



One Year after the Quebec City Summit of the Americas

A Progress Report from the Chair

Just over a year after the Third Summit of the Americas, the 34 countries of the Americas, individually and collectively, have already delivered on major commitments made by Leaders in Quebec City in April 2001. In spite of significant political instability and severe economic problems in parts of our hemisphere, they succeeded in maintaining the Summit implementation process on track. The last 14 months have been a real credibility test for the Summit process. Not only did countries have to live up to the promises made by our Leaders in Quebec City, but they also had the ultimate challenge of keeping the hemispheric agenda alive and relevant in a rapidly changing international context. Those who predicted that hemispheric cooperation would be put in abeyance as a result of the tragic events of September 11 have been proven wrong. Now, more than ever, the hemispheric agenda remains a priority for all countries of the Americas. As Chair of the Summit of the Americas process, Canada strongly believes that this continued commitment will keep the hemisphere united and well-positioned to respond to challenging times.

A Flexible Agenda Adapted to a Changing Reality

The Summit implementation process has an impressive track record, especially given the convergence of difficulties that the Americas have faced since April 2001. In fact, no hemispheric meetings on Summit implementation have been cancelled as result of political and economic difficulties. Part of the success of the implementation process lies in the very nature of the hemispheric project. The *Declaration of Quebec City* and *Plan of Action* have already proven to be sufficiently comprehensive in scope, and practical and flexible in nature, to readily adapt to a changing reality.

This feature has allowed countries of the region to accelerate initiatives at the hemispheric level aimed at fighting terrorism. In Lima, Peru on September 11, the very day that democratic values were under attack by terrorists, OAS Foreign Ministers adopted and signed an *Inter-American Democratic Charter* aimed at strengthening the protection of democracy in the hemisphere. Based on the principle of hemispheric solidarity, Organization of American States (OAS) Foreign Ministers also passed, by acclamation, on September 21, a resolution calling for the convening of the Inter-American Committee Against Terrorism (CICTE). They identified urgent actions aimed at strengthening hemispheric cooperation to prevent, combat and eliminate terrorism. The resolution also called upon the OAS to prepare a draft *Inter-American Convention Against Terrorism* for adoption at the OAS General Assembly in Barbados, June 2-4, 2002. Finally, they agreed to hasten the preparations for the Special Conference on Security, which Mexico has offered to host in 2003.

Consistent with the spirit of the Quebec City Summit, efforts to promote and enforce basic democratic principles across the region have generated compelling results. The *Inter-American Democratic Charter* was invoked for the first time on April 13, 2002, in response to the alteration of constitutional order in Venezuela. Furthermore, OAS member states issued a resolution that encouraged the Government of Venezuela to uphold the essential elements of democracy as outlined in Articles 3 and 4 of the Charter. The resolution also instructed the Permanent Council of the OAS to report on the situation in Venezuela at the OAS General Assembly in Barbados.

On another, earlier occasion, invocation of the *Charter* was considered due to the deteriorating situation in Haiti. Instead, the OAS Permanent Council decided other measures were more appropriate under the circumstances, and adopted Resolution 806. This resolution called upon the OAS to deploy a new mission to Haiti with a stronger mandate, one that includes the participation of the Inter-American Commission on Human Rights. Well-defined deadlines were also established, including a progress report to the OAS General Assembly in Barbados.

The responses toward Venezuela and Haiti signal a collective will to remain on the democratic path regardless of the challenges ahead. They also establish a precedent regarding how to respond in the future, should another constitutional crisis threatening the democratic order emerge.

Countries of the region have also maintained their focus on other equally substantive matters. They have shown sustained commitment to the Free Trade Area of the Americas (FTAA) process. If anything, the events of September 11 and its aftermath have exemplified how the FTAA can be a critical engine for economic growth and a means for restoring the confidence of foreign investors throughout the hemisphere. While smaller economies voice increasing concerns about their future under the FTAA, trade negotiations have been progressing steadily since April 2001. Vice-Ministers met in Venezuela on April 24-26, 2002, and again on May 12-13, 2002 in Panama to finalize instructions to Negotiating Groups regarding the methods and modalities for market access negotiations. FTAA negotiating groups now have adequate instructions, and have begun market access negotiations within five areas (industrial goods, agriculture, investment, services, and government procurement), in accordance with Ministers' instructions.

However, and even perhaps more importantly, Summit countries have kept sight of their common endeavour to put forward a coherent and balanced agenda. The Summit implementation process now almost covers the whole spectrum of economic and social issues, and has yielded significant results in several areas, including health, environment, labour, disaster preparedness, energy, mining, transport, inter-parliamentary cooperation, cultural diversity, justice, agriculture, connectivity and telecommunications. In March 2002, for example, Ministers of Health and Environment met in Ottawa to explore ways of moving the environmental health agenda forward, and discussed concerns such as clean air and water, basic environmental sanitation and the health implications of natural disasters. In October 2001, Ministers of Labour also met in Ottawa and put together a concrete *Plan of Action* to advance cooperation on labour. The Inter-Parliamentary Forum of the Americas (FIPA) met for a second time in Mexico on March 13-14, 2002, to discuss terrorism, border issues, migration, organized crime and the FTAA. On the drugs front, the Multilateral Evaluation Mechanism (MEM), developed

after the 1998 Santiago Summit under the chairmanship of Canada, is becoming a solid example of how multilateral cooperation can achieve the aim of improving drug-control policies. The second round of evaluations under the MEM is now under way. On corruption, Leaders endorsed in Quebec City the establishment of a Follow-Up Mechanism to the *Inter-American Convention Against Corruption*, the first phase of which is now under way. The Justice Ministers and Attorneys General met in March 2002 in Trinidad and Tobago to deepen cooperation on legal issues and to increase the efficacy of the fight against terrorism and transnational organized crime.

In the *Statement on Connectivity: Connecting the Americas*, Leaders of the hemisphere expressed a vision for using Information and Communications Technologies (ICTs) to achieve the Summit objectives. Connectivity can help to facilitate our efforts in advancing a balanced agenda. For example, Canada is coordinating a project (in partnership with Argentina, Bahamas, El Salvador and the Legal Secretariat of the OAS) on connectivity and mutual legal assistance in criminal matters. This project received full endorsement by all Ministers representing justice issues in Trinidad and Tobago for the Justice Ministerial in implementing this Mutual Legal Assistance connectivity project to all OAS countries. Furthermore, the Pan American Health Organization (PAHO) is developing the Virtual Health Campus together with several academic institutions across the region in order to develop professional and institutional competencies in essential public health functions, to improve access to information for public health workers, and to further interchange between professionals and organizations in public health.

Summit implementation and follow-up are more than just process-oriented. Concrete, tangible results are particularly evident in the work undertaken by the Partner Institutions, including the Economic Commission for Latin America and the Caribbean (ECLAC), the Inter-American Development Bank (IDB), the Organization of American States (OAS), PAHO and the World Bank. ECLAC has focused its efforts in the areas of connectivity, transportation, environment, natural resources, labour and gender equality. The Inter-American Development Bank (IDB) has activities addressing a broad range of issues, such as public governance and political development, integration and economic development, ecology and sustainable development, equity and social development, and connectivity and technological development. The OAS has fostered substantive progress on issues linked to democracy, corruption, the fight against drugs, terrorism, transportation, health disaster management, gender equality, indigenous people and cultural diversity. PAHO continues to work primarily in the areas of health-sector reform, communicable and non-communicable diseases, and connectivity. The World Bank supports initiatives that work toward poverty reduction, human development, disaster management, government and institutional reforms, among others.

A More Systematic Approach to Summit Implementation

Following the Quebec City Summit of the Americas, the newly created Executive Council of the Summit Implementation Review Group (SIRG) provided recommendations that allowed Summit National Coordinators to develop a more systematic approach toward effective Summit follow-up and implementation. This new focus entails the establishment of specific guidelines for Summit implementation, the creation of a results-based monitoring mechanism, and the institutionalization of a strong partnership among partner Institutions.

The Joint Working Group of the Partner Institutions of the Summit

The creation of the Joint Working Group derived directly from Summit mandates and is intended to encourage effective use of resources provided by hemispheric and multilateral organizations, optimize effectiveness of program delivery, avoid unnecessary overlap and duplication of existing mandates, maximize funding opportunities for beneficiaries, and ensure consistency in the implementation of the Summit initiatives. This coordinating body is chaired by the OAS Office of Summit Follow-Up (OSFU) and comprises the ECLAC, the IDB, PAHO and the World Bank. In October 2001, Summit National Coordinators agreed to fully incorporate the Corporación Andina de Fomento (CAF), the Caribbean Development Bank (CDB) and the Central American Bank for Economic Integration (CABEI) into the activities of the Group to advance greater engagement and partnerships with subregional groupings. Members of the Working Group have met four times since April 2001, and are expected to maintain the same pace for the year to come. They will further their work on Summit implementation activities with a special emphasis on the financing of Summit mandates and citizens' engagement.

Guidelines on Summit Implementation

Canada, as Chair of the Summit process, issued the Summit implementation guidelines to streamline and simplify implementation procedures and provide clear accountability lines for ministerial and sectoral processes with respect to the SIRG process. The guidelines were also produced to ensure that overarching priorities of the Quebec City Summit were enshrined in the follow-up and implementation process. These priorities include the need to incorporate and strengthen participatory mechanisms in the overall Summit implementation activities; to strengthen the monitoring capacity of the SIRG; to ensure that the issue of financing of Summit initiatives is properly addressed at all Summit-related meetings; to integrate gender equality into hemispheric processes and activities; and to translate broad Summit commitments into efficient implementation strategies, practical goals and concrete actions. The implementation guidelines also require that national coordinators consider ways to support the Summit mandates through the use of ICTs. These guidelines are now taken fully into account when reporting at regular intervals—for instance, at the Special Committee on Inter-American Summits Management (CEGCI) and meetings of the SIRG—to better evaluate progress.

The Implementation Monitoring Mechanism (IMM) Chart

The IMM Chart remains the most significant achievement in terms of systematizing our approach to Summit implementation. The Chart is organized in the form of a matrix that records all of the efforts undertaken by countries and Partner Institutions to meet the commitments established in the *Declaration of Quebec City* and the *Plan of Action*, at both the national and regional levels. It is a tool that enables the SIRG to compare implementation priorities and agendas, identify common ground, identify funding gaps and opportunities, and better coordinate our action at the national and hemispheric levels. As of June 2002, the IMM Chart will become a living document that will reflect the current state of the implementation process. It will be made available in the public domain for the first time on the occasion of the ministerial-level SIRG meeting and the OAS General Assembly in Barbados. As

a public document, the Chart will serve as the basis for our continued cooperation and dialogue with key stakeholders engaged in the Summit process, including business groups, academics, non-governmental organizations (NGOs) and provincial governments.

Prospects and Challenges

As a result of the economic difficulties and enduring political instability in parts of the hemisphere, some countries are facing significant challenges in implementing Summit initiatives. These pressure points, coupled with the decrease in export commodity prices and severe drought in the region, have been exacerbated by the tragic events of September 11. They have also put additional constraints on policy makers, who often had to adopt an array of policies to reconcile short-term demands, addressing the most immediate consequences of the economic downturn, with long-term development goals.

Despite obvious challenges, the Summit agenda turned out to be a good reservoir of policy initiatives from which to draw upon, both in terms of revitalizing economic growth and mitigating the social costs of stagnation. At the 24th and 25th SIRG meetings, Summit National Coordinators gave strong recognition to the intrinsic value of the Summit *Plan of Action* as an agenda that comprises “all those essential policy elements” that are crucial for economic recovery and sustained social reform.

Our work for the coming year will be key to ensuring that we take full advantage of our cooperative undertaking. At least three sets of challenges present themselves as requiring answers, and remain tightly imbricated: they include the issues of priorities for action, financing of Summit mandates, and communication among domestic bureaucracies and international institutions, especially the multilateral development banks (MDBs).

Setting Priorities According to the Current Situation and Emerging Challenges

The Quebec City Summit *Declaration* and *Plan of Action* is a broad roadmap of key policy initiatives that are aimed at fostering modernization of the state apparatus and ensuring sustained economic growth and social development. Although comprehensive in nature, the Summit implementation process is ongoing: it is anchored in the reality of the hemisphere and takes into account emerging challenges. The tragic events of September 11 have forced countries to concentrate more on cooperative initiatives, dealing with hemispheric security and personal safety measures. Its aftermath has brought to the fore the need to devote equal attention to the social aspects of hemispheric integration. This is particularly important since the most vulnerable countries are still striving to overcome the economic downturn, even as negotiations on the FTAA intensify. Through the SIRG process and various sectoral meetings, countries of the Americas will continue both to assess how to address emerging socio-economic forces and challenges and to adjust their priorities to reflect current circumstances and best possible responses.

Keeping the Communication Channels Open Among Key Players

The Summit of the Americas process is a catalyst to ensure that domestic priorities intersect with the broader hemispheric agenda. A great deal of work and energy has been devoted to raising awareness of the value brought forth in the Summit process within and outside domestic bureaucracies in order to generate a greater understanding of our work and maintain the political momentum for Summit implementation. However, more needs to be done to keep the communication channels open among Summit National Coordinators, finance ministries, and those responsible for general policy planning at the domestic level. Regular interactions and greater coordination among these players are essential to ensure mutual understanding on priorities for action, to broaden support for the Summit process and to develop a more coherent, integrated approach toward implementation of Summit mandates.

Ensuring Adequate Financing of Summit Mandates

All countries are responsible for ensuring that resources are available for implementing the commitments made by our Leaders. While in most cases this means governments are required to reallocate existing resources, increased communication is also an important aspect of dealing with the issue of financing for Summit implementation. Greater interaction among Summit national coordinators, government officials and representatives of MDBs was key during the preparatory process for the Quebec City Summit to ensure the required institutional support was available to implement the Summit *Plan of Action*. As Chair, Canada encouraged the MDBs to participate in the drafting of the Summit *Plan of Action* and to cooperate during its implementation. Among the most significant results of the Quebec City Summit were the commitments by the Presidents of the IDB and the World Bank to make resources available to support the Summit process. The IDB announced that its entire lending program for the next five years is in support of Summit commitments (approximately \$US40 billion at the Bank's present sustainable level of annual lending). The mandates provided by the Board of Governors of the IDB coincide with the priorities endorsed by Leaders in the Summit process. For its part, the World Bank has proposed loans and credits to its Board worth \$US12 billion to \$US16 billion for the region over three years. Since October 2001, the CDB, the CAF and the CABEI have also fallen into step, and have made available significant portions of their lending operations to support the Summit process. Altogether, loans and credits proposed by the five multilateral development banks associated with the Summit process amount to more than \$US60 billion over the next five years. A critical examination will be undertaken by the Joint Working Group of the Partner Institutions to allow for countries to mobilize greater resources and take full advantage of the MDBs' lending operations in support of Summit implementation.

Toward a True Partnership

Since its inception, the Summit of the Americas process has been largely portrayed as an institutionalized set of meetings at the highest level of government decision-making to discuss common issues and seek solutions to problems shared by all the countries in the Americas. This characterization does justice only partially to a process that has gone through many reincarnations in its development. In particular, both the Santiago and Quebec City *Plans of Action* represent a major step away from what has been essentially described as a government-driven process, to a more open-ended cooperative undertaking.

First, the parliamentarians of the hemisphere, who are the ultimate guarantors of the interests of citizens, are increasingly engaged in the process. They have created the FIPA to discuss the different issues of hemispheric cooperation and present recommendations to the Heads of States and Government, and have had two successful meetings since the creation of the FIPA (Ottawa, March 2001; Mexico City, March 2002). It is important to continue engaging the parliamentarians and to encourage the expansion of the FIPA. A strong FIPA provides the inter-American system with the legislative voice it has never had. This is particularly important as the relationship between the Summit process, the OAS and other inter-American entities evolves.

There has been great innovation and increased openness on the part of the governments of the hemisphere on the way in which the preoccupations of citizens from various sectors are taken into consideration. Various mechanisms have been put in place to ensure that citizens' groups have a voice in the hemispheric cooperation process, including in the FTAA negotiation process. The three main mechanisms for citizens' engagement in the Summit process are the Committee on Civil Society Participation in OAS Activities, which seeks to enhance and regularize consultations and information exchange between civil society groups and the OAS; the FTAA Committee of Government Representatives on the Participation of Civil Society, which received an expanded mandate from Ministers Responsible for Trade, in April 2001, to foster a process of increasing and sustaining communication with civil society; and finally, the OAS CEGCI, which has become the main hemispheric consultative mechanism for civil society groups on the Summit process. All of these processes have led to closer links between civil society organizations, the governments of the hemisphere and Summit partner institutions. As the dialogue progresses, citizens' groups have a stronger understanding of the hemispheric cooperation process and of the role that they can play to contribute to the successful implementation of Summit mandates. Governments and partner institutions also have better comprehension of the concerns of the various sectors with regard to hemispheric cooperation.

For the Summit process to produce concrete results and achieve mutually supportive economic and social agendas as defined in the Quebec City *Plan of Action*, requires a sustained and more focused approach toward engagement and participation of parliamentarians and the citizens they represent. This approach must go beyond the realm of transparency and accountability; it entails a true partnership with citizens' groups, business associations, women's groups, indigenous peoples, youth, members of parliaments and government, and representatives from the multilateral institutions. It must be one that is based on constructive engagement and mutual understanding of the process; one that is directed toward the search for well-defined targets and common objectives backed by technical expertise, good management and sufficient financial resources. Countries of the hemisphere can certainly do a better job to tap into the vast amount of experiences and resources available outside government spheres. Civil society organizations can also do more to promote their expertise and facilitate partnering with governments and local populations. The engagement of all sectors of society is crucial in the construction of a community of the Americas, if we want to ensure that the hemispheric cooperation under way remains focused on the people and leads to a better quality of life for citizens across the Americas.



Results Speak For Themselves . . .

- ✓ Major accomplishments include the adoption of the *Inter-American Democratic Charter* to reinforce OAS instruments for the active defence of representative democracy. The *Charter* has already proven to be a necessary instrument, as it was invoked for the first time on April 13 following the attempted coup in Venezuela.
- ✓ Consistent with the spirit of the Quebec City Summit and given the deterioration of the situation in Haiti, the Permanent Council of the OAS adopted resolution 806, which calls for, among others, the establishment of an OAS Mission for strengthening democracy in Haiti and reparations for organizations and individuals who suffered damages as a direct result of the violence that occurred on that occasion.
- ✓ FTAA negotiations are proceeding on schedule. The Trade Negotiations Committee (TNC) has established methods and modalities so that market access negotiations in five areas (industrial goods, agriculture, investment, services, and government procurement) could begin May 15, 2002, as mandated by Ministers. The TNC also produced guidelines, as requested by Ministers, for negotiating groups to refer to in taking into account the differences in the levels of development and size of economies within the negotiations.
- ✓ In response to the terrorist attacks of September 11, OAS Foreign Ministers accelerated Summit mandates whereby the Inter-American Committee Against Terrorism (CICTE) was reinvigorated, and preparations for the Special Conference on Security were expedited.
- ✓ The Institute for Connectivity in the Americas (ICA) is under way. The ICA will help support the development of domestic and regional connectivity strategies; adapt and implement proven models; and promote the exchange of information and expertise.
- ✓ Five multilateral development banks, including the Inter-American Development Bank and the World Bank, have made available over \$US60 billion in loans and credits, which countries can draw upon to help them support the Summit initiatives.
- ✓ The Summit implementation process has generated concrete results across the board, including in other key sectors of the Quebec City *Plan of Action*, such as health, environment, labour, disaster preparedness, energy, mining, transport, inter-parliamentary cooperation, cultural diversity, justice, the fight against terrorism, agriculture, and telecommunications.

- ✓ In October 2001, Minister Bradshaw hosted her colleagues from the Americas to put together a concrete Plan of Action to advance cooperation on labour. She involved trade unions and business representatives in the process.
- ✓ The Inter-Parliamentary Forum of the Americas, inaugurated in Ottawa last year, met for a second time in Mexico on March 13-14 to discuss terrorism, border issues, migration, organized crime and the FTAA.
- ✓ On the drugs front, the Multilateral Evaluation Mechanism (MEM), developed after the Santiago Summit under the chairmanship of Canada, is becoming a solid example of how multilateral cooperation can achieve the aim of improving drug-control policies. The second round of evaluations under the MEM is now under way.
- ✓ On corruption, Leaders endorsed in Quebec City the establishment of a Follow-up Mechanism to the *Inter-American Convention against Corruption*. The first phase is now under way.
- ✓ The Justice Ministers and Attorneys General (REMJA IV) met in March 2002 in Trinidad and Tobago to deepen cooperation on legal issues and to increase the efficacy of the fight against terrorism and transnational organized crime. The Quebec City Summit has been the catalyst of a project that Canada is coordinating (in partnership with Argentina, Bahamas, El Salvador and the Legal Secretariat of the OAS) on connectivity and mutual legal assistance in criminal matters. This project received full endorsement during REMJA IV by all Ministers representing justice issues in implementing this mutual legal assistance connectivity project to all OAS countries.
- ✓ In March 2002, Ministers of Health and Environment met in Ottawa to explore ways of moving the environmental health agenda forward and to discuss concerns such as clean air and water, basic environmental sanitation and the health implications of natural disasters.
- ✓ Canada hosted the Experts Seminar on Cultural Diversity in Vancouver on March 18-19, 2002, to raise awareness among hemispheric partners on the issue of cultural diversity.
- ✓ Other important ministerial and sectoral meetings have also been held in the field of education, local governance and agriculture.
- ✓ Great progress was also made on gender-mainstreaming, both at the OAS and in the ministerial processes and in the dialogue between indigenous peoples and OAS Member States on the draft American *Declaration on the Rights of Indigenous Peoples*.

- ✓ More than 500 experts from across the hemisphere in the primary sectors of education, health, agriculture, information technology, and land-use management met at the Disaster Risk Reduction Hemispheric Conference in San José, Costa Rica, on December 4-6, 2001. Participants identified concrete and realistic risk-reduction measures, mechanisms, and actions for implementation under the Summit Mandate to better protect people and property from the potential impacts of natural hazards.
- ✓ The Inter-American Dialogue, the Canadian Foundation for the Americas and the Government of Canada, as Chair of the Summit process, organized a roundtable discussion on the Summit of the Americas: one year later, on May 10, 2002, in Washington, DC. This dialogue among governments, Summit partner institutions and non-governmental experts was an opportunity to take stock of the progress made as well as to address the challenges faced by the hemisphere.
- ✓ On March 22, 2002, the CEGCI met with representatives of civil society organizations accredited to the OAS. The meeting served as a dialogue on the contribution that civil society organizations can bring to the Summit process, including in the implementation phase. It was also an opportunity for civil society to present their recommendations to be transmitted to the SIRG.

