Director, Division of External Relations, UNDP New York, USA

MIHALY SIMAI

Professor, Deputy Director Institute for World Economics Budapest, Hungary

VERA FELVINCZI

Officer, Institute for World Economics Budapest, Hungary

CAROLINE LOCKHART

External Relations Assistant Division of External Relations, UNDP New York, USA