

**9<sup>th</sup> National Convention on Statistics (NCS)**  
EDSA Shangri-La Hotel  
October 4-5, 2004

**Developing Countries' Statistical Challenges  
in the Global Economy**

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Shaida Badiee, Misha Belkindas, Olivier Dupriez, Neil Fantom, Haeduck Lee

For additional information, please contact:

Author's name: Shaida Badiee/Misha Belkindas/Olivier Dupriez/Neil  
Fantom/Haeduck Lee  
Designation: Director/Manager/Senior Economist-Statistician/Senior  
Statistician/Program Coordinator  
Agency: Development Data Group, World Bank  
Address: The World Bank  
1818 H Street, N.W.  
Washington, DC 20433 U.S.A.  
Telefax: (202)-473-7824 or (1)-800-590 –1906 or (202)- 522-1498  
E-mail: [data@worldbank.org](mailto:data@worldbank.org)

# Developing Countries' Statistical Challenges in the Global Economy<sup>1</sup>

by

Shaida Badiee, Misha Belkindas, Olivier Dupriez, Neil Fantom, Haeduck Lee<sup>2</sup>

## EXECUTIVE SUMMARY

Globalization and the Information and Communication Technologies (ICT) revolution have worked well for some developing countries, resulting in remarkable economic and social development and poverty reduction. Profound changes to the nature of their economies have redefined the type of statistics needed to pilot them. New data needs have emerged, for which concepts and measurement methods were not readily available and must be developed (e.g. data on use of ICT, macroprudential indicators for monitoring the volatile global financial markets, and national accounts measured not only on a residency but also on an ownership basis). International classifications must also be updated to keep the pace of this fast changing world. Finally, more timely data are also required to satisfy the requirements of a wide array of demanding national and international, public and private clients. Constant innovation is therefore needed in data collection and dissemination methods.

But many countries—in Africa in particular, but also in Asia and the Pacific—have not yet taken much advantage of the global economy. Technical and financial support provided as grants or loans have not succeeded in bringing the expected economic and social development results. Part of this failure can be attributed to poor project design, targeting, and monitoring, which themselves result partly from the lack of relevant, quality and timely data. The challenge for statisticians in these countries is not to develop new concepts and methods—appropriate internationally recommended methods being available—but to break a vicious cycle where inadequate resources restrain output and undermine the quality of statistics, while the poor quality of statistics leads to lower demand and hence fewer resources.

Improving statistics in poor countries has become a priority for the international community, which is increasingly focusing on its own and its national partners' accountability. A globalization of the demand and support for development statistics is under way. Among other initiatives, the Millennium Development Goals that had emerged from a series of world summits provided a framework for global monitoring of development, and the Marrakech Action Plan for Statistics presented at the 2004 international roundtable on Managing for Development results provided a new framework for a better coordinated support. This new thrust for better data goes well beyond the ad-hoc filling of data gaps, which characterized much of the past international assistance to statistics. Developing countries will certainly benefit considerably from the new global priorities such as the mainstreaming of strategic planning of statistical systems (led by PARIS21), the increased financing for statistical capacity building (e.g. the World Bank STATCAP program), the development of data and metadata dissemination frameworks (such as the IMF General Data Dissemination System - GDDS), the formation of the international household survey network to better coordinate international survey programs, and other global data collection initiatives such as the International Comparison Program 2003-2006.

If statistical challenges vary from country to country depending on their level of development and position in the global economy, some are shared by all statisticians in

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<sup>1</sup> The views expressed in this paper are those of the authors and do not necessarily reflect the views or policies of the World Bank

<sup>2</sup> Director, Manager, Senior Economist-Statistician, Senior Statistician, and Program Coordinator of the Development Data Group of the World Bank.

the world: ensuring international comparability of data, and wider and faster data dissemination. The development and adoption of international data and metadata exchange standards (such as the SDMX) are crucial for the proper sharing and transparency of the statistical information, i.e. for developing a global statistical system that will serve the needs of all stakeholders in the global economy.

## **I. Introduction**

Globalization and the fast progress of information and communication technologies (ICT) have profoundly changed the nature of economy. The “world information economy” has emerged, where the capacity to adapt to rapid change, to acquire knowledge, and to innovate have become the most valuable assets.

There is compelling evidence that globalization has brought considerable opportunities to developing countries. Those that have implemented policies characterized by economic openness and good governance—in East Asia in particular—have been most successful at attracting foreign direct investment, and have achieved remarkable economic and social development. A key concern of their governments is to sustain this progress by implementing a wide range of economic, fiscal, and social policies aiming to further improve their investment climate.

But there is also striking evidence that globalization has not worked everywhere and for everyone. Some countries failed to position themselves in the new economy, either due to isolationism, poor endowment, remoteness, or unfortunate political choices, and still have a large share of their population in poverty. Here, the challenge for the governments and their international development partners is to transform the globalization process into an instrument of opportunity and inclusion, by building a favorable climate for sustainable growth and by empowering poor people.

In this fast-changing environment, the role of statisticians is—or should be—constantly evolving. The traditional orientation of statistical systems, viewing government agencies as their only clients and statistics as a dead record of the past, is now outmoded, although it survives in many countries. To modernize statistical offices, their work programs must be reestablished and regularly updated as a joint effort by national policy makers, statisticians, and other public, private, and international stakeholders. Statistical programs should be seen as crucial strategic components of national economic and social development policies.

For the advanced economies, which already have well developed statistical systems, the main challenges are to identify emerging data needs and implement data collection and measurement methodologies accordingly, and to provide data in a timely manner to users who have become accustomed to instantaneous information transmission. Less advanced economies face different challenges, related to the lack of resources and technical capacities and high dependency on external support and demand for data.

## **II. Issues in More Advanced Economies**

### ***A. The need for new concepts and methods***

“The essential in the new economy is a structural shift from the industrial economy towards an economy characterized by information, intangibles and services and a parallel change towards new work organizations and institutional forms. This latter type of change is not very visible in the statistics, but is nevertheless of the utmost importance for the understanding of the development of the economy and society. The current economic statistics are based on concepts, definitions, theories with the roots in the agricultural and industrial society and economy. To be able to accommodate the new economy in the statistical system research and development are needed.” (Gärden, 2002)

The challenges to define new concepts and to develop new data collection methods is not strictly of statistical nature. A more comprehensive theoretical framework is needed to decide on which statistical indicators are best suited to measure and understand the economic interdependencies and causalities in the new economy. Providing the necessary definitions and methods must involve academics, policy makers, sector specialists, and of course official statisticians. This effort must be properly coordinated at the international level to ensure that coherent concepts and methods are adopted and comparable data are produced.

Among the areas that need urgent improvement of official statistics are ICT which needs a better treatment in international classifications, and the concept of ownership which might impact the interpretation of national accounts.

As ICT plays a major role in the globalization process, Schnorr-Bäcker (2002) observes that a minimum set of internationally comparable statistical indicators on the installed base and the usage of ICT in all sectors of the economy must be gathered to determine the countries' readiness for globalization. The existing international classifications are inappropriate for this purpose, as they do not allow a clear distinction between ICT and the other industrial areas. Schnorr-Bäcker (2002) therefore recommends that an operational, realistic definition of ICT be taken into consideration in the future revision of the supranational and international classification of industrial branches.

As regards the concept of ownership, “globalization and increased international competition have affected markets worldwide and significantly impacted on labor and management practices. In responding to the globalization phenomenon, McMechan and Ryten (1995) have suggested there is merit in compiling the national accounts on an ownership as well as a residency basis. In such a system, economic activity is measured with respect to ownership of productive resources and not with respect to the geographical location in which the productive activity takes place.” (Edwards et al., 2002)

## **B. Timeliness in data provision**

Statisticians are challenged to provide not only more relevant, but also more timely economic and financial data. The volume and volatility of capital flows has increased the risks of banking and currency crises as well as their cost. (Yusuf, 1999) Early warning systems are needed, based on sound indicators still to be defined. Severe international financial crises that began in 1994 had heightened awareness that the ready availability of comprehensive, reliable, and timely data would facilitate the formulation, implementation, and monitoring of sound macroeconomic policies and investment decisions, thereby reducing the frequency and moderating the severity of future crises. Accordingly, the IMF established the Special Data Dissemination Standard (SDDS) in 1996 to guide members that have, or that might seek, access to international capital markets in the provision of their economic and financial data to the public.<sup>3</sup> “The East Asian economic crisis of 1997 ... was in some respects a reminder of the need for timely and policy relevant data for effective economic management in a globalized world economy. The authorities in the affected countries were for the most part unaware of the build up of non-performing loans on the books of commercial banks. The available data were inadequate to indicate the serious situation being created in certain sectors of the economy. Foreign investment fund managers were largely in the dark concerning the economic fundamentals. The lack of transparency in the corporate sector, with weak reporting of performance, lulled markets. Data on large corporate foreign borrowings, high gearing ratios, and earnings data were not readily available to regulators and markets. The International Monetary Fund’s (IMF) surveillance and monitoring mechanisms failed to anticipate the looming crisis, a fact now acknowledged by governments, markets, and the IMF itself.” (ADB, 2001)

To strengthen monitoring and surveillance of financial markets, the IMF is working with other organizations on the development and use of financial soundness indicators (FSIs) or macroprudential indicators (MPIs)—defined broadly as indicators of the health and stability of financial systems. While work on identifying and measuring MPIs has advanced substantially in recent years, knowledge in this area is still limited and more research and analysis is needed. In particular, there is no consensus on a model for determining the vulnerability of a financial system or on a set of widely accepted MPIs. (IMF, 2003 and IMF website)

## **III. Issues in less advanced economies**

Some developing countries have not been able to take advantage of the globalization opportunities. Many of these countries—most of them in sub-Saharan Africa—are still facing high levels of absolute poverty. To a large extent, this failure can be attributed to poor project design, targeting, and monitoring,

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<sup>3</sup> In 1997, the IMF also established the General Data Dissemination System (GDDS) to guide less advanced countries in the provision to the public of comprehensive, timely, accessible, and reliable economic, financial, and socio-demographic data.

resulting in part from the lack of relevant, quality and timely data. For these countries, the priority for statistical systems is not to develop new concepts and methods, but to make better use of available international standards and methods.

International conferences and world summits held between 1990 and 1995<sup>4</sup> identified various sets of goals, targets, and monitoring indicators, which reflected a broad consensus on development issues among international organizations and their member countries. In 2000, 189 heads of state and government signed the Millennium Declaration, and adopted a revised subset of 8 goals, 18 targets and 48 monitoring indicators, known as the Millennium Development Goals (MDGs). These goals are now at the core of the strategies of many international and bilateral development agencies. This led to a considerable demand for socioeconomic data. It also led to the realization that statistical information systems are performing poorly in many countries.

The International Conference on Financing for Development (Monterrey, 2002) gave impetus to a new partnership between developing and developed countries. It called for developing countries to strengthen their commitment to policies and actions that reduce poverty and stimulate economic growth, and for developed countries to provide more relevant and effective support through improved trade and aid policies. At the end of the Conference, the Heads of Multilateral Development Banks issued a statement according to which “the quality of country systems for measuring and monitoring results is important for the challenge before us. This puts a premium on our capacity building support for public sector management, statistical development, and monitoring and evaluation systems, which are important in their own right for underpinning countries’ accountabilities to their people and results agreements and compacts with donors.”

The importance of statistics was further stressed at two international roundtables that followed the Monterrey Conference. The First Round Table on Better Measurement, Monitoring, and Managing for Results (Washington DC, 2002), identified the improvement of statistical systems as a priority of the results agenda. The Roundtable stressed the need for development agencies to offer coordinated support for capacity-building and to harmonize approaches to results-measurement, monitoring and reporting. The Second International Roundtable on Managing for Development Results (Marrakech, 2004) brought together representatives from developing countries and development agencies to discuss the challenges of managing for development results at the country level and the ways in which countries and development agencies are addressing these issues on the ground. Participants talked about how they can continue to strengthen country and agency commitments to harmonize monitoring and evaluation around national strategies and systems, in order to provide useful reporting on results. They also reflected on how donors can better coordinate

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<sup>4</sup> World Conference on Education for All (Jomtien, Thailand, 1990); World Summit for Children (New York, United States, 1990); United Nations Conference on Environment and Development (Rio de Janeiro, Brazil, 1992); United Nations International Conference on Population and Development (Cairo, Egypt, 1994); World Summit for Social Development (Copenhagen, Denmark, 1995), and Fourth World Conference on Women (Beijing, China, 1995).

support to strengthen the planning, statistical systems, and monitoring and evaluation capacity that countries need to manage their development process. In a Joint Memorandum, the Heads of Multilateral Development Bank stated that “a global partnership is needed to address some of the greatest challenges in managing for development results. A global effort is needed to support countries in generating reliable and timely data to assess progress toward the Millennium Development Goals and other country goals, and to strengthen international reporting mechanisms. A global partnership is also essential to reduce the burden on countries of multiple, agency-driven reporting requirements and monitoring and evaluation systems.” (Joint Marrakech Memorandum, 2004)

This focus on accountability and results-based management has major implications for official statisticians in developing countries, as they are key providers of information needed for policy planning, targeting, monitoring and impact assessment. But statistical systems in low-income countries are often “characterized by (a) under investment in statistical infrastructure; (b) inadequate budgetary resources for current expenditures linked to statistical operations, reflecting the low priority accorded to statistics by the budgetary and policy authorities; (c) the less than full adoption of sound management practices, coupled with frequent changes in leadership” (ADB, 2001); and (d) a high degree of dependency on international technical and financial assistance. Another issue common to many low-income developing countries is the orientation of their statistical system, which view government agencies as their primary users. “Inadequate attention is paid to the needs of the emerging private sector, now a key player in the process of development. Statistical systems have not kept pace with the emergence of the private sector, under economic reforms, as an important data user. ... There has to be a greater understanding of how a modern market economy functions and in which the role of government is to manage the macroeconomic environment, monitor trends, and create the appropriate conditions for a vibrant and healthy private sector.

“Although both bilateral and multilateral donors have contributed generously toward strengthening national statistical systems through technical assistance programs, the impact has been modest at best. Two main factors explain these outcomes. Technical assistance has been characteristically ad hoc and directed toward specific data collection efforts of interest to a donor, thus not contributing to an overall strengthening of institutional capacities. The second feature worthy of mention is the absence of assistance in efforts to improve management and more effective use of resources. A further contributing factor has been inadequate donor coordination.” (ADB, 2001)

As it is obvious that the current state of capacity and resource availability in many countries will not allow them to deliver the expected statistical information, and as the past approach of statistical technical assistance has not succeeded in developing sustainable statistical systems, the international community is advocating a more global strategy, aiming not only to improve national statistical systems, but also to increase the accountability and coordination of international statistical programs and their financial support for statistical capacity building.

## A. The Marrakech Action Plan for Statistics

An *Action Plan for Improving Development Statistics* was presented at the Second International Roundtable on Managing for Development Results held in Marrakech in February 2004.<sup>5</sup> This Plan proposes six urgent actions (Box 1) which are a synthesis of ideas and recommendations that have emerged in a variety of forums, including the meetings of the Coordinating Committee on Statistical Activities and the MDG Indicators Expert Group, and from the work of several PARIS21 task teams.

The actions fall broadly into two groups. The first three actions are directed at improving national statistical systems. National statistical offices need to improve their operations by adopting appropriate policies and statistical methods and by investing in the staff and equipment needed to operate a fully functioning statistical system. They must also look farther ahead and prepare for the next census round. Good management requires good planning, and so the adoption of a strategic plan is recommended. The poorest countries will require additional external support to make the needed investments in their statistical systems.

A second group of three actions is directed at the activities of international statistical agencies, the multilateral development banks, and bilateral donors. The international community has been quick to demand more and better data, but it has been slow to provide additional resources or to examine critically its own practices. The recommendations directed at the international agencies call for greater accountability and coordination of their statistical programs and increased financial support for statistical capacity building at the country level. They must also provide technical assistance to national statistical offices—especially in the poorest countries—which are their principal source of data.

### 1. *Mainstreaming strategic planning of statistical systems*

Following the Marrakech Roundtable, the mandate of the PARIS21 Consortium was repositioned, now focusing on assisting countries in developing national strategies for Development Statistics by 2006. Further, a Trust Fund for Statistical Capacity Building (TFSCB) has been established by the Development Data Group of the World Bank to strengthen the capacity of statistical systems in developing countries, with

#### Box 1 The Marrakech Action Plan for Statistics

Actions for improving national statistical systems

- **Action 1:** Mainstream strategic planning of statistical systems
- **Action 2:** Prepare for the 2010 census round
- **Action 3:** Increase financing for statistical capacity building

Actions directed at the international agencies

- **Action 4:** Set up an international household survey network
- **Action 5:** Undertake urgent improvements needed for MDG monitoring by 2005
- **Action 6:** Increase accountability for the international statistical system

<sup>5</sup> The Marrakech Action Plan for Statistics. Better Data for Better Results. An Action Plan for Improving Development Statistics. Presented at the Second International Roundtable on Managing for Development Results, Marrakech, Morocco, February 4-5, 2004.

a focus on supporting countries' strategic planning. The Trust Fund provides a global facility, administered by the World Bank on behalf of donors, to make investments at the national, regional and global levels to improve the collection, processing, analysis, storage, dissemination and use of timely, good quality statistics to support poverty reduction and economic and social development. The trust fund is part of the worldwide effort to reduce poverty by improving both the supply of and demand for statistical data and so fostering a culture of evidence-based decision making at all levels.

## ***2. Increase financing for statistical capacity building***

“Many national statistical systems are caught in a vicious cycle where inadequate resources restrain output and undermine the quality of statistics, while the poor quality of statistics leads to lower demand and hence fewer resources. Sustainable improvement in the statistical systems of developing countries – true capacity building – requires programs to increase both the demand for and the supply of statistics. In other words, there must be a break in the cycle, encouraging countries to develop the capacity to conduct sophisticated statistical activities reflecting their own agenda and to make better use of these data in managing their development programs.” (World Bank - STATCAP website)

To break the vicious cycle, “governments must include statistical investments in their priorities and strategies for development. Investing in data needs to be part of creating the infrastructure necessary to underpin the development effort, improve governance, and enhance accountability and transparency. It is incumbent on governments, therefore, to allocate appropriate resources for developing statistical systems; failure to do so will likely marginalize countries in the face of challenges posed by the ICT driven globalization. ... While external assistance can and does play a catalytic role, committing national resources remains vital and critical to reforming statistical systems. ... Some governments in the region and elsewhere are now more attuned to the need for investing in data systems. These governments are investing in strengthening statistical infrastructure such as acquiring ICT equipment, building registers and sampling frames, and upgrading human resource skills. More attention is also being directed to adopting and adhering to international standards and methodologies. Some governments are also allocating additional resources for recurrent costs of conducting statistical surveys. External assistance in grant form from both bilateral and multilateral donors continues to fund part of the statistical modernization effort. However, the grants channeled to statistical development remain modest and fall far short of needs. A new trend seems to be emerging as a handful of governments, recognizing the importance of investing in data, are now turning to the multilateral financial institutions for loans to support national efforts to strengthen their statistical systems.” (ADB, 2001) A new lending program (STATCAP) has been designed by the World Bank to support more efficient and effective statistical systems in developing countries, by providing substantial

resources for both investment and current operations, based on a country-owned and developed strategy.

### **3. *Setting up an international household survey network***

Progress has been made in the last 20 years in terms of data availability (scope and coverage) and survey methodologies, largely as a result of major international survey programs. The national capacity to collect and process data has been strengthened. Data dissemination has improved, and compliance with international standards has increased. But many technical and non-technical problems remain, related to the availability and timeliness, cost-effectiveness, reliability and relevance, comparability, dissemination and use of survey data, and to the impact of internationally-sponsored survey programs on national statistical strategies. To address these problems, the Marrakech Action Plan recommended the creation of an International Household Survey Network (IHSN), comprising the major sponsors of the global household survey programs, the donors who finance a large part of the survey work in poor countries, and the national statistical offices which conduct the surveys (i.e. all agencies involved in any aspect of household surveys: funding, designing, implementing, analyzing, using). The ultimate goal of the IHSN will be to assist national and international agencies in designing and implementing better informed policies, for better results. The IHSN will contribute to this goal by fostering the collection of more and better data, and by fostering better use of available data.

### **B. The International Comparison Program 2003-2006**

Another global statistical program, related to the call for increased international comparability and to the monitoring of MDG indicators, is the International Comparison Program (ICP). "The ICP was established as a global statistical initiative to produce internationally comparable price levels, expenditure values, and purchasing power parity (PPP) estimates. The goal is to provide a reliable and relevant information base, with the ultimate objective of informing policies that affect economic and social development as well as supporting poverty measurement and monitoring efforts. All the major international development agencies, including the World Bank, International Monetary Fund (IMF), World Health Organization (WHO) and United Nations Development Fund (UNDP) use PPP data (PPP takes into account the cost of a common basket of goods in the countries being compared) to analyze economic and social conditions within their areas of concern. The ICP offers them a powerful tool for comparative research on economic and social development. The 2003-2006 round will provide PPP data for around 150 countries worldwide." (World Bank - ICP website)

## **IV. Conclusion**

Statisticians in the more advanced countries are facing challenges to properly measure and understand the new information economy in which they are heavily involved. They must work in close cooperation with all stakeholders

both at the national and the international level to define what new indicators are most needed, and to develop new methods to collect and disseminate relevant and timely information.

In the less advanced countries, the priorities remain to strengthen and sustain technical capacities, design viable national statistical strategies, and ensure that the necessary financial resources are provided for implementing the strategies. This must be done in a coherent and coordinated way, to avoid the weakness of past efforts to strengthen the national statistical systems, which too often consisted in piece meal reforms or attempts to fill data gaps on an ad-hoc basis.

Greater international comparability has become a requirement for many users. Statisticians in all countries and their sponsors should therefore have an overarching concern for better harmonization and coordination. Efforts to develop international standards should not be limited to data collection, but also cover data documentation and dissemination practices. "There are two broad imperatives relevant at both the national and international levels that justify the need for the articulation of a comprehensive set of standards for the reporting and presentation of data and metadata. These concern the need to improve data quality and to minimize the reporting burden in the provision of data and metadata to international organizations. ...The wider range of options now available for the dissemination of statistics further strengthens the need for the development and adoption of data and metadata reporting and presentation standards by national agencies and international organizations. In the past, most users accessed their statistical needs solely via paper publications and although such publications are still an important means of dissemination, access via electronic media, in particular, through the internet, is now very common." (OECD, 2004) The development and adoption of metadata standards (such as the Statistical Data and Metadata Exchange –SDMX- or the Data Documentation Initiative –DDI, both making use of Extensible Markup Language –XML- developed to share information through the web) are crucial for the development of a global statistical system to serve the needs of the global economy.

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