



## H1N1, globalization and the epidemiology of inequality

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### ABSTRACT

This paper examines the lessons learned from the 2009 H1N1 pandemic in relation to wider work on globalization and the epidemiology of inequality. The media attention and economic resources diverted to the threats posed by H1N1 were significant inequalities themselves when contrasted with weaker responses to more lethal threats posed by other diseases associated with global inequality. However, the multiple inequalities revealed by H1N1 itself in 2009 still provide important insights into the future of global health in the context of market-led globalization. These lessons relate to at least four main forms of inequality: (1) inequalities in blame for the outbreak in the media; (2) inequalities in risk management; (3) inequalities in access to medicines; and (4) inequalities encoded in the actual emergence of new flu viruses.

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Incubated in animals bred for international meat markets, communicated by jet-setting travelers across borders far and wide, and anticipated, estimated and geographically represented by diverse global disease-mapping technologies, H1N1 (technically the 'swine-origin influenza A H1N1 virus') was a conspicuously globalized disease. Declared a pandemic by the World Health Organization on June 11, 2009, its virulence and global human impact turned out to be much less deadly than was originally feared. Yet H1N1 still deserves attention for the lessons it teaches about globalization, global health and infectious disease. These include an important set of insights into how political and economic processes producing economic inequality also co-produced divergent public health discourses and responses in different places. To be sure, as a highly contagious border-crossing threat, the most obvious lessons of the outbreak concerned our world's shared vulnerability: the precarious global interdependency of human, animal and viral ecologies that now encompass the whole planet. But far from teaching us that this interdependent world is flat, the place-based variations in blame, risk, surveillance, and experience of illness highlighted by H1N1 were tellingly uneven and unequal. It is this paradoxical picture of inequality amidst interdependency that is the focus of the present paper.

Four inequalities in particular demand close attention. These are: (1) inequalities in blame for the outbreak in the media; (2) inequalities in risk management; (3) inequalities in access to medicines; and (4) inequalities that help explain the actual emergence of new flu viruses in the first place. Together these inequalities reveal a world of extreme asymmetry amidst interdependency,

and they demand an epidemiology of inequality that can draw on insights about the political and economic geography of market-led globalization as well as on the already extensive public health and global health literatures surrounding inequality as a social determinant of sickness and health (e.g. Kay and Williams, 2009). Methodologically this means addressing inequality as more than just an independent variable that can predict ill-health in particular populations. In addition, it involves consideration of how media reports (ranging from formal journalism to political speech to blogs) as well as public health and biomedical reports re-present and respond to inequality in their own particular terms and frameworks. And most importantly, it involves examining inequality as a consequence as well as a consequential determinant of wider social dynamics, exploring thus how particular kinds of inequality both mediate and make manifest the structuring effects of global economic ties along with the market-led transformations of health citizenship that they entail.

The epidemiology of inequality is an expanding field of research and writing, and includes geographically and methodologically wide-ranging interpretations and approaches (compare, for example, Farmer, 1999; Heggenhougen, 2005; Hunter, 2010; Orford et al., 2002). A literal translation of the terminology is simply the study of populations living under or amidst diseases of inequality. Broadly defined in this way, it represents a tradition of analysis going back at least as far as investigations of the social and economic preconditions of disease in the mid-nineteenth century. Pioneering studies such as Rudolf Virchow's 1848 enquiry into the Typhus outbreak of Upper Silesia pointed thus to the need for socio-economic disease etiologies alongside ongoing research into biological pathogenesis (Virchow, 2006). Based on such combined social and biological analysis, Virchow asked what is often considered the inaugural question of social

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1 medicine: "Do we not always find the diseases of the populace  
2 traceable to defects in society" (Virchow, 1985)? His own answer  
3 was affirmative, and, when it came to identifying the defects,  
4 Virchow in turn highlighted class inequalities and the exploita-  
5 tion of the poor as key causes of illness.

6 Virchow's approach is also worth noting because even back in  
7 the mid-nineteenth century he sought to underline that inequal-  
8 ity and affliction were linked across long distances. "May the rich  
9 remember during the winter," he said, "when they sit in front of  
10 their hot stoves and give Christmas apples to their little ones, that  
11 the ship hands who brought the coal and the apples died from  
12 cholera" (quoted in Waitzkin, 2006). Today, in the globalized  
13 twenty-first century, these sorts of linkages span even bigger  
14 distances and, in the context of global trade rules, global debt  
15 crises, and global market governance, they are considerably more  
16 complex as well as more consequential (Kay and Williams, 2009).  
17 Our knowledge of these complexities and consequences has also  
18 expanded, albeit unevenly, with varying approaches to identifying  
19 the kinds of causal connections linking inequality and ill-health.  
20 Most notably, population health literatures on the social deter-  
21 minants of health have focused on the strong correlations within  
22 specific data-set-defined territories between high levels of socio-  
23 economic inequality and poor population health outcomes  
24 (e.g. Wilkinson, 1996; Marmot and Wilkinson, 2006). These sorts  
25 of studies now boast global data (e.g. Wilkinson and Pickett,  
26 2010) as well as ongoing relevance for national data in rich  
27 countries (e.g. Kulkarni, 2011), and, precisely because of their  
28 strong statistical evidence at the level of population health, they  
29 underpin effective arguments in the World Health Organization  
30 and elsewhere (e.g. PBS, 2010) that reducing socio-economic  
31 inequalities will reduce disease and improve health outcomes  
32 globally (WHO, 2008; see also Dorling and Barford, 2009).

33 The 2008 report from the WHO Commission on the Social  
34 Determinants of Health is also of especial importance because as  
35 an epidemiology of inequality it went beyond a technical preoccupa-  
36 tion that sometimes limits analyses based on the correlative  
37 claims about inequality predicting ill-health *within* data-set-defined  
38 populations. Insofar as attempts at explaining the correlations have  
39 rested on just biomedical mechanisms (most notably, the argument  
40 that the stress produced in individual bodies by steep income  
41 gradients is unhealthy), the study of the links *within* populations  
42 has also led epidemiologists into sometimes becoming 'prisoners of  
43 the proximate' (McMichael, 1999). By focusing only on the prox-  
44 imate mechanics linking individual bodies to population statistics  
45 such accounts risk obscuring more global and more complex socio-  
46 economic dynamics unleashed by market-led globalization (Sparke,  
47 2009a). These are structural dynamics (sometimes described in  
48 terms of 'neoliberalization') that include cutbacks in health services,  
49 the deregulation of the workplace, the breakdown of social solidar-  
50 ity, welfare reforms, and structural adjustment policies such as  
51 privatization and financial deregulation, and they have generally  
52 contributed to rising inequality and worsening health outcomes at  
53 the same time (Navarro, 2007). The 2008 WHO report represented  
54 an advance in the epidemiology of inequality precisely because it  
55 added attention to these sorts of structural forces as coactive causes  
56 of the connections between inequality and poor health.

57 Treating inequality as more than an independent variable means  
58 coming to terms with it as one of many measurable symptoms of a  
59 global system becoming increasingly structured and governed by  
60 global market forces. This is the open-ended political-economic  
61 approach now adopted by leading texts on international health (e.g.  
62 Birn et al., 2009), as well as by a long list of global health books with  
63 titles such as *Infections and Inequalities* (Farmer, 1999), *Dying for*  
64 *Growth* (Kim, 2000), *Pathologies of Power* (Farmer, 2003), and  
65 *Sickness and Wealth* (Fort et al., 2004). Such work opens up the  
66 possibility of a structural and global epidemiology of inequality,

67 and it is precisely this approach that inspires the analysis offered  
68 here of H1N1. Building too on recent geographically sensitive  
69 studies of SARS and other epidemics (Ali and Keil, 2008; Giles-  
70 Vernick and Craddock, 2010), the challenge is to examine  
71 how inequalities across a wide range of scales come together as a  
72 form of structural violence that is in turn both embedded in local  
73 public health responses and embodied in personal experiences of  
74 the disease. Such an approach simultaneously demands attention to  
75 the *multiplicity* of mechanisms through which inequality and  
76 affliction are connected, including through mechanisms such as  
77 intellectual property rules and international power hierarchies that  
78 link political-economic asymmetries with affliction across long-  
79 distances.

80 H1N1 offers us an especially interesting window onto these  
81 forms of inequality because it was seen in 2009 as a disease that  
82 threatened to cross the borders between poor and rich. By being  
83 "made over globally," in the terms of Kleinman (2010), "into the  
84 socially threatening and culturally fearful swine flu epidemic"  
85 it was simultaneously socially constructed as a country- and  
86 class-crossing as well as a species-crossing virus. For exactly the  
87 same reasons, it generated a huge global response, and yet in that  
88 response both global and local inequalities returned with force to  
89 structure the distribution of blame, protection, and vulnerability.  
90 As we shall now see, H1N1 revealed in this way a world in which  
91 global biopolitical ties are being tied ever tighter together even as  
92 their outcomes in terms of health citizenship are enclaved apart  
93 in unequal experiences of disease and disease management. To  
94 begin with, let us consider the initial outbreak narrative that was  
95 told about H1N1 and the unequal and deceptive distribution of  
96 blame it so often involved.

### 1. Inequalities in blame for the outbreak

97 "The outbreak narrative is a powerful story of ecological  
98 danger and epidemiological belonging, and as it entangles  
99 analyses of disease emergence and changing social and  
100 political formations, it affects the experience of both"  
101 (Wald, 2008: 33).

102 In her eloquent study of outbreak narratives literary critic  
103 Priscilla Wald shows how stories of disease emergence are  
104 generally told in ways that simultaneously and consequentially  
105 construct communities of insiders and outsiders. Contagions that  
106 start out as border-crossing communal threats to people every-  
107 where are thereby turned from being reminders of shared human  
108 vulnerability into the basis of border-bound and border-building  
109 efforts to externalize disease and territorialize public health as a  
110 geographically organized defense system. In Wald's examples this  
111 process of territorializing 'epidemiological belonging' takes place  
112 in and through the imagined community of the nation-state, and,  
113 whether it is through the championing of national 'disease  
114 detectives' and national 'medical defenders', or xenophobic efforts  
115 to keep out the 'viral otherness' represented by 'pestilent foreign-  
116 ers', she argues that traditional outbreak narratives thereby help  
117 narrativize the nation as the basis of health citizenship  
118 (cf. Raimondo, 2011).

119 The other side of such externalization, Wald argues, is the  
120 unequal attribution of disease threats to foreign places of pathol-  
121 ogy through outbreak narratives that "give microbes a natural  
122 history in the primordial landscape of the developing world"  
123 (Wald, 2008: 46). Such pathologization of poor places and people  
124 in turn constructs what Paul Farmer has famously critiqued as  
125 'geographies of blame' (Farmer, 2009). And in the case of H1N1  
126 the geography of blame became very clear very quickly. Édgar  
127 Hernández, a five year old Mexican boy from the southern  
128 Mexican town of La Gloria was declared 'Patient Zero', and,

1 H1N1 was ascribed a nationality in the mass media as 'Mexico's  
2 swine flu' (Fox News, 2009). Whether it was in America, in France  
3 or in China, the calls for robust national public health responses to  
4 the disease were in this way all also immediately articulated with  
5 an identification of Mexico as the place to blame and of Mexicans  
6 as the people to keep out.

7 Not surprisingly it was in the U.S. where an anti-immigrant  
8 discourse about 'illegal aliens' from Mexico was already well  
9 established that the imagination of the nation as a community  
10 under threat from a Mexican disease took its most egregiously  
11 xenophobic form. In this media context the visioning of 'epide-  
12 miological community' versus 'viral otherness' became by turns  
13 racist, reactionary and, in at least one odd case, wrapped-up in a  
14 warped war-on-terror fear about disease-deploying terrorists.  
15 "Make no mistake about it," said the radio commentator Michael  
16 Savage on his nationally syndicated show.

17  
18 Illegal aliens are the carriers of the new strain of human–swine  
19 avian flu from Mexico....If we lived in saner times, the borders  
20 would be closed immediately....[C]ould this be a terrorist  
21 attack through Mexico? Could our dear friends in the radical  
22 Islamic countries have concocted this virus and planted it in  
23 Mexico knowing that you, [Homeland Security Secretary] Janet  
24 Napolitano, would do nothing to stop the flow of human traffic  
25 from Mexico? [T]hey are a perfect mule—perfect mules for  
26 bringing this virus into America. But you wouldn't think that  
27 way, would you? Because you are incapable of protecting  
28 America's homeland, Napolitano (Savage quoted in *Media*  
29 *Matters*, 2009).

30 Here in an angry sound-bite all the basic elements of the  
31 geography of blame became instantly articulated in an especially  
32 paranoid depiction of H1N1 as a terrorist plot using Mexico as a  
33 new ground zero from which to spread fear and take lives in  
34 America. Not only was Mexico blamed as an epidemiological  
35 entry point for H1N1, but Mexican immigrants were represented  
36 as blamable carriers, and the US Homeland Security secretary was  
37 in turn billed as blameworthy too for failing to defend the  
38 homeland with an adequate show of strength at the border.  
39 Without the ties with terrorists, though, it was still this same  
40 basic territorializing line of argument that was shared with other  
41 less paranoid depictions of the disease. The concern with border  
42 security obviously built on a longstanding preoccupation of  
43 conservative nationalists, but it also became the basis of a much  
44 more widely shared geographical imagination of the response  
45 many Americans expected to see against H1N1. Democratic  
46 Representative Eric Massa of New York, for instance, called in  
47 this way for the U.S.–Mexico border to be closed in order to curb  
48 the spread of the virus.

49  
50 "I'm glad that the White House has issued a travel advisory  
51 and is conducting passive screening at the border, but I think  
52 we should consider stronger measures at the border. I am in  
53 favor of using all tools available to reduce the spread of H1N1"  
54 (Mesa quoted in Osborne, 2009).

55  
56 These kinds of commentaries and calls for action had con-  
57 sequences. Despite WHO advice that travel restrictions would be  
58 ineffectual and costly, and despite America actually having more  
59 cases of the disease, the US government recommended suspending  
60 non-essential travel to Mexico (Gostin, 2009a). US flights to  
61 Mexico were canceled (Reuters, 2009); holiday-makers in Mexico  
62 cut short their vacations (Britten, 2009); and Mexican restaurants  
63 in America saw a drop in business (Alexander, 2009). A similar  
64 pattern of avoiding, isolating and blaming Mexico and Mexicans  
65 also became quite common globally too. The French government

66 called on the EU to ban flights from Mexico, and around the world  
67 Mexicans became viewed as carriers.

68 "From Chile, where sports officials declined to host Mexican  
69 soccer teams, to China, where the authorities forced even  
70 healthy resident Mexicans and Mexican travelers into quar-  
71 antine, Mexicans say they have been typecast as disease  
72 carriers and subjected to humiliating treatment" (Lacey and  
73 Jacobs, 2009).

74 In response, the Mexican government strongly criticized the  
75 singling out of Mexican travelers, and, complained about  
76 attempts to call H1N1 the 'Mexican flu' (a complaint that itself  
77 rankled Lou Dobbs, a loud xenophobic voice in the US media who  
78 sensed political correctness in the biomedical renaming of the  
79 disease and said "that the 'idiots referring to it now as 'H1N1  
80 virus' [are] out of their cotton pickin' minds" (quoted in *Media*  
81 *Matters*, 2009)). For reasons we will go on to examine in the final  
82 section below, there was far more merit in the Mexican govern-  
83 ment's contestation of 'Mexican flu' than in the efforts of pork  
84 production companies to resist the nomenclature of 'swine flu'.  
85 But this did not stop someone in the unaccountable space of the  
86 blogosphere from making a racist link between the two contested  
87 names for the disease: "This disgusting blight," blurted a 'Prison  
88 Planet' post, "is because MEXICANS ARE PIGS!" (cited in  
89 Alexander, 2009).

90 Beyond the obvious xenophobia and racism of all the anti-  
91 Mexican discourse, something else more significant involving  
92 inequality was going on inside the geography of blame con-  
93 structed for H1N1 in 2009. In short, many of the attempts to  
94 single out Mexico and Mexicans for an unequal attribution of  
95 blame actually included an acknowledgement (however tacit and  
96 unexamined) of the ways political-economic inequalities them-  
97 selves structured the transnational ties that enabled H1N1 to  
98 spread. To understand this it is vital to recall a key lesson from  
99 Farmer's own careful critique of how Haiti and Haitians were once  
100 accused of bringing HIV into the US. In this geography of blame,  
101 Farmer argued, the inequitable misallocation of responsibility for  
102 the spread of the disease (which is now understood to have been  
103 introduced to Haiti by Americans) ironically served to obscure the  
104 way in which political-economic inequalities materially struc-  
105 tured the conditions of HIV's North American transmission  
106 through sex tourism. Operating through border-crossing markets  
107 and microbes, political-economic inequalities structured the  
108 underlying epidemiological interdependency that iniquitous  
109 accounts of disease emergence obscured and replaced with  
110 territorializing geographies of blame. Similarly, what was espe-  
111 cially significant about the 'blame Mexico' outbreak narratives of  
112 H1N1 was the way in which they also in turn involved occasional  
113 moments where the geography of blame revealed an uncanny  
114 awareness of the inequalities structuring the underlying epi-  
115 demiological interdependency.

116 Glen Beck, another conservative commentator who was quick  
117 to jump on the blame bandwagon and call for border security,  
118 also nevertheless noted some big inequalities between the US and  
119 Mexico and how they tied the fates of the two countries together.  
120 "Mexico is in real trouble," he said.

121  
122 What happens to a country that is in that much of an economic  
123 dire strait when they say no public events for possibly four  
124 weeks? What happens when the economy stops in Mexico  
125 because of an emergency in Mexico where no one can spend  
126 money? No one can go to a soccer game, a movie, go out to eat,  
127 nothing, for four weeks. What happens to that economy?  
128 Gee, it would be nice if we had border security now, wouldn't  
129 it? What happens if there is a rash of deaths in Mexico and  
130 it's not—they're not dying here? And maybe it's because it

1 mutated differently down there, maybe it's because we have  
2 better health care here—I don't know. But if you are a family  
3 and you're down in Mexico and you're dying and those in  
4 America are not, why wouldn't you flood this border? Why  
5 wouldn't you come across this border? (Beck quoted in Media  
6 Matters, 2009)

7  
8 Beck's assessment was at one level brutally simple: namely,  
9 build up the border. But by registering the differential case  
10 fatality levels in the US versus Mexico, and by drawing conclusions  
11 (albeit erroneous ones) about contrasting patterns of viral  
12 reassortment, the availability of health care in the two countries,  
13 and the possible incentives that might make Mexicans migrate, he  
14 was also acknowledging how cross-border inequalities created  
15 cross-border ties that could easily spread disease. Savage similarly  
16 acknowledged in his own rant how Americans depend daily  
17 on the low-paid work of Mexican laborers, and, in doing so, he  
18 also highlighted a dependency based on inequality that in turn  
19 opened opportunities for cross-border movements of microbes as  
20 well as migrants.

21 While the disease may have traveled with migrants, it also  
22 traveled transnationally with pigs and global pig farming operations,  
23 and as a result it turned out in the end that H1N1's north-  
24 American trajectory had already crossed the border in the  
25 opposite direction to the one charted by the geography of blame.  
26 Early cases occurred in the US states of Wisconsin, Ohio and Texas  
27 before the outbreak in Mexico. Laurie Garrett, one of America's  
28 leading public health journalists and commentators explained  
29 this in the popular press with an article in *Newsweek* (Garrett,  
30 2009). In doing so, she also made two other points of note about  
31 Mexico that highlighted how the same sorts of US–Mexico  
32 inequalities alluded to in the geographies of blame still needed  
33 to be factored in to a more accurate accounting of H1N1's  
34 etiology. The first point concerned the disease incubation role  
35 played by industrial pig farming; and the second concerned the  
36 way in which Mexico had to pay an unfairly heavy economic price  
37 despite acting in a globally responsible way in reporting and  
38 responding to its H1N1 outbreak.

39 On the point about industrial pig farming, to which we will  
40 return, Garrett effectively took the geography of blame down to a  
41 smaller and much more meaningful scale by noting that Édgar  
42 Hernández – the mislabeled 'patient-zero' from La Gloria Mexico  
43 – may well have inhaled H1N1 from a pig at a nearby American-  
44 owned pig fattening factory. Inequality was involved in this  
45 respect because the reason many American CAFOs or Confined  
46 Animal Feed Operations have been relocated to Mexico relates to  
47 the lower wages and laxer enforcement of environmental regulations  
48 south of the border—a North American Free Trade Agreement  
49 enabled-development that meant a better label for H1N1  
50 may well have been 'the NAFTA flu' (Wallace, 2009b). In turn, it  
51 was also amidst the same extensive poverty that sets the floor so  
52 low for Mexican wages that the economic costs of Mexico's public  
53 health quarantining and reporting measures – including the shut  
54 down of many economically important activities in the country –  
55 seemed so unfairly high. Garrett therefore told her readers that  
56 "the world owes Mexico a big *gracias*" (Garrett, 2009). This was a  
57 call to thank rather than blame the victim, and given Garrett's  
58 stature in the U.S. it was a particularly notable gesture of thanks.  
59 At the same time, given her parallel diatribes against Indonesia's  
60 resistance to providing avian flu samples to WHO reference  
61 laboratories, Garrett's sensitivity to the costs to "Mexico's already  
62 beleaguered economy" was striking (for evidence of her more  
63 mocking approach to Indonesian arguments see Colbert, 2009).

64 The serious criticism of Indonesia addressed the shared global  
65 health risk posed by the spread of the highly pathogenic H5N1  
66 virus or avian flu (Garrett and Holbrooke, 2008). However, in

67 railing against Indonesia's claim to 'viral sovereignty' Garrett  
68 simultaneously ignored and obscured the inequalities limiting  
69 poor country access to vaccines and public health risk manage-  
70 ment options (Sedyaningsih, 2008). It was precisely these  
71 inequalities structuring vaccine development and access –  
72 inequalities demonstrated when the Australian vaccine manufac-  
73 turer CSL announced plans to develop a vaccine from Indonesian  
74 strains shared with WHO's laboratories – that the Indonesian  
75 health minister had originally highlighted when she suspended  
76 shipments of H5N1 viral samples to WHO labs (Sedyaningsih,  
77 2008; Reuters, 2007). The concern about these inequalities was a  
78 resonant global issue, and in fact the Indonesian intervention led  
79 to an ongoing WHO reform process, the 2007 passage of resolution  
80 WHA 60.28 regarding the need for "fair and equitable sharing  
81 of benefits, including access to, and distribution of, affordable  
82 diagnostics and treatments, including vaccines," and a more  
83 recent 2011 *Pandemic Influenza Preparedness Framework* that  
84 includes benefit sharing for developing countries in exchange  
85 for the expedited sharing of influenza viruses (Khoon, 2010;  
86 WHO, 2007; Gostin and Fidler, 2011). All of which is to underline  
87 that, in contrast to her criticisms of Indonesia, Garrett's comments  
88 on Mexico revealed an awareness of the expense of disease  
89 control in poor countries where debt and austerity mean there  
90 is little money to pay for surveillance and biomedical risk  
91 management. It is to these forms of inequality that we now turn  
92 directly.

## 93 2. Inequalities in risk management 95

96 "Severe disparities in public health can persist because of the  
97 array of technological, scientific and architectural innovations  
98 that enable wealthy households to insulate themselves from the  
99 environmental conditions of the poor. These public health  
100 inequalities – emboldened by the distortions of marketized  
101 public health and medical research – are creating the corporeal  
102 equivalents of gated communities" (Gandy, 2008a, b: 179–180).

103 Matthew Gandy's argument based on research into health  
104 enclaving in India was also amply illustrated by the experience of  
105 H1N1 across a variety of geographical scales. There were techno-  
106 logical innovations in disease surveillance involved that enabled  
107 wealthy elites to manage risk more effectively at a personal level,  
108 and we will shortly examine the enclaving effects that they made  
109 possible, before turning in the next section to consider how  
110 inequalities also structured access to risk-managing medicines  
111 too. But in addition there was the wider matter of international  
112 inequalities in how risk was measured and managed globally.  
113 Inequality in this sense was not just about the risks posed by  
114 H1N1 and the difficulties of finding and interpreting comparative  
115 case fatality ratios. It was also and simultaneously about the  
116 remarkable ways in which these risks were dwarfed by the much  
117 bigger and more enduring dangers posed by diseases of poverty  
118 around the world. Global mortality and morbidity due to mal-  
119 nutrition, diarrhea, and infant and maternal deaths, combined  
120 with the huge burden of disease in the Global South presented by  
121 AIDS, tuberculosis and malaria, made the risks posed by H1N1  
122 seem as irrelevant to the poor as the concierge and cosmetic  
123 medicine available for the rich in privileged health enclaves  
124 (Duclos, 2009; Gostin, 2009b; see also IHME, 2011). Many critics  
125 of the 'H1N1 scare' pressed these comparisons and further high-  
126 lighted the associated inequalities in attention (and for a fuller  
127 review of 'crying wolf' complaints vis-à-vis H1N1 see Nerlich  
128 and Koteyko, forthcoming).

129 "The importance accorded to flu virus A is an outrage," noted  
130 infectious disease researcher Marc Gentilini, "when you compare it  
131 to the overall health situation in the world... I'm ashamed to see  
132

1 what is being done to avoid this flu which we know so little about,  
 2 while malaria kills a million people and hardly anyone notices”  
 3 (quoted in Duclos, 2009). Summarizing arguments such as these,  
 4 the sociologist and journalist Denis Duclos noted too that: “When  
 5 it comes to fears, not all diseases are equal, nor are their victims.  
 6 Why were health professionals mobilised against swine and bird  
 7 flu when simple gastroenteritis kills nearly a million children and  
 8 600,000 adults a year in poor countries without causing alarm?”  
 9 (Duclos, 2009) And pointing out similar inequalities of risk and  
 10 relevance with the further use of comparative mortality data in  
 11 *The Lancet*, a group of researchers working on tuberculosis  
 12 cautioned that it was vital to keep an empirical focus on the  
 13 contrasts in danger posed by the big killers vis-à-vis H1N1.  
 14 “Tuberculosis is a respiratory pandemic priority,” they insisted:

15 affecting an estimated 9.27 million people and killing 1.77  
 16 million worldwide in 2007. Multi-drug-resistant tuberculosis  
 17 (MDR-TB; 511,000 cases, 150,000 deaths estimated in 2007)  
 18 has a case-fatality rate of 294 per 1000 affected individuals,  
 19 and extensively drug-resistant tuberculosis (XDR-TB; 50,000  
 20 cases and 30,000 deaths estimated in 2007) has a case-fatality  
 21 rate of 600 per 1000 affected cases. This means 1.13 daily  
 22 deaths in Mexico and 0.1 in the rest of the world for H1N1 and  
 23 410.9 and 82.2 daily deaths, respectively, for MDR-TB and  
 24 XDR-TB. (Migliori et al., 2009: 2108)

25 The unstated implication of the simple empirical contrasts was  
 26 to point up the injustice of making H1N1 a priority ahead of the  
 27 big global killers: an injustice that was ultimately about economic  
 28 inequality itself insofar as it was about prioritizing a disease that  
 29 might effect the wealthy rather than other diseases that already  
 30 effect the poor. However, in making their contrast with reference  
 31 to case fatality ratios and pointing to the 1.13 daily deaths due to  
 32 H1N1 in Mexico in mid 2009, the *Lancet* letter writers were also  
 33 working with H1N1 data that was itself beset by yet other  
 34 questions and interpretative challenges relating to inequality.

35 Early observations of contrasting fatality rates between Mex-  
 36 ico and the US were, as we have already seen, a part of the initial  
 37 outbreak narrative (see also Bosely, 2009). Countering the rush to  
 38 pathologize Mexico, however, Julio Frenk (the dean of Public  
 39 Health at Harvard and former Mexican health minister) argued  
 40 that the high reported numbers of fatal cases in Mexico could  
 41 instead be interpreted as an indication of an efficient and  
 42 transparent surveillance system in the country (Frenk, 2009).  
 43 Meanwhile, at the same time, in many other parts of the Global  
 44 South, under-reporting and under-ascertainment of the denomi-  
 45 nator in the case fatality ratios were more likely a reflection of  
 46 underfunding for public health surveillance that in turn made it  
 47 hard to assess the actual number of cases. The WHO guidance on  
 48 complying with the new global health regulations acknowledged  
 49 as much in noting the challenges vis-à-vis reporting H1N1 (albeit  
 50 in the apolitical bureaucratic language of reporting rubrics).

51 Countries without a designated National Influenza Center,  
 52 with no ongoing influenza surveillance activities and with no  
 53 laboratory capacity to diagnose the pandemic H1N1 2009  
 54 influenza virus should collect representative samples from  
 55 clinically compatible cases from newly affected areas and  
 56 among severe cases (WHO, 2009a, 2009b).

57 The “should” here no doubt reflected a certain amount of  
 58 wishful thinking about what might be possible for the world’s  
 59 poorest countries. Thus, in places without a National Influenza  
 60 Center and no surveillance and laboratory capacity the inability  
 61 even to measure risk from influenza turned itself into another  
 62 indication of inequality.

63 For all the above reasons it was (and remains) very hard to  
 64 determine comparative case fatality levels for H1N1 at a global  
 65 scale (for a rigorous overview of the statistical pitfalls see Garske  
 66 et al., 2009; and for further commentary on the divergent  
 67 methodologies used in different national contexts, see Giles-  
 68 Vernick and Craddock, 2010). The WHO summarized that most  
 69 countries were estimating that their true CFRs were <0.5%  
 70 (WHO, 2009c), but, like researchers in the UK (Donaldson, 2009)  
 71 and the US (HSS, 2009; CDC, 2011), it continued to caution about  
 72 the case denominators being difficult to estimate because of the  
 73 under-reporting of influenza. India’s Ministry of Health similarly  
 74 urged caution in 2010, even as it reported extremely high H1N1  
 75 CFRs for certain Indian states (Indian Ministry of Health, 2010).  
 76 And elsewhere in Asia a WHO report on the Western Pacific  
 77 region (including most of Asia and the South Pacific) also advised  
 78 against reading too much into comparative CFRs, saying that  
 79 Singapore’s high CFR was due to “selection bias,” at the same time  
 80 as noting that the high ratios for Cambodia and Mongolia required  
 81 “closer scrutiny” (WHO-WPR, 2009).

82 While poor countries struggled to provide reporting and  
 83 disease surveillance with beleaguered public health systems,  
 84 wealthy individuals in more privileged contexts sought to buy  
 85 themselves personalized and privatized risk management with  
 86 online geo-surveillance tools: tools that thereby repeated virtu-  
 87 ally the material geographical enclaving highlighted by Gandy.  
 88 There was, as the adverts say, an ‘app’ for that. An iPhone  
 89 application known as ‘*Outbreaks Near Me*’, was one of the most  
 90 remarkable public health innovations to come out of the global  
 91 response to the pandemic: a radically localizing, marketizing and  
 92 individualizing disease surveillance technology. Not near us, not  
 93 near our nation-state, but ‘near me’, the application promised  
 94 users GPS-enabled alerts on when an outbreak might be occurring  
 95 in their personal vicinity. In addition the app also offered  
 96 consumers the opportunity to become disease detectives them-  
 97 selves by being the first to spy and report signs of an outbreak.  
 98 “You will get credit as a disease detective,” the ad on iTunes  
 99 explained, “and your find will be featured on Health Maps  
 100 website ([www.HealthMap.org](http://www.HealthMap.org)).” Here the traditional state  
 101 authority over the production of surveillance data and the map-  
 102 ping of public health geography was being usurped by an upstart  
 103 example of Web 2.0 or Neo-Geo cartography (Sparke, 2011). And  
 104 the result was in turn being advertized to the consuming classes –  
 105 those that could afford to purchase iPhones, pay the monthly fees,  
 106 and invest effort in reviewing and installing apps – to buy their  
 107 way in to the electronic and hence mobile equivalent of a  
 108 privileged health citizenship enclave.

109 The transformations in traditional state health surveillance  
 110 represented by the *Outbreaks Near Me* app went further than this.  
 111 It not only indexed a societal challenge to the formal scientific  
 112 surveillance role traditionally reserved for the state in mapping  
 113 the movement of disease in space. By being wired to other online  
 114 technologies such as *Google Flu Trends Tracker*, the challenge to  
 115 traditional public health surveillance by the state was also about  
 116 time as well space. The Google tool uses algorithms based on  
 117 correlations between specific search query entries and historic  
 118 state surveillance data to generate speedier real time ‘syndromic  
 119 surveillance’ than state agencies can provide with their depen-  
 120 dence on the lab-testing of swabs taken in clinics (Ginsberg et al.,  
 121 2009). Critical empirical questions have subsequently been asked  
 122 about the accuracy of Google Flu Trends’ algorithmic surveillance  
 123 results (Ortiz et al., 2011). Nonetheless, there can be no doubting  
 124 that the need for speed indexed by both the Google tool and the  
 125 *Outbreaks Near Me* app illustrate a very real interest on the part of  
 126 technology companies in providing their consumers with accel-  
 127 erated as well individualized access to information. In this sense,  
 128 these so-called neo-geo technologies were also simultaneously

1 serving as neoliberal technologies too: technologies that reflect  
 3 the wider neoliberalization of citizenship, and which as such are  
 5 not aimed at national citizens or national health administrators in  
 7 the manner of traditional public health communications, but  
 rather targeted more narrowly at the kinetic elites of a hyper-  
 mobile and, for the elites at least, post-national global era  
 (Mitchell, 2004, 2007; Sparke, 2009b).

9 The wealth inequalities associated with the market-led neo-  
 liberalization of citizenship more generally have led to the devel-  
 11 opment of many other technologies geared to servicing the  
 mobility needs of the business class. Like the systems that use  
 13 biometrics to facilitate fast-track clearance at borders and airport  
 checkpoints, the privatization and individualization of high-speed  
 15 disease surveillance also represents an adaptation of state admin-  
 17 istration in the interests of making space more navigable for a  
 subset of privileged consumers who can afford the technological  
 19 fast lanes and VIP services (Amoore, 2009; Häkli, 2007). And  
 precisely because they use expensive biometrics and biosecurity  
 21 technology to manage risk, these developments have not only  
 elevated a form of twenty-first century neoliberal citizenship over  
 23 twentieth-century liberal citizenship – a transformation which  
 we can theorize following Foucault (2008) as the privileging of  
 25 personalized forms of 'biological citizenship' over collective  
 'biopolitical citizenship' (Rose and Novas, 2005) – they have also  
 27 at times directly undermined collective health citizenship too. It  
 maybe because of the effects of liberalized mobility on the  
 29 traditional sanitary borders of the nation-state, or it maybe  
 because public health budgets are redirected to pay for the risk-  
 31 managing technologies designed to pre-clear the privileged, but  
 in these and other ways, the promise of biological risk manage-  
 33 ment for a class of privileged, albeit neurotic, biological citizens is  
 predicated on the exclusion and heightened vulnerability of  
 others (cf. Budd et al., 2011; Isin, 2004; Braun, 2007).

35 Beyond all the challenges to traditional national-state biop-  
 olitics, yet another feature of the unequal risk management  
 37 opportunities made manifest by H1N1 related to what people  
 were able to do *with* the fast flows of information coming from  
 39 state and non-state agencies alike. On the one side, the idealized  
 fast track consumers of the *Outbreaks Near Me* app could simulta-  
 41 neously link online to other mapping tools geared to providing  
 information on where to find local pharmacies and clinics with a  
 43 reliable supply of vaccines. On the other side, the risk manage-  
 ment options available to working class citizens suffering from flu  
 45 symptoms were instead reduced to the very opposite of internet-  
 enabled enclaving: namely, going to work sick. In contexts where  
 47 sick leave options have been widely curtailed by the neo-liberal-  
 ization of the labor market – including innovations in post-  
 49 Fordist flexibility such as 'temping' – workers with influenza had  
 little choice but to go to work and share their illness with others  
 51 (cf. Major, 2008). "Glynndana Shevlin awoke Oct. 30 with a runny  
 nose and scratchy throat, worried she might have the flu,"  
 53 reported the *LA Times*.

55 "But the full-time food and beverage concierge at the Disney-  
 land Hotel in Anaheim has no paid sick days, and if her  
 57 absences stack up, she faces discipline. So like many others  
 in the service industry, Shevlin, 49, weighed her options and  
 59 Q6 reported to work sick" (Hennessy-Fiske, 2009).

61 The widespread lack of sick leave at the bottom end of  
 America's highly unequal labor market in turn undermined the  
 63 administration's announcement that the flu's status as a national  
 emergency meant that all citizens should stay home when ill. And  
 65 addressing these contradictions in the US Congress, Senator Chris  
 Dodd suggested to fellow lawmakers that the economic plight of  
 57 million Americans without sick leave had put the US in

a similar situation to some of the world's poorest countries 67  
 (international inequalities here being invoked rhetorically by 69  
 Dodd to underline the dangerous impact of inequalities within 71  
 the US). "We're in the company – and I say this respectfully of 73  
 these countries – of Lesotho, Liberia, Papua-New Guinea and 75  
 Swaziland. Those countries and the United States are the five that 77  
 don't have paid sick leave," Dodd said (quoted in AFP, 2009). 79  
 What Dodd did not say, but something that could have been 81  
 easily added to his argument, was that another more biomedical 83  
 form of risk management was also limited in the US for some of 85  
 the same reasons as it was radically curtailed in poor countries 87  
 globally: namely the use of vaccines and anti-virals. 89

### 3. Inequalities in access to medicines 81

83 Questions concerning production and distribution of resources  
 such as vaccines and drugs during epidemics extend beyond  
 85 underserved communities.... [The] current global regulatory  
 mechanisms protecting pharmaceutical industries have driven  
 87 prices of vaccines and antivirals up, diminished possibilities  
 for collaborative production, and made it exceedingly difficult  
 89 to manufacture cheaper generic versions. The result is that  
 inequities in resource allocation occur between countries as  
 well as between subgroups within countries (Giles-Vernick  
 and Craddock, 2010: 283). 91

93 The most glaring inequalities in access to medicine revealed by  
 the H1N1 pandemic occurred at a global scale. Early on in the  
 95 crisis as wealthy countries scrambled to build-up stock-piles and  
 secure advance purchase agreements with drug companies, the  
 97 injustices involved were widely noted. Lawrence Gostin, a leading  
 legal scholar of global health, put the problem like this: 99

101 Stockpiling by the rich, of course, leaves poor countries in  
 Africa, Asia, and Latin America much more vulnerable. ...  
 103 Serious questions of global social justice arise when wealth,  
 rather than need, becomes the primary allocation criterion.  
 The maldistribution of vaccines in the face of a global health  
 105 crisis will only widen the already large health gap between  
 rich and poor (Gostin, 2009b). 107

109 As well as the basic inequalities in ability to pay for patent-  
 protected prophylaxis and treatment, a related problem affecting  
 access was the privileging of countries in which drug companies  
 111 are based. Sangeeta Shashikant of the *Third World Network* issued  
 a statement highlighting the obvious and unfair underside of this  
 113 uneven global distribution of vaccine and anti-viral production  
 capacity.

115 The swine flu outbreak is a stark reminder that if a deadly  
 117 pandemic were to develop, there will be a desperate fight over  
 limited supplies of anti-viral treatments and vaccines, in  
 119 which the developing countries will be at a vast disadvantage.  
 Today more than 90% of the global capacity for vaccine  
 121 manufacturing is located in Europe and in North America.  
 Developed countries through 'advance purchase agreements'  
 123 with manufacturers have already reserved a good portion of  
 the limited current manufacturing capacity. Thus in the event  
 125 of a pandemic, the world would be several billion doses short  
 of the expected demand (Sashikant, 2009). 127

129 Interconnected with the access problems created by economic  
 inequality was a global governance problem too: namely, the  
 131 difficulties facing the WHO in establishing a more equitable  
 tissue-and-vaccine sharing system in response to the complaints  
 133 started by Indonesia and joined by most other developing  
 countries. As we have noted already, these complaints highlighted

1 the basic injustice of asking poor countries to share disease  
 2 samples with global laboratories in the name of surveillance  
 3 while allowing the same laboratories to develop patented vac-  
 4 cines for which poor countries could never afford to pay. Thus as  
 5 it began to wrestle with global drug access injustices, the WHO  
 6 had to deal with three interconnected inequalities at the same  
 7 time—inequality in ability to pay, inequality in ability to access  
 8 drug production capacity, and inequality in the ability to benefit  
 9 from sharing tissue. Led by Margaret Chan, the WHO did never-  
 10 theless try to come to terms with the resulting injustices. “It is my  
 11 job,” she said, “to do whatever is possible to ensure that devel-  
 12 oping countries are not left without protection.... An influenza  
 13 pandemic is a global event that calls for global solidarity.”  
 14 However by November 2009, these calls had only led to the  
 15 donation of 200 million doses for 95 countries with well over  
 16 2 billion people, in other words, barely enough for one in ten. This  
 17 clearly compared poorly and very unequally with the 250 million  
 18 doses already purchased by the US by the end of 2009, or  
 19 Germany’s 50 million, or France’s 94 million; and as a reporter  
 20 writing for *Science* critically concluded, such inequalities hardly  
 21 looked like ‘global solidarity’ (Enserink, 2009). And attuned to  
 22 such shortcomings, similar concerns were subsequently echoed  
 23 by the *Third World Network*, the *Peoples Health Movement* and  
 24 other NGOs in their more critical comments on the WHO’s 2011  
 25 Pandemic Influenza Preparedness Framework (Saez, 2011). In the  
 26 end H1N1 therefore showed that the concerns originally raised by  
 27 Indonesia with regard to H5N1 samples and benefits remained  
 28 justified: that poor countries with no domestic production capa-  
 29 city were effectively reduced to being pandemic canaries in the  
 30 cloudy mineshifts of global influenza surveillance (Khoon, 2010;  
 31 Lowe, 2010). Included in terms of data collection but simulta-  
 32 neously excluded in terms of effective biomedical protection, they  
 33 represent a global health version of what scholars of develop-  
 34 mental inequality call ‘adverse incorporation’ (Mosse, 2010).

35 Inequalities also came to shape access to medicines within  
 36 countries too. In the US where the CDC’s Advisory Committee on  
 37 Immunization Practices (ACIP) had identified five target groups  
 38 for priority vaccination – including children, people in close  
 39 contact with infants, emergency first responders, and people with  
 40 high risk medical conditions – a major scandal erupted when it  
 41 was discovered that leading investment banks and other large  
 42 corporations had received early and disproportionately large  
 43 allotments even as vaccine shortages continued for hospitals.  
 44 New York City health officials acknowledged thus that Goldman  
 45 Sachs and Citigroup had received much larger shares of what they  
 46 had requested than Memorial Sloan Kettering Cancer Center  
 47 (Anderson, 2009). Given the popular discontent with the invest-  
 48 ment banks in the context of the global financial crisis, this  
 49 additional indication of their privileged position atop a steeply  
 50 stratified US society was widely noted. It even led to a *Saturday*  
 51 *Night Live* skit highlighting the underlying epidemiology of  
 52 inequality involved. “Can you not read how mad people are at  
 53 you?” demanded Amy Poehler, on the show. “When most people  
 54 saw the headline ‘Goldman Sachs Gets Swine Flu Vaccine,’ they  
 55 were super happy until they saw the word ‘vaccine.’” To which  
 56 her co-host Seth Meyers added: “Also, Centers for Disease Control,  
 57 you sent the vaccine to Wall Street before schools and hospitals?  
 58 Really!?! Were you worried the swine flu might spread to the  
 59 Hamptons and St. Barts? These are the least contagious people in  
 60 the world. They don’t even touch their own car-door handles.”

61 The jibes about investment banks may well have made for good  
 62 gag lines on TV, but they pointed to serious underlying issues  
 63 about inequality. As Lawrence Gostin had anticipated, “the private  
 64 market may still privilege the rich and politically connected in  
 65 gaining access, particularly if the virus becomes more pathogenic  
 and consumer demand is strong” (Gostin, 2009b). At the same

time, and at the other end of the socio-economic spectrum, many  
 poor and vulnerable workers in the low-wage contingent work-  
 force in the US were slipping through the net of treatment  
 altogether (Mastroianni, 2009). Even though many might have  
 qualified for priority vaccination, and even though US government  
 purchases were meant to make vaccines free at the point of  
 delivery, the same economic inequalities that forced people to go  
 to work sick often combined with other obstacles such as immi-  
 gration status to make treatment an impossibility. These sorts of  
 vulnerable (non-)patients were also made more vulnerable by the  
 redirection of public health budgets to pay for H1N1 prevention  
 and treatment too, and, in the UK context, this added burden on  
 primary care trusts led at least 16% of them to cut other health care  
 services (Community Practitioner, 2010).

The budget straining government purchases of medicines were  
 in turn tied in the US and elsewhere to yet another set of  
 inequalities associated with the expansion of corporate influence:  
 namely the neoliberal policies that systematically make govern-  
 ments and citizens take on risks and responsibilities at the same  
 time as business is freed-up to focus on profit-making. H1N1  
 made this unequal distribution of risk and reward especially clear  
 insofar as many of the costs associated with both vaccine  
 deployment and the stock-piling of anti-virals were taken on by  
 governments and their citizens at the same time as the stocks of  
 the major drug companies saw big boosts from the government  
 guaranteed sales (Padlock, 2009). “Investors can make money and  
 avoid losses when it comes to swine flu,” explained Jason Kantor,  
 analyst at RBC Capital. “The secret is to own companies that will  
 benefit directly regardless of the outbreak’s severity” (quoted in  
 Krantz, 2009). And the public governmental secret behind this  
 private profiteering secret was that governments were so anxious  
 to respond to public fears about H1N1 and so blindly optimistic  
 about the ability of business to deliver that they gave drug  
 companies everything they wanted in terms of both guaranteed  
 profits and liability protection (Ehrenreich, 2009; Jefferson,  
 2009). As numerous stock market advisories therefore suggested,  
 increased earnings could be expected based on increased anxie-  
 ties about the flu – and for the same reason a new “RXFLU index  
 was started to track stocks for investors seeking to bet on the  
 industry. It should be noted, though, that an important global  
 corollary (and inequality) vis-à-vis this pattern of public strain  
 and private gain was that the Indian drug manufacturer Cipla did  
 not benefit from US sales of Antiflu, its cheap generic version of  
 the Tamiflu anti-viral sold by Roche. Worries about H1N1 were  
 not enough, it seems, to force the US government to issue a  
 compulsory license overriding Roche’s patent on Tamiflu (NPR,  
 2009).

In the EU context still more critical questions have subse-  
 quently been raised about the degree to which government  
 decisions and the WHO’s own declaration of a pandemic may  
 have themselves been influenced by the profit-making interests  
 of the pharmaceutical industry. A special report to the Council of  
 Europe by the British MP Paul Flynn noted “grave shortcomings”  
 in the transparency of the decision-making process and “concerns  
 about the possible influence of the pharmaceutical industry on  
 some of the major decisions relating to the pandemic.” It noted  
 further that the EU parliamentary assembly was also:

particularly troubled by some of the consequences of decisions  
 taken and advice given leading to distortion of priorities of  
 public health services across Europe, waste of large sums of  
 public money, and also unjustified scares and fears about  
 health risks (Flynn, 2010).

Similarly, a joint investigation by the *British Medical Journal*  
 and the Bureau of Investigative Journalism uncovered evidence

1 that raised what the authors, Deborah Cohen and Philip Carter,  
 3 describe as “troubling questions about how the WHO managed  
 conflicts of interest.”

5 Was it appropriate for WHO to take advice from experts who  
 had declarable financial and research ties with pharmaceutical  
 7 companies producing antivirals and influenza vaccines? Why was  
 key WHO guidance authored by an influenza expert who had  
 9 received payment for other work from Roche, manufacturers of  
 oseltamivir, and GlaxoSmithKline, manufacturers of zanamivir?  
 (Cohen and Carter, 2010a)

11 These questions have in turn led to yet others over the actual  
 approval process and effectiveness of the antivirals (Epstein, 2011).  
 13 Answers to all these questions about corporate influence will no  
 doubt continue to be debated (cf. Barry, 2010; Butler, 2010; Chan,  
 15 2010; with Cohen and Carter, 2010b). However at least two  
 significant lessons can already be drawn about the ways in which  
 17 market forces came to distribute the costs and benefits of biome-  
 dical risk management in unequal ways in response to H1N1. First,  
 19 the reputation of public health institutions and the reliability of  
 public health advice was undermined to the extent that national  
 21 and global agencies allowed drug companies to shape policy  
 priorities. Second, public health defenses at the level of biomedical  
 23 preparedness were also undermined when governments ceded  
 authority to drug companies over the reliability, speed and quality  
 25 of production (Pollack and McNeil, 2009). When Kathleen Sibelius,  
 the US Health and Human Services secretary, complained in this  
 27 regard about having to rely on the over-optimistic delivery  
 promises of private vaccine manufacturers, she also showed that  
 29 even the US government was unable to force the companies to  
 invest in new research and development that might make vaccines  
 31 cheaper, more reliable and quicker to produce (Ehrenreich, 2009).  
 Meanwhile, in the case of antivirals something else threatens to  
 33 undermine biomedical preparedness still more: namely, the evolu-  
 tion of new antiviral resistant strains of the flu, whether by  
 35 spontaneous mutation, or by ‘drug selection’ due to mass use in  
 rich country populations such as Japan, or prohibited use in  
 37 industrial agriculture (Hatakayama et al., 2007; Moscona and  
 McKimm-Breschkin, 2007; Sipress, 2005; Van der Vries, 2010;  
 39 WHO, 2005). Roche itself may well be more nervous about the  
 lifespan of the Tamiflu patent or the political criticism of its  
 41 involvement in WHO pandemic preparedness planning, but the  
 deeper risks posed to the public involve the decreasing effective-  
 43 ness of oseltamivir as a tool of saving lives. And this, as we shall  
 now see, is just one of many examples of how the viral evolution of  
 45 flu itself encodes the political-economic ties and tensions of  
 market-led globalization.

#### 4. Inequalities encoded in the virus ecology

51 Factory practices provide what seems to be an amenable  
 environment for the evolution of a variety of virulent influen-  
 53 zas, including pandemic strains. Swine flu H1N1, the most  
 recent example arising early 2009 appears by definition  
 55 industrial in origin. The closest ancestor for each of this  
 H1N1's eight genomic segments is of swine origin. The  
 57 segments have been identified as originating from different  
 parts of the world: neuraminidase and the matrix protein from  
 59 strains circulating in Eurasia, the other six from North Amer-  
 ica. No small farmer has the industrial capacity necessary to  
 61 export livestock of any consequence across such long dis-  
 tances, nor the market entree livestock influenzas need to  
 63 spread through international commodity chains (Wallace,  
 2009a: 924).

65 In a brilliant path-breaking article on what he calls the  
 ‘political-virology of offshore farming’, Robert Wallace provides

a detailed microbiological account of how the political-economy 67  
 of globalization becomes encoded at a molecular scale in the 69  
 breeding of new viral reassortments. His own analysis of influ- 71  
 enza as “a case study in the inadvertent biotic fallout of efforts 73  
 aimed at steering animal ontogeny and ecology to multinational 75  
 profitability” (2009: 919) is focused on H5N1. Nevertheless, his 77  
 account of how the micro-mutations of influenza are linked to the 79  
 macro-mutations of market-led global change also offers critical 81  
 analytical insight into the evolution of H1N1 too. Central in this 83  
 respect are three nested geographies: the geography of the 85  
 factory farm, the geography of the factory zone of southern China, 87  
 and the geography of a global economy predicated on the 89  
 inequalities that make off-shoring low wage production to factory 91  
 farms and factory zones so profitable. Initially this might sound 93  
 like another geography of blame. But unlike the blaming of 95  
 Mexico as H1N1's origin, Wallace's relational approach to the 97  
 nested geographies that are influenza's “greater context” takes us 99  
 in a much more critical geographical direction: a multifactorial 101  
 geo-graphical direction that illustrates how complex patterns of 103  
 inequality amidst interdependency are implicated in the evolu- 105  
 tion of influenza as well as in the unequal distributions of blame, 107  
 risk management and treatment for H1N1 charted in the previous 109  
 sections (on geography in this sense see Sparke, 2005). 111

In terms of the factory farm, Wallace's account offers more 113  
 microbiological evidence for the role played by “the supply of 115  
 susceptibles” (2009a: 921) in other accounts of the threats posed 117  
 by industrial agriculture. In her own counter-narrative to the 119  
 ‘blame Mexico’ meta-narrative, for example, Garrett had effec- 121  
 tively suggested that the real place to blame is the “strange 123  
 ecology we have created to feed meat to our massive human 125  
 population” (Garrett, 2009). Focusing in on this strange ecology 127  
 with a microbiologist's attention to evolutionary mechanisms, 129  
 Wallace in turn offers us a compelling account of why breeding 131  
 billions of animals in factory farms also breeds highly virulent 133  
 influenza too. “As long as there are enough susceptibles to infect,” 111  
 he explains, “a virulent phenotype can work as an evolutionary 113  
 strategy” (2009a: 921). Historically this has not happened so 115  
 much because highly virulent versions of viruses tend to kill off or 117  
 damage their hosts before transmission occurs. However, if this 119  
 natural selection cap on virulence is removed by supplying vast 121  
 numbers of susceptibles in close quarters – which is exactly what 123  
 is done with pigs and chickens in factory farms – it enables much 125  
 more virulent virus strains to evolve. Moreover, given that these 127  
 factory farms put a profit-making premium on shortening the 129  
 turnover time it takes to prepare animals for slaughter, they also 131  
 create an evolutionary imperative to select out viral strains that 133  
 reach their transmission thresholds with increasing speed too.

Factory farms are now found all over the world. Amidst this 115  
 globalization of corporate agriculture, though, certain sites stand 117  
 out as regional incubators of accelerated viral evolution. In 119  
 Wallace's account of influenza's recent metamorphoses, it is the 121  
 rapid industrialization of the factory farms of the global industrial 123  
 factory that is southern China that are central in this regard. 125  
 “In reorganizing its stockbreeding industries under the American 127  
 model of vertically integrated farming,” he says, “Chinese farming 129  
 helped accelerate a phase change in influenza ecology, selecting 131  
 for strains of greater virulence, wider host range and greater 133  
 diversity” (2009a: 929). Seroepidemiology and phylogeographic 115  
 studies of global agricultural commodity chains point in this 117  
 direction too, he argues (2009a: 923), as do other accounts of 119  
 changes to both the physical and human geography of the 121  
 Guangdong region produced by rapid economic growth 123  
 (e.g. Davis, 2005). These changes include: the transformation of 125  
 traditional farming land into industrial land; the destruction of 127  
 traditional wetlands; the development of dense human housing 129  
 close to even more densely packed CAFOs; and the constant 131  
 133

1 movement into and out of the region of large numbers of both  
2 migrant birds and low income migrant workers (cf. Martin et al.,  
3 2011). The regional result is that:

5 What we find in southern China today for influenza is neither  
6 effortlessly remade independent of history nor enslaved to a  
7 static past. The region has neither been unconnected from the  
8 rest of the world nor had its specificities erased by a wave of  
9 recent generic globalization. The socioecological environment  
10 in which influenzas are evolving there is the complex and  
11 layered product of past and present, of global and local. The  
12 causes of emerging influenzas in southern China today are  
13 threads which may bind many places, peoples, and times  
14 together, though never evenly, and in a place-specific way. In  
15 other words, southern China's role as a primary influenza  
16 epicenter is far from inherent, instead arising from a contin-  
17 gent confluence of local and global factors in what the  
18 geographer David Harvey would call an 'active moment' in  
19 spatial configuration. (Bergmann et al., 2010)

21 We still do not have an adequate map of all the other  
22 epicenters that may have been involved in the evolution of  
23 H1N1. Nevertheless, the place of southern China in the broader  
24 evolution of new influenzas is important to note if for no other  
25 reason than to contextualize the tough response taken by Chinese  
26 authorities to H1N1. Spurred by heightened anxiety about influ-  
27 enza as well as by criticism of their handling of the SARS  
28 outbreak, they responded to H1N1 with a government sponsored  
29 vaccine development program using a new cell-culture  
30 method—a more research intensive method that the big western  
31 drug manufacturers were not obliged to invest in by western  
32 governments (Ehrenreich, 2009). Addressing other feedback loops  
33 in the region, Wallace suggests that earlier Chinese attempts to  
34 manage avian flu with mass vaccinations may be forcing yet  
35 further viral evolution in more untreatable directions. But for a  
36 human population dealing with H1N1 these dynamics vis-à-vis  
37 vaccines (unlike anti-virals) are not subject to the same massive  
38 evolutionary acceleration produced in factory farms. And so the  
39 Chinese effort to develop and deliver vaccines independent of the  
40 IP constraints surrounding western medicines seems like a way of  
41 shielding the country's citizens from at least one set of market-  
42 made inequalities and dangers.

43 In any event, criticizing China instead of Mexico is not the  
44 lesson of Wallace's work. This is why it is not another geography  
45 of blame, and nor does it ontologize a border between spaces of  
46 disease emergence and disease management (cf. Shaw et al.,  
47 2010). Instead Wallace's approach draws on Harvey's argument  
48 about the ongoing production of space in order to suggest that the  
49 whole factory zone of the Guangdong region be itself understood  
50 as a transitory spatial fix of much broader globe-spanning  
51 capitalist processes (Harvey, 2006). The main point therefore is  
52 that the Chinese 'phase change' in influenza's ecology cannot be  
53 understood without contextualizing the transformation of Guang-  
54 dong within the broader imperatives of global capitalism. These  
55 consist of systemic forces such as WTO rules, IMF insistence on  
56 the removal of agricultural subsidies, and the ongoing search for  
57 cheap inputs into commodity chains through outsourcing to low  
58 wage and low environmental protection places of production.  
59 Amidst all these global dynamics more specific illustrations of the  
60 global ties include the role played by global industrial farming  
61 conglomerates such as the CP Group, and, as Davis (2005) points  
62 out in his own critical geographical account of H5N1, following  
63 the linkages of companies such as CP leads all over the world to  
64 "multiple epicenters" (p. 89) of influenza breeding, including back  
65 to North America and the mega-farms of North Carolina where,  
66 Davis explains, H1N1 also has a historical-geography.

Finally, and not unrelatedly, it also should be noted here – given  
the account offered above of inequalities in access to H1N1  
vaccines – that Goldman Sachs has also been one of the specific  
global businesses profiting from investments in industrial farming  
in China. As Wallace notes: "The firm adeptly moved out of high-  
risk US mortgages and, during a global food crisis, into the brave  
new world of offshore farming in China" (2009a: 932). The fact that  
the same firm was also very adept at securing itself protection  
from the H1N1 pandemic would seem to illustrate therefore the  
much broader pattern of inequality involved in privately profiting  
from risk at the same time as externalizing its dangers and  
offloading its costs on to other people, places and governments.

## 5. Conclusions

Following Wallace, and yet also following Virchow whose  
exemplary innovations in the epidemiology of inequality began  
this article, we must note in conclusion that today's equivalents of  
hot stoves and Christmas apples – in short, all the diverse  
consumer goods, components and food coming out of the fac-  
tories and factory farms of southern China – are no less connected  
to the production of disease. However, instead of ship hands  
suffering from cholera, today's victims of inequality-induced  
affliction are much more diverse and diversely situated, their  
relationships back to exploitative commodity production chains  
not always being so obvious as in Virchow's time. As the  
preceding pages have shown, H1N1 exposed a telling sampling  
of this diversity.

The pandemic highlighted first of all how poor countries and  
poor people are easily blamed for diseases which instead have  
global roots and routes. It showed how an awareness of inequality  
nevertheless helps the geographers of blame to identify border-  
crossing carriers as blameworthy subjects. It revealed in turn how  
inequalities also structured risk, the calculation of risk, and, most  
of all, the ability to respond to and manage risk from the  
pandemic. As part of these inequalities shaping response capacity,  
unequal access to medicines both globally and within nation-  
states was also clearly illustrated by the scramble to stockpile  
H1N1 vaccines and antivirals. And finally reflecting on the  
evolution of new multidrug resistant strains of influenza led us  
into the still more extensive and far-reaching ways in which the  
same processes of neoliberal globalization that produce inequality  
are also helping to produce still more virulent and pathogenic  
viral reassortments in places such as southern China.

In short, H1N1 taught us multiple lessons about the epi-  
demiology of inequality, but like the struggling public health  
systems in the developing world for which compliance with  
influenza sampling is an unfunded mandate that only benefits  
other people in other more wealthy countries, we remain in a  
tragically poor position to act on any of the lessons.

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