

Task Force 06

## **STRENGTHENING MULTILATERALISM AND GLOBAL GOVERNANCE**

# LLMs as Glocal Inequality Crisis

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## TF06



## Abstract

The urgent need to address global inequalities, particularly amidst the challenges posed by the COVID-19 pandemic, climate change, geopolitical tensions, and rapid advancements in Artificial Intelligence (AI), has prompted Brazil to prioritise this issue during its presidency of the Group of 20 (G20). Despite discussions and efforts, little progress has been made within the G20 regarding the regulation and governance of AI, leading to exacerbating existing disparities, especially in the most vulnerable countries. Large language models (LLMs) have emerged as pivotal tools with the potential to both exacerbate and mitigate global inequalities. While they offer opportunities for democratizing access to education, fostering cultural diversity, and enabling economic prosperity, they also deepen disparities by privileging technologically advanced regions and individuals, exacerbating existing inequalities in labour markets, and undermining cultural diversity. Moreover, the proliferation of LLMs raises significant concerns regarding privacy, misinformation, and algorithmic bias, necessitating urgent collaborative responses from the G20 to mitigate these impacts.

In response to these challenges, this Policy Brief proposes recommendations for the G20 to consider, including the establishment of a Global AI Observatory to facilitate informed discussions and policy recommendations on AI, the development of an international framework for AI ethics and workers' rights, and initiatives to promote linguistic and cultural inclusivity in AI development. Additionally, regulations on AI-generated content, data privacy, and property rights are suggested to ensure ethical AI usage. At the same time, efforts to strengthen academia and enhance critical

computational literacy<sup>1</sup> aim to foster a more informed and capable society that engages with AI technologies responsibly. The brief concludes by presenting potential outcomes and trade-offs associated with each recommendation.

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<sup>1</sup> Critical Computational Literacy (CCL) encompasses foundational computational skills enriched by a reflective capacity, enabling individuals to engage effectively and ethically with algorithmic, data-driven, etc. It emphasizes the ability to use this technology and critically assess its role and impact in social (cultural, economic, educational, and legal) orders, ensuring that citizens can actively and responsibly participate in shaping (post)digital societies, individually and collectively. CCL equips citizens with responsible participation as a future skill, marrying elementary computational skills with reflective capabilities. This dual competency ensures individuals can navigate and influence planetary futures thoughtfully, balancing technical proficiency with critical awareness of their societal implications. See [www.c3s-frankfurt.de](http://www.c3s-frankfurt.de).



## Diagnosis of the Issue

The more than urgent effort to reduce inequalities is the central feature of Sustainable Development Goal 10 (SDG-10). It has been translated as one of Brazil's priorities for its presidency of the Group of 20 (G20). The COVID-19 pandemic has heightened concern about disparities between and within countries, slow progress in combating climate change, increased tensions in world geopolitics and exponential technological advances, especially Artificial Intelligence (AI).

Despite recurring over the last decade and reinforced by the 2019 agreements, the debate at the G20 has made little progress, starting with the lack of consensus on how to approach the global regulation of AI, starting with the definition of digital norms and standards, for the regulation and reduction of data asymmetries, for the establishment of ethical boundaries in the use, development, research, and commercialization of AI.

Large language models (LLMs) in the public space of generative technologies have drawn attention to the extreme sense of urgency that governments need to seize the opportunities and reduce the risks generated and propitiated by advanced versions of AI. LLMs are advanced AI technologies capable of understanding, generating, and interacting with human language. They intersect technology and society, embodying the potential to exacerbate and mitigate "glocal" inequality crises. The production and roll-out of LLMs are global events with unique local manifestations. In contrast, local events can influence and become part of global dynamics ("Silicon Valley dominance", v.g.).

LLMs hold the promise to bridge current divides. They promise to democratize access to education and knowledge, making learning resources available across linguistic and geographic barriers. By supporting language preservation and inclusivity, LLMs may provide a means to celebrate cultural diversity. The economic landscape can also shift



positively, with new industries and roles emerging around AI and technology, offering paths to prosperity if these opportunities are made accessible. LLMs enable global collaboration, fostering a more inclusive dialogue around solving glocal issues, with solutions considering local needs while drawing on global resources.

However, LLMs today pull into a different direction. LLMs further current glocal inequalities by creating and deepening disparities across both global and local spectrums. LLMs privilege individuals and regions with the necessary resources and critical computational literacy<sup>1</sup>, widening the gap between technologically advanced and less developed areas. The exploitation of click-workers in the Global South for data labelling and content moderation tasks highlights a stark divide, where the labour conditions and compensation starkly contrast with the wealth generated in tech-centric economies. Moreover, concerns about new technologies are focused on the threats posed by automation processes, with different impacts on labour work and growing inequalities between more and less qualified workers, which will hit developing countries hardest. Although AI presents opportunities for solving historical problems and a leap in productivity, many negative externalities can result from its use, absorption, and dissemination. This tension poses unique challenges for the G20.

Furthermore, LLMs prioritise major languages in their training data, sidelining countless others and risking the displacement of linguistic and cultural diversity. Such marginalisation affects the speakers of these languages and contributes to the loss of cultural heritage and knowledge. Additionally, dependence on LLMs for content generation exhibits bias against the technologically disadvantaged, who can no longer leverage traditional human creativity and critical thinking. The capacity of LLMs to generate persuasive misinformation poses significant risks to the integrity of global and local discourse, potentially manipulating public opinion and endangering democratic



processes. Intellectual property rights become blurred with AI-generated content, leading to ethical and legal challenges, while the use of LLMs in surveillance and data analysis raises severe privacy concerns. These multifaceted issues highlight how LLMs amplify and introduce new dimensions to the global inequality crisis without careful oversight and equitable frameworks, necessitating urgent and collaborative responses to mitigate their impacts.

Several initiatives with proposals to build a global governance system for AI have shown greater awareness and sensitivity to the negative impacts of AI, such as those presented by the European Union, the United Kingdom, the US government, and the UN. For example, UNESCO's "Recommendation on the Ethics of Artificial Intelligence" does not define the concept of Artificial Intelligence, but discusses the main ethical issues related to AI systems life cycle. Furthermore, the Global Digital Compact Draft and the Pact for the Future are important initiatives to reach an inclusive, open, safe and equitable digital world. Nevertheless, the work to be developed at the Summit of the Future could have more impact if it had a structure such as the IPCC where the Working Groups and Task Forces could present reports on the risks and classification of AI Systems' Transparency. The main objective of this initiative is to have a permanent structure that could continuously draw up reports, monitor, supervise and guide discussions and roundtables aimed at discussing the future of digital governance.

Even so, they fail to consider the reality of developing countries, since they focus on universal ethical principles without considering the cultural specificities of these countries. For this reason, advancing global AI governance is urgent and necessary to incorporate the diversity of the countries that comprise the weakest link in the economic, political, and technological chain. Without the creation of a new and inclusive framework for discussion, digitalisation will distribute the gains asymmetrically, and the risks posed



by AI will not be mitigated in the most vulnerable countries, such as the destruction of jobs, disinformation, surveillance in cities and at work, the exposure of privacy, increased discrimination, and the spread of lethal weapons, which erode efforts for peace.

The unique characteristics of AI do not allow the G20 to underestimate its potential to destabilize international relations and relations within countries. Its effective weight far exceeds its characteristics, assessed only from a technological point of view. The competition for AI dominance is in full swing, with most countries needing to be equipped with the necessary scientific, human, and financial resources and only observing the dispute for technological leadership. Under these conditions, international cooperation is vital for the G20 to intercede with the global community so that the positive outcomes of this technological cycle benefit not only the leading AI countries but also in a zero-sum game. Developing countries' active and massive participation in this effort to balance the development and diffusion of AI is fundamental.

Sharing scientific research, equipment, and resources to operationalize LLMs is central to consolidating the knowledge embedded in AI as a public good. It is the way to build more advanced innovation ecosystems and bring those still lagging closer to the technological frontier. Without contact with this diversity, even the most advanced systems paradoxically lose the opportunity to capture the technical and political complexity of social formations and their populations, negatively impacting market optimization. Cooperation has always been the basis for shaping the institutions that make up global governance mechanisms, mainly because differentiated participation offers essential material for building an effective global governance of AI.

The stimulus that the G20 can give to the transversal flow of knowledge, transdisciplinarity and the formation of forums with the inclusion of academic, business, and civil society players from developing countries is essential for understanding the



potential of AI, its specific characteristics, and its impacts. In this sense, the establishment of data governance mechanisms, which value and regulate access and the construction of quality databases, is a critical point for the excellent governance of AI since not only is data care key to innovation but also to the development of ethical, responsible, and transparent AI.

Discussions on the global governance of AI are part of the G20 agenda. Various initiatives and working groups regularly discuss ethical and economic issues and regulatory systems with great success in generating consensus despite highly conflicting positions. Valuing interdisciplinarity and diversity in the G20 forums debating AI regulation has proven to be the only way to gather qualified information and collect perceptions and the distinct reality that characterises its members.

This guideline becomes even more important when the dark side of AI manifests itself, as in the production of disinformation, the exposure of privacy, the irruption of algorithmic bias, the disruption of the labour market and the increase in inequalities. This reality calls for a redoubled effort by the G20 to turn public policies towards building responsible and trustworthy AI.





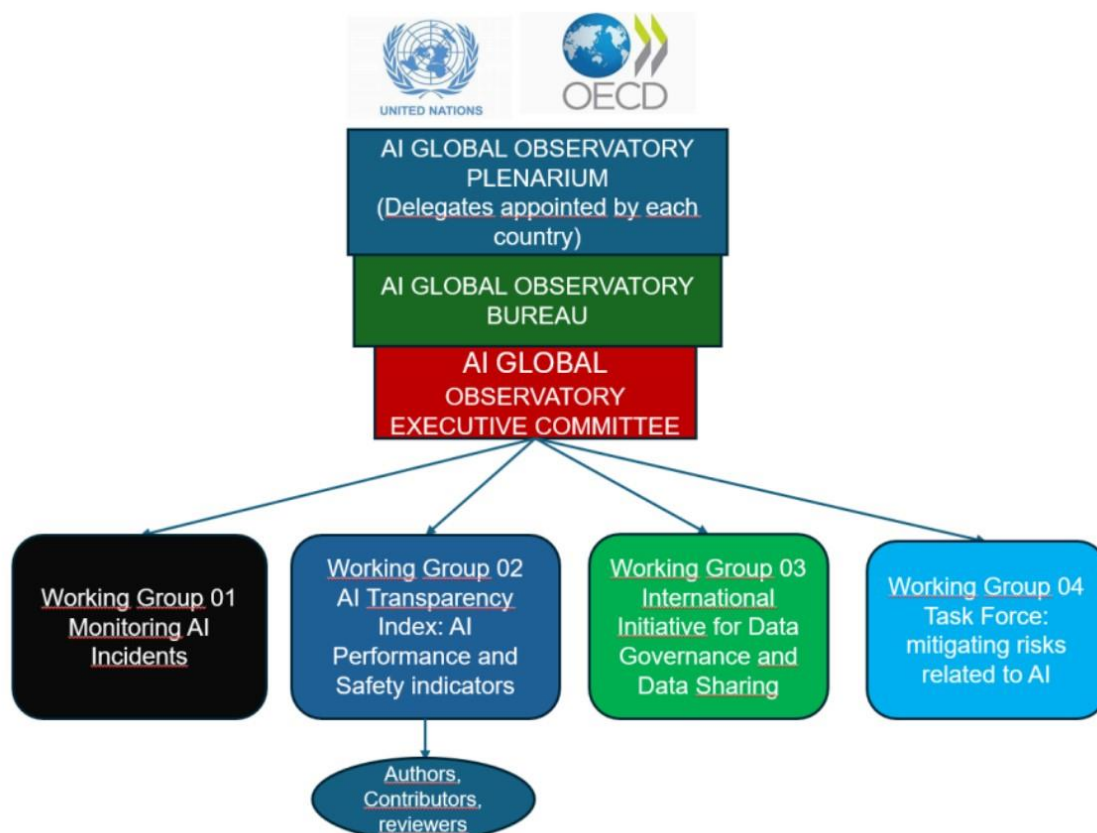
## Recommendations

### 1. Creation of a global observatory

○ The creation of the Global AI Observatory aims to foster an informed discussion on the current challenges surrounding AI. Serving as a platform for international exchange, it will facilitate deeper insights into AI and its implications. Drawing inspiration from the Intergovernmental Panel on Climate Change (IPCC), the Observatory will focus on generating data, scientific knowledge, the creation and sharing of a computational infrastructure and policy recommendations to address AI's adverse effects, particularly on developing countries, including regulatory considerations.

○ **Implementation:** Maintained by experts, the AI Observatory will host a comprehensive global database covering AI-related incidents across various domains. From cybersecurity to politics and biology, it will track occurrences such as the creation of hazardous pathogens and the spread of fake news, safeguarding nations' sovereignty. By documenting AI's impacts on critical sectors like labour, education, and health, it will assist the G20 in developing evaluation metrics for effective policymaking. Additionally, through annual reports analysing AI's state, advancements, and threats, the Observatory will provide crucial insights to governments and international organisations, enhancing their ability to anticipate and manage crises stemming from AI. Finally, the AI Observatory should focus on data governance, establishing protocols whose objectives are to answer the following questions: *i.* How does web scraping affect copyrighted data? *ii.* How does web scraping affect individuals and groups supposed to be protected under privacy and personal data protection laws? *iii.* How did web scraping reveal the lack of protections for content creators on open-access websites? *iv.* How does the debate over open and closed LLMs reveal the need for more precise and universal rules to ensure the

quality and validity of datasets?



## 2. Establish an international framework for AI ethics and workers' rights

- Develop a global code of conduct for AI development, ensuring ethical use, equitable benefits distribution, and protection of workers' rights.

- **Implementation:** Create an AI Ethics Subcommittee within the G20, including stakeholders from member nations, tech firms, labour unions, science, and NGOs to oversee and enforce this framework.

## 3. Promote linguistic and cultural inclusivity in AI

- Support projects that develop LLMs for underrepresented languages and cultures, enhancing global linguistic diversity and cultural preservation.



- **Implementation:** Launch a partnership program under UNESCO, backed by G20 funding, to collaborate with technology companies and academic institutions on these initiatives.

#### **4. Regulate AI-generated content, data privacy, and intellectual property rights**

- Introduce legislation on intellectual property rights and data privacy specific to AI, focusing on consent, transparency, and creators' rights.

- **Implementation:** For global policy harmonization, form an International AI Regulation Task Force with data protection agencies, legal experts, and tech company representatives, supported by the G20.

#### **5. Strengthen academia for sustainable, trustworthy, and justifiable LLM development**

- Facilitate open access for researchers to LLM technologies, encouraging the creation of sustainable, trustworthy, and justifiable models.

- **Implementation:** Establish a G20-led fund to support public science initiatives in AI, granting researchers and institutions access to advanced open LLM platforms and datasets for independent research and development.

#### **6. Enhance critical computational literacy**

- Implement comprehensive educational and formative programs to increase critical computational literacy across all levels of society, focusing on understanding AI technologies, ethical implications, and practical skills.

- **Implementation:** Initiate a G20-wide educational reform agenda that incorporates critical computational literacy into national curriculums, supported by online platforms



and partnerships with tech companies for educational resource development and training workshops.

## Scenario of Outcomes

### 1. Global AI Observatory

**Positive Outcome:** A Global AI Observatory could help States face incidents properly, supporting developing countries in reducing potential risks related to AI based on data, information, and knowledge provided by the Observatory. In addition, the world could align its strategies to build a trustworthy AI environment to maximise its benefits and minimise risks.

**Contradiction/Trade-off:** The Global AI Observatory could develop universal standards provided by AI countries' leaders and be disconnected from regional and local cultures and specificities. Thus, the recommendations could not be suitable for some countries, especially developing countries with low international representation. Furthermore, the Global AI Observatory could face resistance from some countries to comply with your recommendations, which could reduce its legitimacy.

### 2. International framework for AI ethics and workers' rights

**Positive Outcome:** Establishing a global code of conduct could significantly improve working conditions for click-workers, ensuring fair compensation and ethical treatment. This framework could lead to a more equitable distribution of AI's benefits.

**Contradiction/Trade-off:** Implementing such a framework requires overcoming significant jurisdictional and enforcement challenges. Countries with weaker labour protections might resist stringent standards, fearing economic disadvantages. Moreover,



the tech industry might resist regulations that could increase operational costs or limit innovation speed.

### **3. Promote linguistic and cultural inclusivity in AI**

**Positive Outcome:** Projects focusing on underrepresented languages could foster more remarkable cultural preservation and inclusivity, reducing the digital divide and empowering marginalized communities.

**Contradiction/Trade-off:** The emphasis on inclusivity might slow the pace of AI development as resources are diverted to support a broader range of languages and cultures. There is also the risk of superficial inclusivity, where languages are added without deep cultural understanding or sufficient accuracy.

### **4. Regulate AI-generated content, data privacy, and intellectual property rights**

**Positive Outcome:** Legislation could protect individuals' privacy rights and intellectual property, leading to more ethical AI usage and trust in AI-generated content.

**Contradiction/Trade-off:** Strict regulations might stifle innovation and limit the creative use of AI technologies. There is a delicate balance between the protection of intellectual rights and encouraging technological advancement. Additionally, global policy harmonisation faces challenges due to differing national priorities and legal systems.

### **5. Strengthen academia for sustainable, trustworthy, and justifiable LLM development**

**Positive Outcome:** Providing researchers with open access to LLM technologies could accelerate the development of ethical, trustworthy AI models, fostering innovation

and knowledge sharing.

**Contradiction/Trade-off:** Increased academic access might lead to unintended consequences, such as the proliferation of powerful AI tools without sufficient safeguards. Balancing open access with security/terrorism combat and misuse prevention is critical.

## **6. Enhance critical computational literacy**

**Positive Outcome:** A societal increase in computational literacy could lead to a more informed public that can engage with AI technologies critically and ethically.

**Contradiction/Trade-off:** The extensive resources required for such educational reforms could detract from other educational priorities. Furthermore, rapid technological change may outpace curriculum developments, requiring continuous updates and adaptations.

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