

deploy universal, cost-effective policies and programs to control tobacco.

CHALLENGES

Given the unequal distribution of health indicators, it would be appropriate to promote health sector activities designed specifically to correct or reduce inequality to a minimum. The health situation needs to be analyzed in order to translate pertinent information into timely and effective action, to help establish priorities and determine target groups, and to quantify their potential impact.

In the Americas, the impact of mortality on life expectancy at birth is more pronounced in the countries with the most unequal distribution of income. Existing scenarios in the region—defined by groups of countries based on income level and disparity—were reviewed in greater detail to determine the specific impact of the main causes of death on life expectancy at birth, and data were broken down based on age group and gender. Given equal income levels, countries with high income disparity experience a variance of more than 2.5 years, or more

than double, in the groups of youngest men and women than countries with low income disparity. This variance is, above all, attributable to deaths caused by communicable diseases and certain infections present during the perinatal period. Moreover, it is worth noting that communicable diseases are more prevalent at a later age in countries with high income disparity, although the relative magnitude is less. Additionally, particularly among the male population, the impact of the violent death of a young adult is approximately double (<0.3 years) in countries with high income disparity compared to countries with similar income levels, but with low income disparity.

As can be inferred from the above mentioned results, the disconnect between the level and distribution of health services, as well as the contrast between income level and income disparity reflects the multi-faceted framework within which the determinants of health operate and interact. On the one hand, the health situation in the region shows that scenarios involving greater socio-economic disadvantage are not only limited to increased scarcity of resources and general-

ized poverty, but also include situations where greater inequality in income distribution is a factor. On the other hand, it is clear that improvements in the average level of health, that are not accompanied by improvements in the distribution of health benefits, are insufficient to generate human capital and sustainable development. Based on this analysis—and given the urgent need to take actions that promote both development and equity in health, decision-makers—will have to meet the challenge of considering both the level and the distribution of health services when setting health policy goals and priorities.



15. Gender Equality

→ MANDATE

While there is an entire section devoted to Gender Equality in the Quebec City Plan of Action, there are in fact a total of 26 mandates on gender and women to be found in nine different areas of the Summit commitments. This is a clear indication of the importance the leaders gave to integrating a gender perspective into the Summit mandates.

The Quebec City Plan of Action calls for full participation of women in the development of our societies, and the elimination of inequalities. It also endorses the Inter-American Program on the Promotion of Women's Human Rights and Gender Equity and Equality (IAP) as a new and comprehensive tool to integrate the gender perspective both within the inter-American system and in the member countries. It also supports the promotion of women's full and equal participation in political life in their countries, and in decision-making at all levels, as well as reinforces the role of the Inter-American Commission of Women (CIM) as technical advisor to the Summit Implementation Review Group (SIRG). Furthermore, it promotes the use of information and communication technologies to address inequality and calls for the strengthening of data and statistical information disaggregated by sex.

In fulfillment of the mandates of the Inter-American Program (IAP), the Inter-American Commission of Women (CIM) developed recommendations on gender mainstreaming and presented them at 3 ministerials. To date, working with civil society experts and other international organizations, the CIM has presented recommendations to the Ministerial Meetings of Labor (2001), Justice (2002) and Education (2003). CIM established a process, known as SEPIA, to present and follow-up on these recommendations.

In the area of Labor, CIM, worked in partnership with the International Labor Organization (ILO), the Pan American Health Organization (PAHO), the Department of Labor of the United States, the American Federation of Labor-Congress of Industrial Organizations (AFL-CIO), and the OAS Unit for Social Development and Education (USDE). Recommendations were considered by the Ministers at the Twelfth Inter-American Conference of Ministers of Labor (CIMT 2001). Subsequently, the CIM convened a meeting of experts with representatives of



Recommendations on gender mainstreaming were presented to the Ministers of Education at their Ministerial meeting in August 2003.



governments, civil society, and specialized agencies, to examine the Declaration and the Plan of Action of the Ministerial meeting and to make recommendations for implementation of the gender-mainstreaming component. The recommendations from this meeting were forwarded to the Ministers of Labor, and all other participants in the meeting, and were also presented to the ILO Meeting of the Ministers of Labor of the Caribbean at the invitation of CARICOM. To follow up, the CIM is participating in the working group meetings established by the Ministerial and has presented a paper on best-practices in gender and labor.

A similar process was used to present recommendations on gender mainstreaming to the IV Meeting of Ministers of Justice or Attorneys General of the Americas (REMJA IV 2002). The CIM worked on the initial recommendations with ILANUD, the Inter-American Commission of Human Rights and the Special Rapporteur on the Rights of Women, the American University Law School, the Center for Justice and International Law (CEJIL), the International Association of Women Judges, and the Inter-American Human Rights Institute (IIDH).

The follow up meeting took place in July 2002, in Washington D.C.

The ensuing recommendations and lines of action were forwarded to the Ministers of Justice, CIM delegates, and all other participants in the meeting. The CIM has asked to be included as technical advisor on gender issues in the activities of the Technical Secretariat of the Juridical Cooperation Mechanism for the follow up process to the Justice Ministerial.

Finally, recommendations on gender mainstreaming were presented to the Ministers of Education at their Ministerial meeting in August 2003. The first meeting on Gender and Education to follow-up on the Inter-American Program (SEPIA III) was held December 9-10, 2003, in Washington D.C. Recommendations from each of these ministerials on incorporating gender issues will be tracked for implementation progress by the CIM.

Other Ministerial Declarations that have incorporated a gender perspective include:

- The 2001 *Declaration of La Paz on Decentralization and on Strengthening Regional and Municipal Administrations and Par-*

ticipation of Civil Society incorporates a gender perspective for strengthening decentralization, regional and municipal administrations, citizens' participation, and civil society

- The 2002 *Declaration of the V Conference of Defence Ministers* in the Americas—in keeping with the spirit of the Action Plan of the Third Summit of the Americas—advances the incorporation of women into the armed forces and security forces in the Americas, thereby allowing a growing degree of equal opportunities
- The 2002 *Declaration of Cartagena de Indias on Culture* refers to “the promotion of gender equality to achieve full participation of all persons in the political, economic, social and cultural life of our countries”
- The 2003 *Special Conference on Security*.

Within the OAS, serious progress has been made in incorporating a gender perspective into the institutional life of the organization. In June 2001, the General Secretariat signed a contract with the Government of Canada to provide training for OAS professional staff to mainstream gender in all aspects of OAS programs and policies. Eight courses in English and Spanish on gender mainstreaming were held for OAS staff at its headquarters, and for staff away from headquarters. Around 240 officials—whose work is connected with project design, execution or evaluation—received training. The CIM is actively involved in the continuation of the program and is responsible for its follow-up. A gender analysis module will be developed for the OAS Orientation Course for new staff members, and a follow-up plan will be presented to the Secretary General.

Summit mandates call for the promotion of women's full and equal participation in political life in their countries and in decision-making at all levels. This commitment is reflected in the Inter-American Democratic Charter, adopted in 2001, which declares that States shall promote the full and equal participation of women in the political structures of their countries as a fundamental ele-

ment in the promotion and exercise of a democratic culture. This is starting to take effect. As of October 2003, political leadership in the Hemisphere includes one female President (Panama), two Vice-Presidents (Costa Rica and the Dominican Republic), one Prime Minister (Peru), and 31 out of the 34 member States have at least one female Minister in their government. Women are reaching higher positions of responsibility in government, but they are still under-represented. According to the UN Economic Commission for Latin America and the Caribbean (ECLAC) progress on this issue has been slow and uneven. However the countries that have made the most progress are those with affirmative-action legislation establishing quotas and other mechanisms to promote equity.

Despite recent changes, in most countries women are almost exclusively responsible for reproductive and care giving tasks within the home. According to ECLAC, this cultural mandate overburdens women with work that is not socially recognized, and leaves them little or no time for training and recreation, thus limiting their opportunities to enter the labour force, increase income, or participate in social and political activity. Unfortunately, when women exercise their rights and citizenship, it often heightens their vulnerability and insecurity, which is epitomized by the phenomenon of violence against women.

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Violence against women remains a hidden epidemic despite the enactment of national legislation by many countries.



Violence against women remains a hidden epidemic despite the enactment of national legislation by many countries. An investigation by the Center for Peace Studies at the Universidad Central de Venezuela showed that among women victims of homicide, 50% of cases were due to conflicts with their partner. One study conducted in Costa Rica showed that 49% of women examined were battered during pregnancy. (A Hidden Epidemic: Gender Violence, by Cesar Chelala)

Two important mandates on gender equality are strengthening systems for collecting and processing statistical data disaggregated by sex, and adopting the use of gender indicators. For example, when ECLAC conducts per capita income surveys, the data tends to show a situation of equality within the household that obscures the fact that the majority of women have less income than men. A gender analysis reveals that this indicator is based on the assumption that income is distributed equitably among the

members of the household and that it does not consider at least three types of inequality within the household: the fact that women have less bargaining power, less free time, and less mobility. The results are essential for public policy planning by governments. (ECLAC, Social Panorama 2003)

In the response to the growing demand for technical assistance from countries in the region, ECLAC proposed to define a basic set of gender indicators, and to harmonize the methodology for technical assistance for gender indicators used by the different organizations within the United Nations and Inter-American systems. An Inter-Agency meeting on Gender Statistics was organized in Santiago, Chile on October 7-10, 2002, to review the preliminary version of the *Technical Assistance Guide for the Pro-*

duction of and the Use of Gender Indicators, prepared by ECLAC for integrating the lessons learned and the knowledge acquired by the different organizations in building indicators on the issues of the population, family and households, education, health, labour and economics, poverty, political participation and violence against women. (ECLAC, Report of the Joint Summit Working Group)

SUCCESS STORIES

The countries of the region have made some progress in addressing their Summit mandates. In 2003, Mexico conducted an extensive review of its national legislation with a view to promoting equality of rights among the sexes. Costa Rica implemented an innovative reform in the area of family law: the Law of Responsible Paternity. The law guarantees the fundamental right for all children to know their parents, and that they provide spiritual, emotional, and material support to their children. According to the

law, the mother has a right to register the father's name, most notably in cases of births out of wedlock. The named father may contest the claim, but must submit to a DNA test in order to determine paternity. In Costa Rica, of the total number of registered births in 2001, 29.3% of them had no declared father. 30.8% of mothers registered the father's name under the Law of Responsible Paternity. In the first year of its enactment, the law resulted in 91.8% of the fathers named in the cases voluntarily accepting their paternity, and in only 8.2% of cases did the fathers submit to the DNA test. The positive social impacts of this law on the lives of women—including increased emotional and financial support to families—are a concrete example of a country's commitment to the Summit mandates.

CHALLENGES

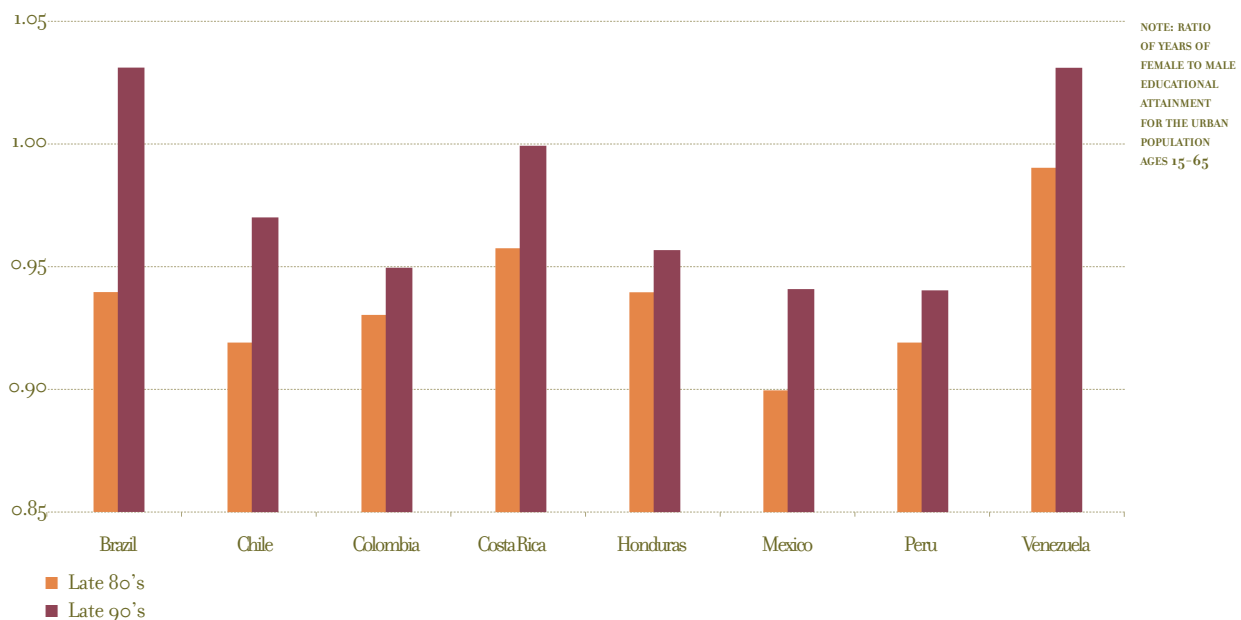
Many initiatives to implement the Quebec City mandates are under way at the national level. However information regarding such successes is not being transmitted at

the regional and hemispheric level in a systematic way. This disconnect can be addressed through more frequent inter-departmental and inter-agency consultation and coordination at the national level in order to ensure that success in implementing Summit mandates on gender are being recognized.

According to the World Bank, gender inequalities have proven to be an obstacle to the socioeconomic development of countries in the region. Some of the main gender problems that challenge the region's ability to fully progress, and that tend to hit the poor the hardest are: the unrealized potential of women's full integration in the economy, the social and economic cost of violence against women, and the loss of human capital from maternal mortality. This is why improving policies and programs aimed at redressing gender inequalities and changing gender roles will benefit women, their families, and Latin America and Caribbean societies as a whole. (World Bank, Challenges and Opportunities for Gender Equality in Latin America and the Caribbean)

RATIO OF FEMALE TO MALE EDUCATIONAL ATTAINMENT

Source: LAC Gender Unit Database, World Bank



16. Indigenous Peoples

→ MANDATE

The Heads of State and Government at the Third Summit of the Americas agreed to strengthen participation of indigenous peoples, communities, and organizations, to promote an open dialogue between them and governments, and to continue to work together to ensure effective implementation of the relevant mandates in the Santiago Summit Plan of Action.

They also pledged to make their best efforts to encourage donor agencies, the private sector, other governments, regional and international organizations as well as multilateral development banks to support hemispheric and national conferences in order to exchange experiences among indigenous peoples and their organizations in implementing activities identified by them.



The Heads of State and Government also decided to develop strategies to respect indigenous peoples' cultural practices and protect their traditional knowledge, and pledged to increase the availability and accessibility of educational services in consultation with indigenous peoples, in accordance with their values, customs, traditions and organizational structures. They agreed to develop mechanisms aimed at ensuring the effective participation of indigenous peoples in the design, implementation, and evaluation of comprehensive health plans, policies, and programs. They specifically decided to support the Health of Indigenous Peoples Initiative—promoted by PAHO—with particular emphasis on children. They agreed as well to promote the collection and publication of national statistics to generate information on the ethnic composition and socio-economic characteristics of indigenous populations, in order to define and

evaluate the most appropriate policies to address needs.

The Action Plan of the Quebec City Summit expressed the need to build bridges for dialogue between governments and indigenous organizations, peoples, and communities. The Hemisphere leaders pledged to ensure broad and full participation of indigenous peoples throughout the inter-American system, especially in the discussions on the Proposed American Declaration on the Rights of Indigenous Peoples, which is being developed in the OAS framework.

All countries in the Hemisphere recognize the existence of indigenous peoples and the imperative to reflect their needs in constitutions and domestic law. The Hemisphere has gone much further in this regard than regions such as Africa and Asia. The trend toward

recognition of and support for indigenous peoples' rights by countries is reflected in the Summit Action Plan, and has become firmer in recent years. This trend is not all positive, as it has experienced historical difficulties and new challenges.

Recognition of indigenous lands and territories is moving forward in most countries, with titling, boundary marking, and enactment of laws and regulations for the purpose. For example, Venezuela has adopted the law on "Boundary Marking and Guarantees for Indigenous Peoples' Habitat and Lands," which implements the constitutional principle that recognizes these rights. In December 2002, Nicaragua enacted Law 445 for Boundary Marking and Titling of Indigenous Lands and Territories, which flowed from the decision of the Inter-American Court of Human Rights in the "Awas Tingni" case. This case has had international repercussions in recognition of communal property, based on articles of the American Convention on Human Rights. The ruling required the Nicaraguan government to institute mechanisms for titling and demarcation of indigenous lands.

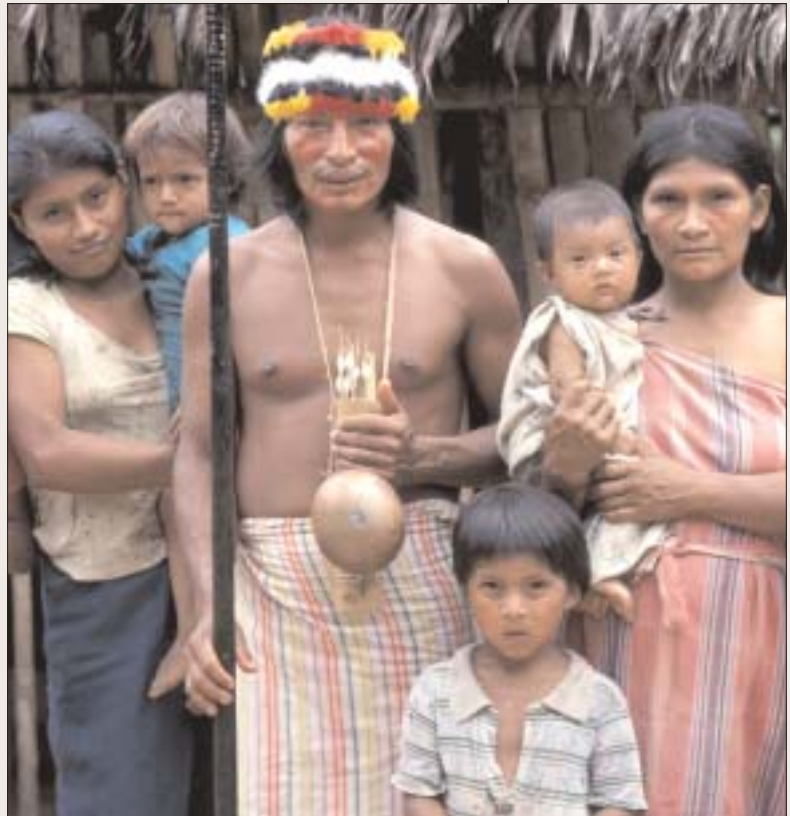
Canada continued its policy of active negotiation with its native peoples to establish good-faith treaties in the spirit of a common future. One example is the agreement signed with the Nisga'a people, which thoroughly covers political, economic, and educational matters, and topics of public services, jurisdiction, structure, and relations with federal and provincial governments.

In 2003, as part of a constitutional reform process, Guyana adopted a constitutional amendment that establishes a charter of basic rights, including the right of indigenous peoples and Guyanese maroons to their cultures and lifestyles. Guyana also finished an extensive consultation with indigenous communities as part of the process of drafting a new Amerindian Act.

Ecuador has included in its Constitution provisions that not only recognize these

rights but also link them to ecological sustainability, and recognize the validity of indigenous common law and economic institutions, such as barter.

This progress has been significantly bolstered by the growing acceptance of the



principles and instruments of international law on this subject. Brazil joined the majority of countries by ratifying ILO Convention 169 on "Rights of Indigenous Peoples and Tribes in Independent Countries" in June 2002.

Like the dialogue with civil society that took place in the Third Summit of the Americas in Quebec City, the Assembly of First Nations of Canada held a meeting with representatives of indigenous peoples of the Hemisphere, called the Summit of Indigenous Peoples of the Americas, in March 2001. This conference's objective was to draft recommendations to present to the Heads of State and Government in the Third Summit on matters of economic development, and the link between new schools of

The trend toward recognition of and support for indigenous peoples' rights by countries is reflected in the Summit Action Plan, and has become firmer in recent years.



Meeting on the Rights of the Indigenous Peoples Official Photo February 25, 2003 Washington, DC

economic thought and human rights. The Heads of State and Government took these recommendations into account, but the most important regional initiative is undoubtedly the review and negotiation of the American Declaration on the Rights of Indigenous Peoples, which has been under discussion in the Organization of American States since 1997.

Declaration on the Rights of Indigenous Peoples has been drafting and discussing that declaration. The governments of Canada, the United States, Brazil, Nicaragua, and Finland have contributed resources to ensure broad participation of indigenous representatives in the process.

PROGRESS

Canada gave US\$100,000 for holding a Summit of Indigenous Women in Oaxaca, Mexico, which was held November 30 to December 4, 2003. The Summit was inaugurated by Rigoberta Menchú, Nobel Peace Prize Winner. The Summit brought together representatives of indigenous peoples of the Hemisphere to discuss strategies for ensuring the rights of indigenous women.

In fulfillment of the Quebec City Summit, delegates of indigenous peoples from throughout the Hemisphere have taken part in several special sessions (April 2001, March 2002, November 2002, February 2003, and November 2003) at OAS headquarters, where the Working Group entrusted with the American

These special sessions have been open, transparent, high-level discussions of the elements of the draft Declaration among indigenous leaders and representatives of the member States. Topics discussed during the sessions include self-determination, traditional forms of culture preservation, and land and territorial rights. They have also served to review progress in domestic and international law, as well as doctrines and practices regarding traditional forms of ownership, land, territory, and natural resources. The first round in the final stage of the negotiations began in 2003, and there will be at least one more Special Meeting of the Working Group held no later than February 2004.

Accompanying the development of international law on the subject, the OAS moved toward approval of the future American Declaration on the Rights of Indigenous Peoples. In the respective working group of the OAS Permanent Council, indigenous representatives interacted with government delegations in a climate of trust, implementing the General Assembly resolution to begin the stage of negotiation through consensus building. This forum and procedure have made it possible to solve significant differences in a climate of growing trust and reach broad areas of agreement. The Indigenous Forum of the United Nations, the World Bank, the Inter-American Development Bank (IDB), and other technical and political organizations are also working to design legal mechanisms to examine indigenous rights at the global and regional levels.

According to the Report on Democratic Development in Latin America of the United Nations Development Program (UNDP), serious violations of human rights persist not because of deliberate and planned acts by governments, but because of the difficulty in applying the law, and the greatest failing in the Hemisphere is discrimination against indigenous peoples despite the progress in domestic law on this subject. Indigenous peoples experience a high degree of discrimination and have a low level of participation and representation. For example, the percentage of Indians in the lower house in Peru is 0.8 (1 out of 120), in Ecuador 3.3 (4 out of 121), and in Bolivia 26.2 (34 out of 130), which does not correspond with the percentage of indigenous population in those countries.

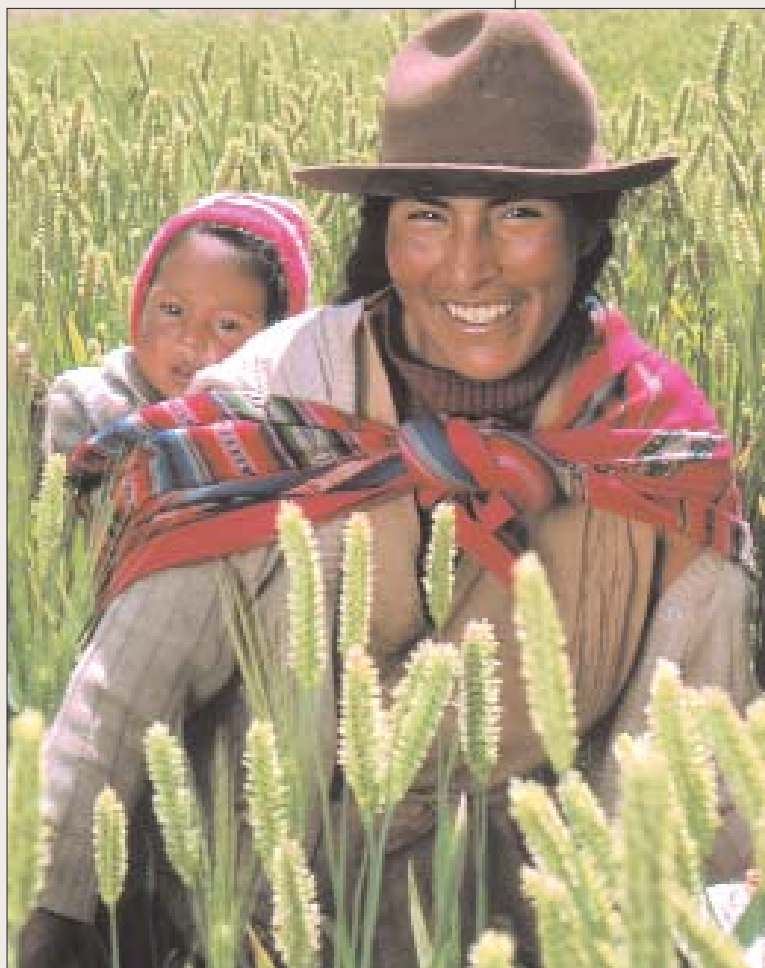
In the area of health, it is important to note the Health of Indigenous Peoples Initiative supported by the Pan American Health Organization since 1993, which works with indigenous peoples to improve their health and well-being. This initiative involves continuous consultation with indigenous peoples in a framework of participation and reciprocity among the various participants. Accomplishments of the initia-

tive include: collection, analysis, and dissemination of scientific and technical information on the health of the region's indigenous peoples; establishment of an international network of persons responsible for indigenous peoples' affairs; the Agreement with the Indigenous Parliament of the Americas, which established national policies and championed the cause of Indians' health; and a grant to the Inter-American Indian Institute for compilation of a document on ethnic groups in the Americas. In general, the efforts have served to stimulate national awareness of the health needs of indigenous populations, and the governments' interest in starting to respond to the indigenous peoples' health concerns.

CHALLENGES

Inclusion of indigenous peoples in the societies of the Hemisphere's nations is indispensable for continued strengthening of

Inclusion of indigenous peoples in the societies of the Hemisphere's nations is indispensable for continued strengthening of human rights, democracies, economies, and civilizations.



ESTIMATED INDIGENOUS POPULATION IN THE AMERICAS

Source: *The Health of Indigenous Peoples Compiled by Ethel (Wara) Alderete World Health Organization (WHO), 1999.*

		Indigenous Population (millions)	%
Over 40%	Bolivia	4.9	71
	Guatemala	5.3	66
	Peru	9.3	47
	Ecuador	4.1	43
5%-20%	Belize	0.029	19
	Honduras	0.70	15
	Mexico	12.0	14
	Chile	1.0	8
	El Salvador	0.4	7
	Guyana	0.045	6
	Panama	0.14	6
	Suriname	0.03	6
	Nicaragua	0.16	5
1%-4%	French Guiana	0.004	4
	Paraguay	0.10	3
	Colombia	0.60	2
	Venezuela	0.40	2
	Jamaica	0.048	2
	Canada	0.35	1
	Costa Rica	0.03	1
	Argentina	0.35	1
0.01%-0.9%	United States	1.6	0.65
	Brazil	0.3	0.20

human rights, democracies, economies, and civilizations. It is critically important to reinforce protection of indigenous human rights because these people have fallen prey to much abuse due to their lack of understanding and unfamiliarity with the system. Although progress has been made, it is necessary to strengthen the participation of indigenous communities and organizations with a view to promoting open dialogue between indigenous communities and governments, and to continue working to implement the Summit mandates. The Declaration on the Rights of Indigenous Peoples will become the most important tool for defense and protection of these rights.

Progress achieved in indigenous policies should not distract attention from traditional problems and new challenges arising as a result of the progress. Deficiencies in many social areas—health, education, communications, etc.—below national averages and international standards, demonstrate the persistent effect of historical discrimination. Furthermore, as indigenous peoples gradually win the right to their autonomy, lands, and resources, they need to mesh their traditions and values with the national and international economic systems, the monetary and market economy, the globalization of the media, and the demands of their younger generation.

17. Cultural Diversity

→ MANDATE

At the Third Summit of the Americas, Heads of State and Government called for a ministerial or high-level, meeting to be held, with the support of the OAS Inter-American Council for Integral Development (CIDI), to consider cultural diversity with a view to deepening hemispheric cooperation on this theme. They also undertook to create an environment that would foster the perception and appreciation of cultural and linguistic diversity in countries of the Americas, through various means, making use of new communication technologies and the Internet.

Furthermore, Summit participants agreed to partnerships and exchanges of information on the importance of linguistic and cultural diversity in the Hemisphere as a means of promoting greater acceptance, understanding and respect among peoples of the region. The Summit agreed to encourage joint efforts with civil society organizations to implement and support policies, plans, and programs to strengthen research, recovery, study, conservation, maintenance, restoration, access and appreciation for the Hemisphere's cultural heritage.

SUBSEQUENT DEVELOPMENTS

Aware of the importance of this topic—and pursuant to the mandate from the Summit—ministers and High Authorities of Culture from the Hemisphere held their first meeting in Cartagena on July 12 and 13, 2002, in which they reaffirmed that the region's cultural diversity is a source of great wealth for its societies, in which respect and appreciation for diversity will contribute to

social and economic dynamism, and will be positive factors for promoting good governance, social cohesion, human development, human rights, and peaceful coexistence in the Hemisphere.

Some months later, the 185 members of UNESCO (United Nations Educational, Scientific and Cultural Organization) adopted the Universal Declaration on Cul-



PROGRESS

The OAS has prepared, and is continuously updating, a Permanent Portfolio of Consolidated Programs in Culture, containing programs that Ministers and Authorities of Culture wish to share with their colleagues. This portfolio is the cornerstone of the Horizontal Cooperation Strategy among cultural authorities, coordinated by the OAS. As part of this strategy, the First Workshop for Exchanging Knowledge on "Cultural Diversity, Employment and Youth Exchanges" was held—based on the Young Canada Works program—which that country contributed to the permanent portfolio. The workshop took place from October 27 to 31, 2003, and was sponsored by the Department of Canadian Heritage and the OAS General Secretariat, with participation by cultural representatives from Antigua and Barbuda, Chile, Colombia, Dominica, El Salvador, Guatemala, Mexico, Nicaragua, Peru and St. Vincent and the Grenadines. At that workshop, all participants prepared profiles of projects for selectively transferring the Canadian experiment to each of their domestic settings. This workshop was consistent with the CIC's work plan, which also calls for interchange workshops in Mexico and Honduras, which are now under preparation.

The Declaration and Plan of Action of Cartagena—signed by Ministers of Culture—represents the compass that the Americas will follow for deepening cooperation in the matter of cultural diversity and establishing a more dynamic and effective relationship among countries in the Hemisphere.

tural Diversity, which serves as a global navigation chart for cultural policies. While that declaration sets the course that States should take to guarantee the proposition that cultural diversity is the common heritage of mankind, the Declaration and Plan of Action of Cartagena—signed by Ministers of Culture—represents the compass that the Americas will follow for deepening cooperation in the matter of cultural diversity and establishing a more dynamic and effective relationship among countries in the Hemisphere.

In the words of the UNESCO Director General, Koichiro Matsuura, cultural diversity means "recognizing and promoting cultural pluralism in the broadest sense." The countries of the Americas are no exception to this proposition, which not only signifies pluralism, tolerance and respect for shared cultural values, but also implies—as Matsuura stated—that cultural diversity is a guarantee of peace.

This statement takes on new validity in a globalized, interdependent world that transcends frontiers, social classes, races,

genders, ages and religions. The OAS Secretary General, Cesar Gaviria, speaking in Cartagena, interpreted the understanding of the Hemisphere's governments and peoples in designing policies and activities in this field, declaring that: "in the multilateral setting, there is more room for a fruitful exchange of experience, partnership and collective action."

Ministers of Culture addressed two fundamental issues in their first meeting: the challenges to cultural diversity posed by globalization, and the relationship between culture and development: subjects that permeate the Declaration and Plan of Action of Cartagena. For the purpose of further strengthening inter-American dialogue on issues relating to culture, and in follow-up to the mandate from the Summits of the Americas and the agreements reached in the Ministerial Meetings, (the Plan of Action of Cartagena created the Inter-American Committee on Culture (CIC) which met for the first time in Mexico City in September 2003).

With respect to creating an environment for recognizing and appreciating the cultural and linguistic diversity of the countries in the Americas—through the use of new technologies—an electronic forum for dialogue has been implemented that will maintain constant communication between members of the Inter-American Committee on Culture. Additionally, the creation of an Inter-American Cultural Policy Observatory is under consideration for the purposes of compiling and disseminating specialized information on the cultural sector, promoting research on cultural policies and cultural diversity, and designing indicators to measure the impact of those policies. The Observatory would strengthen the design of cultural policies and would help to give them a more prominent place within the broad range of development policies. With this measure, the Hemisphere will be well positioned to continue promoting respect and appreciation for cultural diversity, which is consistent with the mandate from the Summit of the Americas.



"[We] Recognize that government cultural policies that preserve and promote cultural diversity are fundamental to the social and economic development of our countries, and are a key mechanism in the fight against poverty and the improvement of quality of life. In this regard, we recognize the need to give cultural policies greater prominence in the national policy agendas of the countries of the Hemisphere."

(Declaration of Cartagena de Indias, First Inter-American Meeting of Ministers and Authorities of Culture, 2002)

The OAS is coordinating the Horizontal Cooperation Strategy between Ministries and Authorities of Culture (see the box "A successful experiment"), also consistent with the Summit mandate to encourage more dynamic and effective cooperation among countries of the Hemisphere, and to contribute to intercultural dialogue.

In fulfilling the mandate from the Summit of the Americas—on strengthening partnership and exchanging information with civil society representatives and on the importance of linguistic and cultural diversity—the Virtual Forum for Consultation with Civil Society has been established as a channel for promoting participation by civil society organizations, setting priorities, and identifying actions to promote cultural diversity in the Hemisphere. It should be noted that—in the context of the First Meeting of Ministers of Culture in

Cartagena—20 representatives of civil society met with four ministers who represented the meeting in plenary, to discuss and define strategies of cooperation for formulating policies in this sector.

Furthermore, it is important to note the interagency cooperation established in the Americas on cultural diversity, through various meetings among the OAS, the Spanish Agency for International Cooperation (AECI), the Inter-American Development Bank (IDB), the World Bank, the Regional Center for Book Development in Latin America and the Caribbean (CERLALC), the International Council on Monuments and Sites, United States Chapter (ICOMOS), the National Foundation for the Arts, the Organization of Ibero-American States, the Convenio Andres Bello (CAB), UNESCO, the International Network on Cultural Policy (INCP) and the International Federation of

The countries of the Americas need to place cultural diversity at the center of national, subregional, and hemispheric development strategies.



Arts Councils and Culture Agencies (IFAC-CA). Several of these organizations adopted the Interagency Cultural Cooperation Strategy, in the context of the Cartagena Ministerial Meeting, to support commitments on the promotion and respect of cultural diversity in the Americas.

CHALLENGES

The idea that culture is “the forgotten dimension of development” is gaining currency in the region. For this reason, the countries of the Americas need to place cultural diversity at the center of national, subregional, and hemispheric development strategies. Furthermore, they should consider cultural industries, trade in cultural goods, intellectual property rights, and the design and implementation of a hemispheric mechanism for eradicating illicit trafficking in cultural goods, as issues that should be borne in mind in the process of economic liberalization and trade negotiations.

In addition, it is important at the national level to give cultural institutions and policies the place they deserve, by allocating them the necessary resources to carry out their tasks, and to promote effective coordination among agencies involved in implementing policies and strategies for the promotion and respect of cultural diversity.

Finally, it is important to strengthen the use of new communication technologies, and the Internet, in building partnerships, in exchanging information, and in fostering appreciation for the cultural diversity of the Hemisphere. These issues will be addressed by the creation of the Inter-American Cultural Policy Observatory, and in pursuit of the horizontal cooperation strategy, which in the future will place the emphasis on analyzing information systems and projects relating to the protection of cultural heritage.

18. Children and Youth

→ MANDATE

At the Quebec City Summit in 2001, the leaders of the Americas recognized that the development, protection and participation of the region's children and youth are essential for ensuring that they reach their full potential and addressed the issue in various areas of the Summits of the Americas. The Action Plan's section on Children and Youth calls for the convening of conferences to study the well-being of children and youth in the Americas, and addressed the problem of international parental child abduction. They also recognize the roles of the Pan American Health Organization (PAHO), the Inter-American Children's Institute (IACI) and the Inter-American Commission on Human Rights (IACHR) in the promotion of the rights of children and youth.

Countries have been tasked with developing and implementing inter-sectoral policies and programs to protect the rights of children and youth, and to ensure the effective implementation and monitoring of these rights. To monitor the well-being of children, the UN Economic Commission for Latin America and the Caribbean (ECLAC) examined the indicators of chronic malnutrition in its report on the Social Panorama of Latin America: 2002-2003. Over the past decade, the percentage of children who were underweight fell from 13%-14% to 8%-9%, while chronic malnutrition declined from an average of 23%-24% to 18%-19%. These are good health trends. However, figures also indicate that the number of cases of stunted growth remains high in many countries. Over 20% of children under the age of

five have low height-for-age in Bolivia, El Salvador, Guatemala, Guyana, Haiti, Honduras, rural areas of Mexico, Nicaragua and Peru. Only three countries—Chile, Costa Rica, and Trinidad and Tobago—had low (5% or less) rates of chronic child malnutrition. The seriousness of this condition lies in the fact that the cumulative effects of inadequate nourishment and a lack of nutrients during the most critical years in a child's physical and psychomotor development, are largely irreversible.

PAHO assists countries in strengthening and implementing public policies to ensure the well being and integral development of children and adolescents. One initiative is the Integrated Management of Childhood Illness (IMCI) strategy, which



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trains health workers on prenatal care and treatment of children in 17 countries in the region with high infant mortality rates. According to PAHO, the program has already saved tens of thousands of lives.

In addition, PAHO assists in the development and implementation of programs to improve the provision of social and institutional support for the comprehensive health and growth of adolescents. Their work includes the development of national adolescent health programs and advocacy on behalf of, and in conjunction with, adolescents themselves, to promote healthy environments and lifestyles for youth.

One of the mechanisms created by PAHO for youth and adults is a project called ADOLEC/BIREME, located at www.adolec.org, which offers people interested in adolescent health reports, articles, research results and experiences in a virtual library on Health. Argentina, Brazil, Costa Rica, Honduras, Mexico and Nicaragua have web pages and interactive forums for youth.

A Round Table on the legal status and human rights of children and adolescents

under the inter-American system gathered more than one hundred judges, prosecutors, lawyers, legislators, and academics from Argentina, Chile and Uruguay in Montevideo, Uruguay, this past May 8th, 2003. The meeting was held in light of the "Consulted Opinion OC-17/2002" —released by the Inter-American Court on August 28, 2002 as a result of the petition of the Inter-American Commission on Human Rights (IACHR)—addressing the "Human rights and Juridical Condition of Children." The Inter-American Children's Institute (IACI) gave technical support in response to the Inter-American Court's request. This Round Table provided training to those involved in administering justice, following the obligations outlined in the *UN Convention on the Rights of the Child* as specified by the Quebec City Summit mandate.

According to the 18 National Reports submitted to the Summit Implementation and Review Group (SIRG), as of July 2003, Argentina, Chile, Colombia, and Uruguay had reported on the UN Convention on the Rights of the Child. In addition, la Red de Información Jurídica (RIJ) produced an annex, Systematization of International and National Norms on the Protection of the Rights of Children and Adolescents in South American Countries, which provides the detailed incorporation of the rights of children and youth in their national legislation (www.cajpe.org.pe/rij/). The IACI also developed a prototype of public policies that greatly affect children as well as a manual for their application.

In the fulfillment of the Quebec City-Summit mandate to work to reduce cases of international child abduction, the Inter-American Children's Institute (IACI) organized a Governmental Meeting of Experts on International Abduction of Minors by one of their parents, which took place in Montevideo, Uruguay on August 12-13, 2002. The meeting examined the international enforcement of regulatory instruments related to the international abduction of minors by one of their parents, and carried out an analysis of

PROGRESS

The International Labor Office (ILO) and the Inter-Parliamentary Union produced a handbook called "Eliminating the Worst Forms of Child Labor: A practical guide to ILO Convention No. 182," which highlights a program developed by the non-governmental Organization (NGO) Casa de la Esperanza in Panama City and Colon City, Panama. This NGO has an integrated program for children and parents aimed at providing them with nutrition and primary health care, educational programs for children, and technical training for adults and adolescents to enhance their capacity to earn incomes. La Casa de la Esperanza works in cooperation with various government agencies and several organizations which offer social services. This network facilitates the access of children and their parents to a wide range of support services.

the current status of this phenomenon in the Americas. (www.iin.oea.org)

The State of the Children's Report by UNICEF notes that "the goal for children and young people is not simply to increase their participation but to optimize their opportunities for meaningful participation" in all areas of life (www.unicef.org). Recent research by the Inter-American Development Bank (IDB) demonstrates that youth involved in volunteering are more likely to become active citizens through voting, participating in civic groups, and giving philanthropically. They also have been found to have higher educational and economic achievement rates, and are 50 percent less likely to use drugs, abuse alcohol, or drop out of school. Public and private youth services and conservation groups have been set up in countries including Brazil, Chile and Mexico. Other countries such as Argentina, Colombia and the United States are using service learning as a principal element of education reform, to link academic goals to hands-on community-based learning.

CHALLENGES

One of the major challenges in the Hemisphere includes combating the worst forms of child labor. Effective national plans for combating child labor include: sensitizing public opinion, legislation, enforcement, education, and support for the children and their families. The ILO Handbook, also states that national programs, and scattered and isolated actions may have little impact, and may be counter-productive. The ILO recommends combating child labor by including it as a central feature of a country's overall development policy and objective.



The Inter-American Children's Institute (IACI) outlines various challenges in which it focuses its work, including better systematization of country reports to the Follow-Up Committee on the Children's Rights, coordination of actions in favor of youth and a national youth system in all Member States, particularly for cases related to youth and adolescents that involve multiple countries in the region, such as:

- Illegal abduction of minors by one of their parents
- International Adoption
- Kidnapping of children and adolescents
- Trafficking of children and adolescents
- Commercial and non-commercial sexual exploitation of children
- Violations of children and adolescent rights when one of their parents is in a different country

As a vulnerable group, children and youth are part of every society, and governments are challenged to provide protection and resources to ensure their well-being.

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19. Connectivity

→ MANDATE

The Statement on Connectivity is a unique document in modern Summit history, designed as an overarching political statement to address this new concept. It recognizes that the region is beginning a historic transformation, with a greatly expanded need to access knowledge and improve information flows. The mandates on Connectivity from Quebec City are covered in two components: the Statement on Connectivity and the Quebec City Plan of Action's section on Telecommunications that commits governments to develop and implement a program to support a connectivity agenda for the Hemisphere. While distinct, they complement one another and serve the dual purpose of providing a political framework within which to view and understand the issue-specific mandates on Connectivity throughout the Plan of Action. There are mandates addressing Connectivity in five thematic areas of the Plan of Action: Telecommunications, the Science and Technology section of the Education mandates, Health, Gender Equality, and Indigenous People. One of the aims of the Statement on Connectivity is to emphasize that the issue be understood not strictly in terms of telecommunications but rather as a multidisciplinary concept, with many facets above and beyond traditional infrastructure issues.

In response to the Summit mandate to develop and implement a program to support a connectivity agenda for the Hemisphere, countries working in the context of the Inter-American Telecommunication Commission (CITEL) drafted the Agenda for

Connectivity in the Americas and the Plan of Action of Quito (ACAPAQ). The document is designed to assist countries in drafting national, regional, and sub-regional strategies in order to close the digital divide and accelerate the process towards building

knowledge-based societies. Three fundamental components are addressed in the Agenda: infrastructure, utilization and content. The document calls for all countries of the Americas to design and implement a national connectivity strategy.

At the Summit, Canada announced the creation of the Institute for Connectivity in the Americas (ICA). The ICA's role is to lead, facilitate, and promote the accelerated development and adoption of hemispheric connectivity. It focuses on regional approaches, encouraging governments to work with international institutions, the private and public sectors, academic institutions, and civil society. The Institute is filling a critical gap by assisting the coordination, collaboration, and sharing of efforts across countries. It is also promoting strategic partnerships and financing, and is providing leadership and support to providers and stakeholders. Canada has provided CDN\$20 million to the Institute. (*Government of Canada, "Commitments Made, Commitments Kept." Canada's contribution as Chair of the Summit of the Americas. Department of Foreign Affairs and International Trade. 2003*)

Most countries in the region have established national strategies for integrating themselves into the global information society. Brazil, Mexico, Chile, Paraguay, Uruguay and the Bahamas—to name a few—have established a national authority to act as a coordinating agency. This step is crucial to the success of any national strategy on connectivity due to its cross-cutting nature. However, the digital divide continues to deepen. Research done by ECLAC has shown that an estimated 70% of the richest 15% of Latin America and the Caribbean will have internet access by 2004, versus a 10% estimate for connectivity in the region as a whole. According to the Digital Divide Network, 41% of the global online population live in the United States and Canada, and only 4% live in South America. (*ECLAC, Road Maps towards an Information Society in Latin America and the Caribbean, 2003; First Quarter 2001 Global Internet Trends*).

In response to the Agenda for Connectivity's call for countries to develop national strategies, Colombia has developed a national Agenda for Connectivity in order to set them on the path to the information society.

Colombia's actions to address the many facets of connectivity include the modernization and expansion of telecommunications infrastructure in rural and urban areas. During the last trimester of 2002, contracts were awarded for the development of Rural Community Telephone and Telecentre programs. 500 Telecentres located in 356 municipalities will be installed and operated. Within these centers there will be 6 computers with access to the Internet, telephones, photocopiers, faxes, a scanner and a training room. They will also allow people to connect to schools, universities, and government bodies. \$112 million in investment is anticipated for this program, from which 1.3 million inhabitants will benefit. (*Government of Colombia, National Report on the Implementation and Monitoring of the Mandates of the Quebec Plan of Action: November 2002 - March 2003, (7 April 2003)*).

Vilma Almendra, a Paez Indian from Colombia, coordinates the community information service, or telecentre, in the town of Santander de Quilichao in southwest Colombia. The telecentre — part Internet café, part library, and part meeting place — is housed at the headquarters of ACIN, the Asociación de Cabildos Indígenas del Norte del Cauca. It's one of three Internet-equipped information services in southwest Colombia supported by Canada's International Development Research Centre (IDRC). The project is managed jointly by the International Center for Tropical Agriculture (CIAT) and the Autonomous Western University Corporation, both based in Colombia. The telecentre also serves as a cyberspace portal for the wider Indigenous community. The vast majority of these people have neither computers nor telephones. The telecentre assists with job searches, preparing CVs, sending personal emails, photocopying, as well as producing



The Institute for Connectivity in the Americas' role is to lead, facilitate, and promote the accelerated development and adoption of hemispheric connectivity.

The challenge in making Connectivity a reality is linked to the willingness to address it as far more than a strictly telecommunications issue.



posters and pamphlets. (*ICA, News Article, April 15, 2003*)

During the second phase of the Rural Community Telephone Program, phone centers will be installed and will operate in 3,000 rural areas that currently do not have service, benefiting 1.6 million Colombians located in 737 municipalities. Investment for this program is expected to reach US\$38,000 million. The first installations of these programs began in April 2003 and have continued through the year.

In an effort to coordinate the connectivity activities of the different agencies and institutions of the Americas, the OAS Summits of the Americas Secretariat, in coordination with the Secretariat for CITEL, has formed an Ad Hoc Inter-Agency Group on Connectivity. The group is comprised of the multilateral institutions working on connectivity issues, and has engaged the OAS, the Inter-American Agency for Cooperation and Development (IACD), IDB, World Bank, PAHO, ECLAC, IICA and the Institute for Connectivity in the Americas (ICA). The group has been meeting informally since January 2003 to begin the process of shar-

ing information on their activities in the area of connectivity. The objective of the group is threefold: to identify and classify connectivity projects underway in the Americas, to identify gaps and overlaps of activity, and to develop projects and an outreach program to engage regional and sub-regional agencies and organizations in pursuit of the Summit mandate.

The challenge in making connectivity a reality is linked to the willingness to address it as far more than a strictly telecommunications issue. This viewpoint means broadening the scope of both national and institutional programs to ensure that they integrate the public sector, national, regional and international institutions, regulatory and technical authorities, academia, the private sector, and civil society. Connectivity has many applications in areas such as agriculture and rural development, education, health, indigenous people and science and technology. It is the application of new tools in information society across all sectors that will lead to increased economic opportunity and poverty alleviation for the people of the Americas.

20. Follow Up to the Plan of Action

→ MANDATE

At the third modern Summit in Quebec City, leaders recognized the primary role of governments in implementing the Plan of Action. They directed their respective Ministers to support the implementation of mandates and to report on progress. The Follow Up section to the Plan of Action addresses two critical components in the implementation of Summit mandates: Summit management, and implementation and financing.

*In the area of **Summit management**, mandates include: the creation of a Summit Implementation Review Group (SIRG), a Steering Committee and an Executive Council; the OAS as technical secretariat to the Summit process; deepening partnerships and coordination between the Summit process and its partner institutions; engaging civil society, including business and the voluntary sector in support of Summit mandates.*

*In the area of **implementation and financing**, the mandates address the following: coordination in the inter-American system, including between the partner institutions and the SIRG; the participation of the heads of the partner institutions in the process; the ongoing financial support of initiatives by the partner institutions and multilateral development banks (MDBs); and the OAS Committee on Inter-American Summits Management and Civil Society Participation in OAS Activities as the forum for civil society to contribute to the Summit process. In addition, the mandates address: the strengthening and reform of the OAS to support the Summit process as Technical Secretariat, and to provide support to ministerial and sectoral meetings, the creation of a specific fund to finance the activities of the SIRG, recommendations from the OAS to the SIRG on ways in which civil society can contribute to the monitoring and implementation of Summit mandates, and the further development of mechanisms to ensure the dissemination of information on the Summit process.*

The Follow Up section to the Plan of Action addresses two critical components in the implementation of Summit mandates: Summit management, and implementation and financing.



The Foreign Minister of Canada, Bill Graham, (right), presents an Inukshuk to the Foreign Minister of Argentina, Rafael Bielsa, in the hand over of the Chair of the Summit of the Americas Process, during the XXIX SIRG Meeting held on June 9, 2003, in Santiago, Chile.

SUMMIT MANAGEMENT

Canada became the Chair of the Summit process in November 1999, and hosted the Third Summit of the Americas in Quebec City in 2001. As the next host of the Summit of the Americas, Argentina assumed the Chair of the process—and, by extension, of the Summit Implementation Review Group (SIRG),—on June 9, 2003, in a ceremony during the Ministerial level meeting at the OAS General Assembly in Santiago, Chile. Mexico is chair of the preparations for the Special Summit of the

Americas that will be held January 12-13, 2004 in Monterrey, Mexico.

The Quebec City Plan of Action further institutionalized the management structure of the Summit process by strengthening the SIRG through the creation of an Executive Council (EC) and Steering Committee (SC).

Governments hold the primary role for implementing the Plan of Action, and the SIRG represents their collective responsibility in monitoring the implementation of

Summit mandates and in the preparation of future Summits. The SIRC is comprised of the 34 democratically-elected governments of the Hemisphere, which are represented in the SIRC by their Foreign Ministers and appointed Summit National Coordinators. The SIRC has met 11 times since Quebec City, with two of those meetings being held at the level of Foreign Ministers, to whom the Summit National Coordinators are responsible for annually reporting on the progress achieved in the fulfillment of the Plan of Action. The Ministers then review and assess the information at their annual meeting during the OAS General Assembly. In order to further increase the transparency and accountability of the Summit process, the SIRC instituted a system of National Reports. To date, over half the countries have submitted their national reports, outlining the concrete actions taken by the governments in the implementation of Summit mandates. These reports are also publicly available, reinforcing the leaders' commitment to making the Summit process open to all. It was in this spirit that the SIRC held two open meetings with civil society—on April 2 and December 8, 2003—in order to discuss the progress-to-date in the Summit of the Americas process and the ways in which civil society may contribute to the implementation and monitoring of mandates.

The Executive Council of the SIRC was created as a regionally representative body, whose role is to assess, strengthen, and support the follow-up of Summit initiatives. The members of the Executive Council are Argentina, Brazil, Chile, Canada, Mexico, the United States, and a country designated on behalf of the Andean Community, CARICOM, Central America, and the Rio Group. The OAS, ECLAC, PAHO, IDB and the World Bank are also members of the Executive Council. They have met 10 times since Quebec City to assess, strengthen, and support the follow-up of Summit initiatives, as well as to deepen partnerships and coordination with the partner institutions.

The Steering Committee of the SIRC is comprised of past, current and future Summit hosts, and has met 10 times since Quebec City. The Steering Committee's role is to assist the Summit Chair in preparing for SIRC meetings, as well as the preparations for future Summits.

The SIRC, its Executive Council, and Steering Committee are currently concentrating their efforts in the negotiations and preparations for the Special Summit of the Americas, to be held January 12-13, 2004, in Monterrey, Mexico.

At the Quebec City Summit of the Americas, the Heads of State and Government recognized the central role that the OAS performs in support of the Summits of the Americas process, commending the Organization for its work as the Technical Secretariat and the institutional memory of the process. To formalize this role, the OAS Secretary General further strengthened the role of the OAS in the Summit process by creating the Summits of the Americas Secretariat. The Secretariat will continue to coordinate the implementation of Summit mandates in the OAS and provide support to: ministerial and sectoral meetings; the SIRC and its Executive Council and Steering Committee, as well as the Committee on Inter-American Summits Management and Civil Society Participation in OAS Activities; and in the preparations for future Summits of the Americas. The Secretariat also coordinates the activities of the Joint Summit Working Group of partner institutions, as described above. At the same time, it will continue in its critical role: coordinating the participation of civil society in the Summit process and in the OAS, and strengthening outreach efforts to the private sector, the media and society at large.

Coordination and dialogue in the inter-American system are central to the effective implementation of Summit mandates. In order to improve coordination, the Heads of the OAS, the Inter-American Development Bank (IDB), the Pan American Health Organization (PAHO), and the

To date, over half the countries have submitted their national reports, outlining the concrete actions taken by the governments in the implementation of Summit mandates.

United Nations Economic Commission of Latin American and the Caribbean (ECLAC) signed a letter of agreement in July 2001 to create a mechanism, called the **Joint Summit Working Group**, for ongoing coordination among the institutions, and to facilitate their allocation of resources to implement Summit mandates.

Subsequently, the Joint Summit Working Group was expanded to include the World Bank, the Inter-American Institute for Cooperation in Agriculture (IICA) and the following sub-regional banks: the Central American Bank for Economic Integration (CABEI), the Caribbean Development Bank (CDB), and the Andean Development Corporation (CAF).

The Joint Summit Working Group, chaired by the OAS, meets periodically to address various issues and to facilitate the exchange of information on the members' respective activities related to the mandates of the Summits of the Americas. Several of these meetings have been dedicated to specific themes, such as civil society and connectivity. Moreover, the Joint Summit Working Group participates in meetings of

the Summit Implementation Review Group (SIRG), delivering reports on activities undertaken by each institution in order to meet the Summit mandates. The Group published the *Official Documents from the Summits of the Americas Process from Miami to Quebec City*, which was presented to the General Assembly of the OAS in July 2002, together with the Group's regular annual Hemispheric Report.

In an effort to improve communication between the Summit National Coordinators and the Executive Directors of the IDB, the latter hosted a lunch for the members of the SIRG Steering Committee on May 28, 2003. Subjects discussed at the lunch included: the need to finance infrastructure, regional public goods, measures to reduce poverty and create employment, as well as social protection systems for the poor during economic crises and natural disasters. Also, an exchange took place regarding the need to replenish the Multilateral Investment Fund (MIF) as a way to attract private capital, develop physical infrastructure, and promote private sector competitiveness. It was considered quite important to engage finance ministers in the Summit process in order to seriously address the matter of funding Summit goals and to link the operations of the banks with those mandates. On December 10, 2003, the Heads of the partner institutions held a dinner with the 34 Summit National Coordinators and the Executive Directors of the IDB. The group agreed to intensify their coordination in the implementation of Summit mandates.

An area that would benefit from increased cooperation, and in which the institutions could provide technical assistance to the countries, is in methodological support for the preparation of national and regional reports on follow-up to the Summit mandates. To date, half the countries of the Hemisphere have not submitted their national reports on Summit implementation to the SIRG, and this poses a challenge that will need to be addressed collectively. Regarding the availability of information,

PROGRESS

In October 2002, the first ever meeting was held between the Heads of the partner institutions, with the objective of evaluating the coordination work undertaken to implement the mandates of the Third Summit of the Americas. At this historic meeting, they decided to identify areas where they can work together, coordinate institutional support for ministerial meetings, divide responsibilities among their institutions, and more actively disseminate information on the Summits Process, its mandates, and the activities under way to carry out the Plan of Action.

The most recent report outlining the activities of this Joint Summit Working Group was delivered at the XXIX Meeting of the SIRG, held at the Ministerial level, during the General Assembly of the OAS in Santiago, Chile, in June 2003.

governments face the challenge of gathering information on implementation from the full range of ministries and agencies. Many activities are being carried out, but information on specific endeavors is not always readily available. Furthermore, the institutions could support evaluation systems and effective monitoring in the countries, linking Summits of the Americas mandates to other processes and to global mandates from other Summits, such as the Millennium Summit, the Monterrey Summit on Financing for Development, and the Johannesburg Summit on Sustainable Development.

SUMMIT IMPLEMENTATION AND FINANCING

The complexities of implementing and providing adequate financing for 19 different thematic areas have tested the resolve of governments and hemispheric institutions alike. Fortunately, a number of activities have been undertaken to improve both the pace and coordination of implementation.

In response to the mandate to strengthen and reform the institutional mechanism and financial capacity of the OAS to support the Summit of the Americas process, the OAS created the SIRG Specific Fund in June 2001. Comprised of voluntary contributions from Argentina, Brazil, Canada, Chile, El Salvador, Mexico, Panama, and the United States; as of November 2003, the fund has received a total of US\$ 298,649. These funds are used to support the diverse activities of the SIRG, its Executive Council and Steering Committee, and outreach activities conducted by the Summits of the Americas Secretariat.

Ministerial Meetings form a key part of the Summit process. Ministerial meetings on agriculture, trade, labor, culture, defense, education, and transportation—to name a few—as well as numerous high-level sectoral meetings, are the cornerstone for developing work plans to carry out the mandates assigned to them by the Heads of State and Government. These meetings also serve

to assist the SIRG in developing proposals and inputs during the preparatory phase leading up to a Summit. Since 2001, 27 Ministerial meetings have been held bringing together all Ministers of the Hemisphere in their respective areas of competence. The OAS, IDB, IICA, PAHO and ECLAC are the primary institutions that serve as Technical Secretariats to these Ministerials. The Heads of the institutions consider the ministerial meetings a fundamental component of the Summit process, as it is through them that the implementation of the Summit mandates takes place. Their work is a rich part of the Summit process that achieves concrete results.

In response to the Quebec City Summit mandate to consider ways in which civil society can contribute to the monitoring and implementation of Summit mandates, the OAS Summits of the Americas Secretariat presented to the XXVII meeting of the SIRG a proposal for contributions that could be made by civil society to the follow-up and implementation of Summit mandates. This proposal contained a strategy presented by different civil society groups as a result of a Workshop entitled "Evaluation of the Summit Process and Design of Follow-up Strategy of Implementation of the Quebec Action Plan," held in Buenos Aires on May 23 and 24, 2002, and organized by Corporación PARTICIPA in conjunction with the Regional Coordinating Committee of Economic and Social Research (CRIES), the Department of Political Science of the University of Los Andes (UNIANDES) in Colombia, The Canadian Foundation for the Americas (FOCAL) in Canada, and Facultad Latinoamericana de Ciencias Sociales (FLACSO) from Chile.

The strategy outlines possible mechanisms for the implementation of Summit mandates in the following areas: strengthening of local governments, decentralization, freedom of opinion and expression, access to information, and reform of the judicial branch and access to justice. The strategy's three components are: preparation and

PROGRESS

In addition, the Summits of the Americas Secretariat organized a Special Session of the OAS Committee on Inter-American Summits Management and Civil Society Participation in OAS Activities, with the participation of more than 30 representatives from civil society. This meeting took place on March 28, 2003, at the OAS Headquarters and served as an opportunity for civil society organizations to express their views on a variety of Summit themes. The Corporación PARTICIPA presented an oral report on the progress of the civil society strategy in following up on the implementation of the Quebec City Plan of Action. A report on this meeting, including the views from civil society—was transmitted to the XXVIII Meeting of the Summit Implementation Review Group, which took place on April 2, 2003, at OAS Headquarters. For the first time, the opening session of this SIRG meeting was open to civil society representatives.

application of indicators on progress in the implementation of mandates, dissemination of the results to governments and civil society, and sharing the results with governments. Nineteen civil society organizations from 19 countries participated in this process. The first two components of the strategy have already been carried out, and the final stage is expected to be complete by July 2004. The Canadian International Development Agency (CIDA) provided a total of CDN\$ 370,000 in funding to support this project.

On September 24, 2003, the ESQUEL Foundation organized a working session through its Civil Society Task Force, called “An Update on the Summit Process.” The event—which included the participation of more than 25 civil society representatives—international organizations and invited special guests, was held at the International Foundation for Electoral Systems (IFES) Headquarters in Washington, DC. The objective of the session was to exchange ideas on the Summit of the Americas process and to

discuss the issues that will be on the table during the Special Summit of the Americas, to be held in Mexico on January 12th and 13th, 2004. Following this activity, the OAS Summit of the Americas Secretariat and the Inter-American Dialogue organized a briefing session on the upcoming Special Summit for civil society organizations in the Washington D.C. area. The Summit National Coordinators from Canada and the United States—as well as the Permanent Representative of Mexico to the OAS and the Executive Secretary of the Summit Secretariat—provided participants with an overview of the issues and current dynamic of the process.

The Summit of the Americas Secretariat organized—with the support of the Government of Mexico, and civil society networks—a regional forum entitled “Civil Society in the Process of Hemispheric Integration within the framework of the Special Summit of the Americas.” This forum took place on November 24-25, 2003, in Mexico City with the participation of 100 representatives from civil society organizations in the Hemisphere. The purpose of this gathering was to offer civil society organizations an opportunity to engage in a dialogue and formulate their contributions for the Special Summit of the Americas. Civil society produced a set of concrete recommendations for each of the three themes of the Special Summit, and these were presented to the XXXIII SIRG meeting on December 8, 2003.

While civil society is a focal point of many of the outreach activities of the OAS, various briefings have also been given to the private sector. Most recently, the Summits of the Americas Secretariat, in collaboration with the Council of the Americas, organized a briefing session during the VIII Free Trade Area of the Americas (FTAA) Ministerial Meeting held in November in Miami. The United States Secretary of Commerce, Mr. Donald Evans, and the OAS Secretary General, César Gaviria gave a joint briefing on the FTAA in the context of the Summit of the Americas process to over 75 representatives from the private sector. Additionally, joint

activities have been organized with think tanks, such as the Center for Strategic and International Studies (CSIS) and the Inter-American Dialogue. A regional seminar on the Summit process and the Special Summit of the Americas was held on December 12, 2003, to brief regional press agencies as well as government media-relations officials. These outreach activities serve to engage and build partnerships with the diverse stakeholders in the Summit process.

CHALLENGES

In order to obtain a higher degree of success and buy-in to be achieved in Summit follow-up, countries have suggested that the Ministers of Finance need to increase their engagement in support of the overall Summit agenda, both with respect to their position as Finance Ministers, and as Governors of the multilateral development banks. The institutions have played, and will continue to play, a key role in helping the countries to further identify possible internal and external sources of financial and technical resources for Summit initiatives. The mobilization of resources poses an ongoing challenge to the process. Closely related to the issue of national governments increasing the involvement of their sectoral ministries is the augmented integration of the Ministerial meetings into the Summit of the Americas process. A higher level of coordination with the Ministerial meetings is a goal that the SIRG continues to perfect. Summit management of a process involving thirty-four countries and a broad policy agenda is a difficult task. The lack of resources for countries to fully monitor and implement Summit mandates, the varying agendas of the inter-American institutions,

MINISTERIAL MEETINGS IN THE CONTEXT OF THE SUMMITS OF THE AMERICAS PROCESS 2001-2003

Ministers of Foreign Affairs

June 2001, June 2002, June 2003, October 2003 (Special Conference on Security)

Ministers and High-Level Authorities of the Hemisphere Responsible for Policies on Decentralization

July 2001, October 2002, September 2003

Ministers of Justice and Attorneys General of the Americas

March 2002

Defense Ministers of the Americas

November 2002

Ministers of Transportation

March 2001, May 2003

Finance Ministers of the Hemisphere

March 2001

Trade Ministers

April 2001, October 2002, November 2003

Ministers of Energy

March 2001

Environment Ministers

March 2001

Ministers of Agriculture and Rural Life

November 2001, November 2003

Minister of Health and Agriculture

April 2003

Ministers of Labor

October 2001, September 2003

Ministers of Education

September 2001, August 2003

Health Ministers

September 2001, September 2002, September 2003

Health and Environment Ministers

March 2002

Ministers of Culture

July 2002

and the limited personnel and budget of the Summit of the Americas Secretariat, is a serious challenge to meeting the aspirations of Summit leaders. Outreach activities to society at large need to be expanded to ensure the transparency and the ownership of the Summits of the Americas process to all the citizens of the Americas.



IV. New Trends

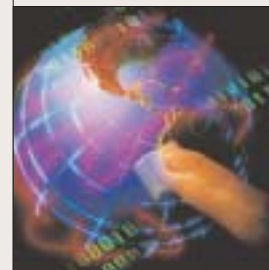
New Trends in the Americas

Examining new trends in the Western Hemisphere is a necessary element of the Summit of the Americas process, in order to keep the Summit agenda relevant and to address issues as they arise in the region. This review of new trends is designed to continue this discussion at our mid-point between the Third and Fourth Summit of the Americas.

Several major worldwide changes have stimulated and conditioned new trends in the Americas. The consequences of the end of the Cold War were dramatic in terms of changing the global alliance structure and shifting the dynamic of major powers' foreign policies toward the developing countries. The end of support of anti-communist regimes by western powers and the parallel end of support of communist forces by the Soviet bloc created a further opening for positive political change in many countries. The explosion of information available to the public is a second global change affecting individual desires, political participation and cultural outreach. Technology is providing faster, cheaper and more varied information to larger and larger percentages of the world population. The third change is an almost universal adoption of market economies with the concomitant downsizing of the state and opening to international trade, creating significant changes in the structure of the marketplace and the role of governments in society.

The **first new trend** dominating the Americas is the rise and consolidation of democracy. As recently as the 1980s, major countries in the region were ruled by military officers. The celebration of the First Summit of the Americas in Miami in 1994 was stimulated by the fact that, with the exception of one country, all of the governments in the Americas were democratically

elected. Democracy is now embedded in the region. Militaries are under civilian control. Citizens are empowered by their right to vote. They may be dissatisfied with their particular governments, but the commitment to a democratic system of government is strong and holding firm. This commitment to democracy is demonstrated in the OAS Democratic Charter, and reinforced at



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the subregional level by countries such as Brazil, which took the lead in forming Mercosur—a four nation alliance of Brazil, Argentina, Uruguay and Paraguay, that includes democratic rule as a condition of membership. The Mercosur mechanism was activated to protect democracy when it was threatened in Paraguay and succeeded in maintaining democracy through a concerted effort. In the Caribbean, CARICOM, maintains its long-standing commitment to democracy and takes pride in the old tradition of democracy in the islands. The United States and Canada, together with European donors, have made significant contributions to strengthening democratic institutions and modernizing the electoral process across the region. Inter-American institutions including the Organization of American States, the UN Economic Commission for Latin America and the Caribbean, the Inter-American Development Bank, and the Andean Community all have programs to support and strengthen democracy.

Democracy is showing resilience in the face of many pressures, such as poor economic conditions, rising vocal demands from citizens, lack of resources for government management and government services, and scarce foreign assistance to fund new programs.

Democratic elections, and the promise of democracies to deliver for their citizens, are raising expectations among voters, and as these expectations are not being met in much of the region, there is a strong wave of rising citizen discontent as a **second trend**. This discontent is increasingly expressed in media, marches, calls for referendum, polls, and on the Internet.

Some of the roots of this discontent are obvious and others more complex. Obvious causes are slow economic growth leading to unemployment. Unemployment is one of the top two concerns of citizens according to polling by Latinobarómetro, a Chilean polling firm. Blame for this lack of employment is directed toward governments with three major criticisms. First, why isn't the

government doing more to create good jobs, either through direct hiring or through stimulation of the private sector? Second, why aren't privatized companies—primarily utilities and banks—generating more jobs and providing better service at a lower price? And, third, where are the promised benefits from opening our domestic market to international trade?

Another source of this discontent is less obvious. Citizens' expectations—especially among the older generations or those with less education—may be formed by the vision that a good government provides for its people. This perception is at odds with the reality of a modern democracy that, ideally, enforces the law, regulates the private sector for the public good, and provides a basic social safety net, but also leaves the private sector to offer the majority of jobs, goods and services to the population. Of course, many Latin American governments—for lack of resources, political will or managerial capacity—have not been able to provide what might rightly be expected from citizens in a modern democracy. So citizen discontent arises from what might be an outdated view of the role of government and also from the fact that modern governments are not delivering what a modern citizen should be able to expect. Modern citizens are seeking governments that reflect the national will, regulate the private sector for the public good, and provide social protections to the most vulnerable.

Finally, discontent arises from government corruption. Many analysts note that what today is perceived as corruption today was previously accepted as normal practice of the public sector. Expectations have changed as citizens come to expect government services to be provided without the barriers of special influence or the payment of bribes. Increased access to information has given citizens a new and more complete view of the work of their own governments, including scandals and common practices that divert public resources into private hands, which often breaks the law

and spirit of government service. Governments are putting new procedures in place and changing their practices, but the process is slow and uneven, often creating frustration and ill will.

The third trend is a common call to action by governments to confront the problem of large segments of the population being excluded from the benefits of modern political and economic development. The community of the Americas and individual governments across the region are confronting the reality that economic growth and access to political power are not reaching significant numbers of citizens. Pressure to address this problem arises from the revitalized democratic process and from the emerging voices of civil society organizations in national and international forums. Although there is near unanimous acceptance of this problem as a regional priority, one requiring urgent action, there is much less consensus on what to do. Debates center around: (1) building on or replacing the dictates of the Washington Consensus, which was narrowly focused on macro-economic reform; (2) more fully implementing the Second Generation Reforms, which build on the macro-economic reforms but go deeper into governance issues, such as institutional reform for government management and modernizing conditions for private sector development; (3) spearheading specific initiatives to, for example, fight hunger or provide micro credit; (4) campaigns to significantly increase development assistance; (5) rethinking privatization of state enterprises; and (6) more aggressive moves to liberalize trade and improve competitiveness in the private sector.

The fourth trend is the emergence of non-traditional political movements. This trend is strongly connected to rising expectations of citizen participation in the political life of their country and the revolution in information technology. Although voting and elections are generally clean and well monitored, by national and international authorities, many citizens find themselves

shut out of participation in selecting political party leaders and of influencing political party platforms and policies. In some countries with less developed parties, political parties may be formed around an individual political leader with little political base.

The well-documented information revolution brings news of the world directly to individuals without government control, and provides a low-cost mechanism for organizing. This can stimulate and amplify discontent, as people become aware of other lifestyles and political options. It can also facilitate individuals to join groups and mobilize for political action. There is a cross border aspect to this phenomenon as well. Individuals and national groups can join and learn from movements with similar objectives in other countries.

The two most prominent manifestations of this trend are the emergence of non-governmental, or civil society organizations, as a political force and the new international voice of indigenous movements. Civil society organizations are creating national and international coalitions to promote their interests across a range of issues, from human rights to environmental protection to personal security. They tend to be single issue interest groups. This can give them power to pursue a focused agenda, such as the anti-land mines movement, and therefore they are by nature different from a broad-based political party. Their techniques for gaining political influence vary greatly but are increasingly strengthened by exchange of information with other like-minded groups via the Internet and international meetings.

The indigenous movement is an example of a group formerly excluded from the traditional political process now finding its political voice through international connections. Mexican, Peruvian, Bolivian, Ecuadorian and Brazilian indigenous rights groups meet with Canadian and US groups and exchange perspectives and political techniques. These groups make alliances

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with environmental and human rights groups. Through organization and networking, indigenous groups have rapidly become major players in their domestic political scene and are influencing international and regional processes, as well as multilateral organizations using coordinated action on a global scale.

The fifth trend is the squeeze on government revenues. The limitation of revenues available for state spending comes from several factors, some external and some internal. External factors are slow, world-wide growth rates which dampen demand for commodities and other exports and reduce the amount of investment capital in the international lending pool, thus reducing private sector growth and tax revenues. Another factor external to Latin America and the Caribbean, but internal to the region, is the focus of the US government on security matters and the Middle East. This focus reduces funds which might have been used for development assistance and/or to strengthen democracies in Latin America and the Caribbean to other areas. The exception, of course, is Colombia, which is receiving significant US assistance for illegal drug eradication and to address the domestic guerilla movements.

Internal policies of unilateral, regional, and multilateral trade liberalization have lowered tariffs to stimulate trade. Although these policies are generally viewed as economically sound, in the short run they remove the formerly collected tariffs from state coffers. Privatization of state enterprises has—in cases where the enterprise was profitable—removed these profits from government revenues. In some cases, benefits given to companies buying enterprises from the State included reduced taxes as an investment incentive, further lowering tax revenues. Tax collection itself is a challenge in every country. In countries with limited resources to collect the taxes, and weak political institutions to back up the tax collectors in the face of powerful private sector interests, the task is monumental.

This lack of government revenue has revived an old trend in the region: debt. According to the World Bank, the following countries are severely indebted, which means that either the present value of debt service to Gross National Income exceeds 80 percent or the present value of debt service as a percentage of exports exceeds 220 percent: Argentina, Brazil, Ecuador, Guyana, Nicaragua, Panama, Peru and Uruguay. The high cost of debt servicing, the limitation to access of new credit, the vulnerability to unfavorable exchange rate movements and renegotiation with creditors are all costs of being severely indebted.

The sixth trend is immigration with homeland links. Immigration among countries in the region is an old story, but the new trend is how, with modern technologies, immigrants are maintaining cultural, political and financial links with their homelands. Hispanics comprise the largest minority group in the United States today. Upper income Hispanics are creating business links with their home countries, which entail investments in their home countries, investments of profits generated in their home countries in the United States, trade links and frequent business travel. Lower income Hispanics are saving from their wages and sending remittances to their home countries, usually on a monthly basis. According to a new report by the Inter-American Development Bank, remittance flows this year to Latin America and the Caribbean will reach \$40 billion, surpassing foreign direct investment in the region. These funds are obviously now a major source of foreign exchange in the region and generally go directly to finance spending by low-income groups. Politically active Hispanics are playing a major role in US elections, and raising funds in the US for political campaigns in their home countries.

The lowering of telecommunications cost and air travel have allowed immigrants to stay in touch with their home communities, thereby maintaining a cultural link. This has facilitated the flow of Latin and



Caribbean culture to the US and US culture to Latin America and the Caribbean. Latin jazz, Latin food, and Latin style are now very fashionable in the United States and Canada. Even in Latin America, commitment and pride in Latin American arts is growing. Among the younger generation, US culture is crowding out traditional links to European culture as far south as Argentina and Chile.

A final, **seventh trend** is the rapid change in the economic landscape driven by technology and globalization. For immigrant nations in the Americas with long histories of extractive industries and colonial connections, globalization is not a new phenomenon. And technology change has replaced the horse with the car, and the candle with the electric lamp. What has changed is the speed and scope of technology generation and application, and the depth and breadth of globalization. Opening to world trade is bringing all nations—but not yet all citizens—the benefit of being able to shop in the global marketplace for the best product at the lowest price. It is also bringing new technologies that produce goods faster, and often with fewer workers. These changes are already requiring a different view of workforce training, education and the organization of the workforce in society.

Rapid change is difficult for any society. There are parts of all the countries of the Americas where there is resistance, and even a backlash, to these changes. There is a worldwide political and personal discussion underway on how to capture the benefits of technological change and globalization, and reduce the costs necessary for traditional industries—and poor and uneducated individuals with limited resources—to adjust and succeed.

Rapid globalization and technological change create other threats to economic success, such as new forms of terrorism, money laundering, transport of illicit goods, the spread of diseases across borders, and all of the added costs of fighting these dangers.

These seven new trends in the Americas are not unique to our Hemisphere, but have a significant impact on the plans and aspirations expressed through the Summits of the Americas. Exploring and understanding new trends and their interrelation with existing economic, political, and social patterns in the Hemisphere can enrich and inform our efforts in meeting the ambitious goals expressed by hemispheric leaders, and ensure the ongoing development of a relevant and rigorous Summit agenda.

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PHOTOGRAPHY:

ARTVILLE, 15, 36, 48
C. GAGGERO, 12(RIGHT), 13, 16, 17, 33, 40, 53, 55, 67, 82, 83, 86, 87, 93, 94, 96, 99, 100, 101, 103, 106, 107, 113, 116, 117, 118, 125, 127, 129, 131
DIGITAL STOCK, 121
DONNA DE CESSARE, 47
FIPA, 25
MARTÍN ARIAS FEJÓO, 27, 39, 66
©OAS, 2-3, 5, 7, 12 (LEFT), 20, 22, 23, 24, 30, 58, 61, 136
©OPS/OMS, 14, 29, 31, 35, 44, 57, 89, 92, 98, 114, 115, 120, 123
PHOTODISC, 38, 42, 65, 71, 74, 75, 76, 77, 78, 79, 80, 81, 84, 90, 128, 133, 134, 143
ROBERTO RIBEIRO, 122
ULTRADESIGNS, 26
WILLIE HEINZ, 73

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