

EXECUTIVE SUMMARY

SUMMIT REPORT 2001-2003

ADVANCING IN THE AMERICAS *Progress and Challenges*



FIRST SUMMIT 1994 MIAMI
SECOND SUMMIT 1998 SANTIAGO
THIRD SUMMIT 2001 QUEBEC CITY
SPECIAL SUMMIT 2004 MONTERREY

Our Mission

The Summits of the Americas Secretariat, under the auspices of the OAS, acts as the institutional memory and technical Secretariat to the Summit process, supports the countries in Summit follow up and preparation for the future Summits, coordinates the support of the OAS in the implementation of Summit mandates, and chairs the Joint Summit Working Group, which brings together international and inter-American agencies.

Foreword

Ten years ago, the Heads of State and Government of the Western Hemisphere launched an innovative and far-reaching multilateral initiative to build a platform for collective action. This initiative was constructed on a foundation of shared values and a strong commitment to working together to reach the goals of peace and prosperity for all of the peoples of the Americas. Since that time, Presidents and Prime Ministers have come together three times to reaffirm their common purpose, and develop a detailed hemispheric strategy to achieve their shared goals. The meetings in Miami, Santiago and Quebec City were unique in world history; as thirty-four democratically-elected governments came together to improve the lives of their 800 million citizens of the Americas by working shoulder to shoulder.

Leaders are joined in these efforts by their ministries, legislatures, judiciary branches, civil societies and business communities. The scope of the strategy or agenda for the Americas as reflected in the Summit Plans of Action is comprehensive—from democracy to trade to environmental protection—requiring engagement from all parts of our societies. Our family of inter-American institutions, led by the Organization of American States (OAS), is a remarkable resource to tap into these efforts. The specialized agencies—such as the Pan American Health Organization (PAHO), the Inter-American Institute for Cooperation in Agriculture (IICA), and the UN Economic Commission for Latin America and the Caribbean (ECLAC)—are joined by development banks such as the World Bank, the Inter-American Development Bank (IDB), the Central American Bank for Economic Integration (CABEL), the Caribbean Development Bank (CDB) and the Andean Development Corporation (CAF) to engage technical expertise and financing in order to serve our nations.

At this mid-point between our Third and Fourth Summit of the Americas the initiative launched in 1994 is being tested. Leaders recognized the urgency of challenges facing the region and are mobilizing their collective energies within the Summit framework by calling for the Special Summit of the Americas on January 12-13, 2004. The Organization of American States is fully supporting this call to action through the work of our Summits of the Americas Secretariat, our political bodies, and each of our technical units. This report summarizing where we stand in meeting our Summit goals, prepared by the Summit of the Americas Secretariat, is presented in this context.

César Gaviria
Secretary General
Organization of American States

The Summit of the Americas

Toward regional governability in the context of globalization.

Advancing in the Americas

The leaders of the Americas have once again acknowledged that collective dialogue is a valuable mechanism for grappling with the challenges facing the Hemisphere. Political fragility, slow economic growth and unmet social demands are at the top of the agenda. These circumstances have caused leaders to propose a Special Summit of the Americas. This Special Summit will pave the way for the Fourth Summit of the Americas, to be held in Argentina in 2005. There are great hopes that the Special Summit and the Fourth Summit of the Americas will provide the necessary leadership to maintain—and perhaps even accelerate—progress toward achieving the ambitious goals of the Summit of the Americas process.

It is against this backdrop that we have prepared the current Report which is designed to provide Heads of State and Government attending the Special Summit of the Americas in Monterrey with the OAS Summits of the Americas Secretariat's viewpoint on progress in implementing the mandates of the Quebec City Summit in 2001. The Executive Summary reviews each of the 18 mandates from a regional perspective, and includes separate sections on connectivity and on Summit architecture and follow-up. In addition, we identify a number of the challenges encountered in building the hemispheric community and in finding joint solutions to common problems. In view of the upcoming Special Summit of the Americas—to be held on January 12–13, 2004—it is essential not only to assess progress made to-date, but also to reflect on the *raison d'être* of the Summits and their impact on hemispheric development and governability, within the framework of globalization. It is also important to think about the challenges facing countries, and institutions, in their efforts to support this hemispheric process, and to translate mandates into reality. Finally, we must determine how the Inter-american system can best respond to the demands of the 34 democracies in the Hemisphere.

BACKGROUND TO THE SUMMITS PROCESS

The Summits of the Americas bring together the Heads of State and Government in the Hemisphere to discuss and act on political, economic and social issues concerning us all. The original concept of the Summits of the Americas was to establish a framework of shared values and joint commitments to achieve peace and prosperity in the Hemisphere. It was an attempt to celebrate and protect democracy, and reap the benefits offered by this new reality in the Americas, in terms of more just and transparent governments, and markets, that would serve the interests of all. The idea blossomed when the leaders of the Hemisphere—representing the 34 democratically-elected governments—attended the First Summit of the Americas in Miami in 1994, where they discussed and adopted a detailed plan of political, economic and social



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initiatives. The leaders joined forces in an effort to build modern States within the world economy and to meet the needs of citizens in the Americas.

This momentous beginning gave birth to a process of hemispheric cooperation that continues to this day. A series of Summit meetings followed, including the Summit on Sustainable Development in 1996 in Santa Cruz, Bolivia, the Second Summit of the Americas held in Santiago, Chile in 1998, and, more recently, the Third Summit of the Americas held in April 2001 in Quebec City, Canada. At these meetings, leaders committed their countries to consider basic themes that affect the Hemisphere, and to implement joint actions on commitments stemming from these themes.

We are currently midway between the Third Summit of 2001 and the Fourth Summit of the Americas, planned for 2005 in Argentina. The Presidents and Prime Ministers will use the Special Summit to involve new leaders from the region in the Summits process, to constructively confront the region's difficult economic and social challenges, and to strengthen democratic institutions.

CHALLENGES REACH BEYOND NATIONAL BORDERS

Globalization shows the multidimensional nature of the various aspects of our lives as citizens of this Hemisphere, and of the world. There is absolutely no doubt that communications and connectivity have facilitated transparency and accountability, and helped to publicize collective demands. Globalization has also helped to strengthen the political dialogue between our leaders and the many stakeholders in our society: civil society, academia, the private sector, and the media. Today there are more agents, more spokespersons, and more organizations pointing out the failings of our institutions, discovering their limitations, and demanding that they be changed. Globalization lifts veils and uncovers old problems that have existed in our societies for decades.

Nowadays, problems are no longer only individual or national; they are global and they affect us all—regardless of borders. Phenomena such as drug trafficking, terrorism, epidemics, security matters, migration, employment, trade, the defense of the rule of law, and the protection of human rights—to name but a few—demonstrate the need for a common approach. The global and regional debate has also shown us that in today's world there is more room for shared values, for diplomacy, for the prevention of conflicts, for cooperation, for creating synergies and the will to preserve peace and prosperity.

Within the framework of the Summits process, the Heads of State and Government have joined forces to build a modern State in the global economy in order to satisfy the needs and aspirations of the 800 million citizens of the Americas. The Summits are a reflection of the importance of regional governability within the context of globalization, of the need to find collective responses that differ greatly from those of the past.



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ACHIEVEMENTS

The goals agreed upon by the community of the Americas within the framework of the Summits process are truly ambitious; in many ways, they are similar to the declarations made during the formation of the United Nations and the Organization of American States. The leaders of the Americas have tried to combine declarations of principle with concrete policies and actions that mirror these principles.

The Summits have already had a significant impact on the lives of the citizens in the Hemisphere, although this fact goes mostly unnoticed beyond the realm of the Ministries of Foreign Affairs and hemispheric institutions. One of the most noticeable achievements is the signing of the Inter-American Democratic Charter in 2001, and its subsequent implementation. Furthermore, we have seen the launching and continuation of the FTAA negotiations, despite the reversals suffered during the Doha Round in Cancun last September, under the aegis of the World Trade Organization (WTO). We have also seen notable progress in the fight against poverty through efforts to improve health, education, personal security and the protection of the most vulnerable groups in American societies. This Executive Summary will highlight a number of the most noteworthy successes.

POLITICAL ARENA

We have seen impressive progress in the political arena. At the Third Summit of the Americas in Quebec City in 2001, countries proposed the adoption of the Inter-American Democratic Charter out of concern for the fragility of certain democracies. The Charter is undoubtedly the most innovative mechanism in the world for defending democracy. Adopted in Lima on September 11, 2001—the very day that Washington D.C. and New York suffered flagrant terrorist attacks—the Charter is a clear example of just how far we have come in defending and promoting democracy in our Hemisphere—and of just how far we have yet to go. The Democratic Charter has been an essential instrument in our ongoing efforts to ensure the constitutional subordination of all State authorities to the duly constituted civil authority. For example, the Charter was used to help preserve democracy in Haiti and Venezuela by providing ways out of the political crises affecting those countries. More recently, action was taken in Bolivia in an attempt to ensure the stability of the constitutional system.

In response to the scourge of drug trafficking, countries agreed on the principles and guidelines of a joint policy, as outlined in the hemispheric strategy against drugs. In 1998, the Multilateral Evaluation Mechanism (MEM) was created within the framework of the Inter-American Commission on Drug Abuse Control (CICAD) of the OAS. The MEM facilitates the evaluation of individual and collective progress, the formulation of recommendations to improve the capacity to control trafficking and drug abuse, and the strengthening of multilateral cooperation.

Through the "Inter-American Convention Against Terrorism" a part of the Summits process—governments now guarantee broad-based and mutual legal



The Inter-American Democratic Charter is undoubtedly the most innovative mechanism in the world for defending democracy.

assistance to make possible the prosecution of individuals who plan or commit terrorist acts. Mention should also be made of the recent Special Conference on Security held in Mexico in October 2003. The Declaration issued by the Conference proposes a new, multidimensional security approach, and acknowledges the need for a flexible security architecture in the Hemisphere.

ECONOMIC ARENA

Prosperity based on economic opportunity and growth is a goal of the 34 countries participating in the Summits of the Americas. It is widely acknowledged that in today's world, all economic activity is linked in one way or another to the system of international trade. Hemispheric leaders demonstrated the importance of taking collective decisions in 1994, when they began negotiations to create a Free Trade Area of the Americas (FTAA) by 2005. This goal was reaffirmed at the Third Summit of the Americas in Quebec City. The cooperation provided by international organizations such as the OAS, ECLAC and the IDB—working side-by-side in the Tripartite Committee—has been crucial in supporting countries during the negotiating process. The commitment of countries to achieve an FTAA that is comprehensive and fair for all parties is expressed in the Declaration of Ministers Responsible for Trade in the Hemisphere. The Declaration, which was issued at the Eighth Meeting of Ministers held in Miami in November 2003, reaffirms the commitment to reach an integrated and balanced FTAA that will more effectively promote economic growth, the reduction of poverty, development, and integration through trade liberalization.

Apart from the FTAA, important steps have been taken to create an environment that facilitates the success of private sector activities by bridging gaps in physical infrastructure, including key areas such as telecommunications and connectivity via the Internet.

SOCIAL ARENA

In the social arena, there are a number of examples of the positive impact of collective action in implementing the Summit mandates, such as the fight against HIV/AIDS, growing recognition of the role of women in leadership positions within public service, and achievements in the area of education.

The Quebec City mandates helped the countries of Central America to negotiate successfully with pharmaceutical companies and achieve an average 50% reduction in the price of anti-retrovirals required for treating HIV/AIDS patients.

With respect to the participation of women, it should be pointed out that women have made great strides in improving their quality of life. Women are having fewer children, education levels have improved and more women are members of the active workforce—though earning lower wages. Similarly, women are attaining positions of greater responsibility in government, although they are still seriously under-represented at the highest levels.

Progress has also been made by Ministers of Education in preparing a

detailed plan of action. Countries have reached agreements with bilateral and multilateral agencies to increase activities in this sector, including training teachers, building and maintaining schools in rural zones, creating projects for educating young children and taking advantage of new technologies in the service of education.

INSTITUTIONAL ARENA

The Summits process is paying considerable attention to the institutional architecture in the Hemisphere, and on how to improve the organization of governments, ministries and inter-American institutions to maintain and advance the hemispheric agenda. One important step forward is that under the new hemispheric architecture, dialogue and the search for solutions to hemispheric problems are no longer restricted to governments, inter-American or international organizations. The Summits process has created a space for discussions between the 34 governments and civil society organizations. Today, civil society organizations have access to the Summits web site and all its documents; they participate in regional consultations on political agendas, as well as in the implementation and monitoring of such agendas. One interesting example is the recent participation of representatives of indigenous peoples in negotiations leading up to the Inter-American Declaration on the Rights of Indigenous Peoples—a process managed by the Permanent Council, comprised of the Ambassadors to the OAS. In addition, initial efforts have been made to involve other partners, such as the private sector, the press and the youth of the Americas. It should be mentioned that the private sector has been closely involved in the FTAA negotiations through Americas Business Forum meetings, as well as through a business advisory committee in the Labor Ministerial process.

CHALLENGES

According to recent data provided by ECLAC, 44% of the inhabitants of Latin America and the Caribbean (220 million people) live in poverty, and 20% live in extreme poverty. And the World Bank noted in its recent report, entitled "Inequality in Latin America and the Caribbean," that the richest 10% of the population receive 48% of the income, while the poorest 10% earn only 1.6%. Similarly, according to the International Labour Organization (ILO), 57 million people in Latin America and the Caribbean are unemployed or under-employed. There are currently 80 million informal workers in the Americas. The strengthening of democracy has created great expectations among the people, but they are questioning the benefits that have been produced and see poverty as a serious threat (Latinobarómetro, 1996-2003).

There are many underlying dangers and potential risks that threaten governability in the region. The challenge is to identify them and to define strategies and approaches for confronting them. It is against this backdrop that the Special Summit of the Americas is being convened. In order to continue confronting



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problems, it is urgent that a hemispheric architecture be established on a permanent footing. Institutions must be strengthened to deal with current problems, as well as to enable the creation of a new agenda that focuses on the future of the Americas.

The Summits of the Americas process is a clear manifestation of the ongoing efforts to achieve regional governability, and seems to be here to stay. It is a process that has encouraged us to redefine the role of international organizations such as the OAS. The OAS is now acting as the Summits Secretariat in support of these hemispheric processes, and is facilitating an extensive range of joint government initiatives through its various institutional mechanisms. According to the Secretary General of the OAS, César Gaviria, the Summits of the Americas have provided the institutions of the Hemisphere with a new compass for guiding their agendas. The Inter-American Institute for Cooperation on Agriculture (IICA) is another example of the impact of the Summits on the work of inter-American institutions. The IICA restructured its operations to focus on the Summits process; it called on Ministers of Agriculture to develop a coherent overview of needs, to design plans, and to mobilize resources for implementing these plans. The result was a clear consensus on the actions necessary to create opportunities for agricultural producers, to improve food security and compete in international markets.

This process has also enabled us to envision a system of international institutions with the ability to work together in support of countries dealing with complex, multi-sectoral challenges. The formation of the Joint Summit Working Group—which brings together all the inter-American agencies working to support the Summits process—is only a first step. It will be essential to consolidate and expand the work of this Group, and to ensure that the governing bodies and various institutions respond to Summit mandates and get involved early in the preparation and follow-up processes. These institutions have a fundamental role to play: they prepare analyses, create and finance programs and projects designed to solve problems and overcome setbacks, and develop monitoring and evaluation mechanisms and indicators. Although efforts have been made in the past, it is still necessary to prepare a joint, comprehensive report on the progress of countries in implementing the mandates of the Summits in each area. Such a report could be similar to the World Bank's annual World Development Report (WDR), or the Human Development Index published by the United Nations Development Program (UNDP).

At the same time, in order to meet the expectations of countries for sustained support from hemispheric and multilateral mechanisms and institutions—such as the OAS and other specialized agencies—it is necessary that any new demands be accompanied by renewed confidence on the part of these countries in their own regional institutions, along with an increase in their budget allocations. Only then can such institutions truly become a relevant part of the process. It is not possible to expect these institutions to take on an ever-increasing number of mandates without allocating the necessary resources to carry them out.



It will be crucial to identify priority areas for immediate action... to have a real impact on the welfare of the population

Another fundamental challenge is the sheer number of Summit mandates, as well as the political commitment of each country to implement them, and to be held accountable for them. The Quebec City Plan of Action contains 245 initiatives. In view of the sometimes-limited political will of governments and the scarcity of governmental resources, an agenda of this magnitude is difficult to implement. It will be crucial to identify priority areas for immediate action, and to make best use of the limited existing resources in order to have a real impact on the welfare of the population. With this in mind, each new mandate should be reviewed in light of the actual feasibility of carrying it out.

We can succeed in identifying priority areas and improving implementation if we increasingly link the formulation and implementation of mandates to ministerial work in the various sectors. Government ministries must take on these mandates and establish reliable mechanisms for assessing progress based on clear, measurable indicators. Recommendations produced by ministerial processes must both inform and enhance government discussions and decisions at the highest political level. Finally, the specialized organizations have an important role to play in advising governments in their efforts.

We must continue to refine national progress review and reporting mechanisms. The mechanisms used in the past—whereby each country had to report on each of the 18 mandates—were overly complex: governments have experienced difficulty applying them and providing comparable results on a timely basis. We need to consider new, innovative options. For example, perhaps each review could be focused on specific themes and could include all the countries, similar to what is being done concerning the follow-up to the Millennium Development Goals. Another option would be to design a multilateral review mechanism similar to that used by CICAD to evaluate progress on fighting drug trafficking. Under this new mechanism, governments are assisted by civil society organizations and academic institutions, which would carry out independent studies on progress specific to themes determined by governments within the framework of the Summit Implementation Review Group (SIRG).

Such a vision would enable us to make use of all available national, regional and multilateral instruments to bolster the Summits of the Americas agenda. It would allow us to focus our energies on the benefits, and imperfections, of globalization, thereby ensuring hemispheric governability and welfare of the population. It is vital that we all contribute to this process: from governments to regional and international agencies, from civil society to the private sector. We must all share in the great responsibility of strengthening democracy and governability, and in reducing poverty and increasing opportunities in the Americas.



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MAJOR ACHIEVEMENTS IN IMPLEMENTATION OF THE MANDATES OF THE THIRD SUMMIT OF THE AMERICAS:

Making Democracy Work Better

- ❖ Signing of the Inter-American Democratic Charter to protect and strengthen the democracies of the Americas
- ❖ Observation and technical assistance to eleven national and local elections
- ❖ Assistance to Bolivia, Paraguay, Haiti and Venezuela to maintain constitutional order
- ❖ Signing and implementing the provisions of the Inter-American Convention Against Corruption

Human Right and Fundamental Freedoms

- ❖ Strengthening national legislation for the protection of human rights
- ❖ Active outreach of the Inter-American Commission on Human Rights
- ❖ More cases being brought to the Inter-American Court of Human Rights and successfully concluded
- ❖ Advances in legislation to promote equality and protection of women
- ❖ Active protection of freedom of the press by the Special Rapporteur for Freedom of Expression

Justice, Rule of Law and Security of the Individual

- ❖ Strengthening of judicial systems through cooperation among countries at meetings of the Ministers of Justice and Attorneys General
- ❖ Increase in the capacity of the Justice Studies Center of the Americas to track progress and provide training
- ❖ Active implementation of the Multilateral Evaluation Mechanism of the Inter-American Drug Abuse Control Commission (CICAD) to assist countries in their efforts to stop the use and trafficking of illegal narcotics
- ❖ Increase in the use of new policing techniques to improve individual security

Hemispheric Security

- ❖ Updating of the definitions of security in the region
- ❖ Cooperative strategies developed among countries at the Special Conference on Security and the Ministers of Defense at their Fifth hemispheric meeting
- ❖ Strengthening of the Inter-American Committee on Terrorism (CICTE) to fight terrorism in all of its manifestation

Civil Society

- ❖ Major upgrade of outreach to civil society organizations by the Organization of American States and other inter-American agencies
- ❖ Integration of government—civil society dialogue mechanisms in almost all ministerial meetings, OAS General Assembly, and Summit meetings

Trade, Investment and Financial Stability

- ❖ Continuation of the Free Trade Area of the Americas (FTAA) negotiations with all original parties and maintenance of the January 2005 deadline for completion
- ❖ Significant increase in the transparency of the FTAA negotiations through web-based information including the publication of draft texts, outreach to civil society and individual country briefings
- ❖ Establishment of the FTAA Hemispheric Cooperation Program to assist countries, especially smaller economies, in the negotiation and implementation of the FTAA
- ❖ Growing cooperation in avoiding regional financial crises
- ❖ Change in some business culture to reflect corporate social responsibility

Infrastructure and Regulatory Environment

- ❖ Increased cooperation to establish common standards for telecommunications through the Inter-American Telecommunications Commission (CITEL)
- ❖ Improved planning for infrastructure development through the Western Hemisphere Transportation Initiative, the Plan Puebla Panama for southern Mexico and Central America and the Regional Infrastructure Integration Initiative in South America

Disaster Management

- ❖ Improved coordination in preparations for and recover from natural disasters
- ❖ Significant investment in Central America in protecting vulnerable infrastructure

Environmental Foundation for Sustainable Development

- ❖ More effective linkages between regional and world wide environmental initiatives
- ❖ Improvement in sustainable forestry development, including timber source certification programs
- ❖ Significant progress in multi-country management of water basin resources

Agricultural Management and Rural Development

- ❖ Effective mobilization of ministries of agriculture to implement Summit goals through ministerial meetings at the hemispheric level and the technical support of the Inter-American Institute for Cooperation on Agriculture
- ❖ Expansion of the vision of agricultural issues to include broad issues of rural development and linkages between production and trade competitiveness
- ❖ Significant incorporation of new farming technologies in many countries of the region

Labor and Employment

- ❖ Progress in instituting labor legislation and enforcement to reflect the International Labor Organizations provisions to protect workers



- ❖ Effective use of the hemispheric meetings of Ministers of Labor to connect labor issues to Summit mandates and to the labor implications of trade negotiations
- ❖ Tripartite efforts form Ministers, employers, and workers in dealing with labor issues

Growth with Equity

- ❖ Increasing awareness and change in program designs of development banks working in the region to assist in the implementation of Summit mandates
- ❖ A strong commitment at the highest levels of government to address problems of inequality in economic development
- ❖ Active renegotiation of unsustainable external debts in some countries
- ❖ New programs for small business development and empowering new entrants in the market economy

Education

- ❖ New cooperative efforts to improve education in the region through exchange of experiences at meetings of Ministers of Education
- ❖ Comprehensive recognition for the need to significantly improve literacy rates, decrease the drop-out rate, and strengthen high-level training programs in science and technology
- ❖ Increase cooperation on establishing hemispheric measurement standards and improving Internet access and use
- ❖ Improved female attendance rate in school

Health

- ❖ Reduction in the cost of antiretrovirals for the treatment of HIV/AIDS
- ❖ Incorporation of new technologies in health care delivery
- ❖ Increased cooperation in reform of health systems through regional meetings of Ministers of Health supported by the Pan American Health Organization

Gender Equality

- ❖ Improved legislation recognizing gender equality and protecting women's rights
- ❖ Larger percentages of women holding government positions
- ❖ Better cooperation between advocates of gender equality through high-level meetings supported by the Inter-American Commission on Women

Indigenous Peoples

- ❖ Increased recognition of the rights of indigenous populations, including improvements in legislation
- ❖ Increased networking and consolidation of advocacy groups to protect indigenous rights through negotiations on the American Declaration of the Rights of Indigenous Peoples
- ❖ Significant new support to promoting increased indigenous rights from the political bodies and General Secretariat of the OAS



Cultural Diversity

- ❖ Higher recognition of the importance of culture in national identity and the protection of cultural patrimony
- ❖ Increased cooperation in promotion and protection of culture through the First Inter-American Meeting of Ministers and High-Authorities of Culture supported by the Inter-American Council for Integral Development

Children and Youth

- ❖ Improved legislation to protect children and youth
- ❖ New programs to assist child combatants to reincorporate into normal society
- ❖ Increase in programs targeted specifically to protect vulnerable children and youth

Follow-up to the Plan of Action

- ❖ Strengthening of the Summit Implementation Review Group, through its Steering Committee, Executive Council and regular meetings supported by the OAS Summits of the Americas Secretariat
- ❖ Establishment of the OAS Summits of the Americas Secretariat by the Secretary General of the OAS
- ❖ Improved mobilization of the Joint Summit Working Group, consisting of the inter-American agencies and development banks, to provide technical assistance and financing for Summit implementation
- ❖ Significant increase in the engagement of civil society in the Summit process, including through dialogue at meetings of Ministers of Foreign Affairs, the Summit Implementation Review Group and the OAS Committee on Inter-American Summits Management and Civil Society
- ❖ New engagement of the private sector as a partner in the Summit process
- ❖ Increased sense of ownership of the Summit process by different social actors, including civil society organizations, academics, private sector, youth, and the media





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