



# Report on common interests for the implementation of EU-LAC cooperation in social cohesion policies

## TASK 5.2 MUTUAL INFLUENCES IN DESIGNING AND REFORMING SOCIAL COHESION POLICIES

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## SUMMARY

This document presents the research regarding the mutual influence in designing and reforming social cohesion policies undertake in Task 5.2 of the EULAC Focus project as part of the work package 5 regarding the “social dimension” of bi-regional relations between the European Union (EU) and Latin America and the Caribbean (LAC). The main purpose of this task was to determine whether both regions are interested in a dialogue on social issues, the thematic areas that could be of interest for such a dialogue and whether the welfare reform processes in the two regions have common orientations.

The report is covering three focus areas in order to approach the topic from different perspectives: 1) LAC’s interest in EU welfare experiences through the analysis to the existing cooperation programmes in the field of social inclusion policies and welfare experiences (EUROSociAL, SOCIEUX and NIPs); 2) perceptions of EU experts regarding social policies in LAC; 3) the Social Investment paradigm in both regions. The aim is to analyse social policy concepts that inspire welfare reforms in both regions. Although these focus areas were investigated through different methodologies in order to deal with the heterogeneity of each field, at the same time, a consistent narrative was created to connect the results of the different focus areas.

Based on cooperation programmes, discourse and concepts regarding the social dimension of EU-LAC relations a set of conclusions was drawn: First, regarding cooperation programmes, even if the interest of LAC countries in the EU welfare experiences have declined in the last ten years and LAC countries are also interested in South-South cooperation, the EU cooperation in the field of social inclusion and welfare reforms promoted by the EU in LAC is well appreciated. Second, there is only a very limited interest from EU social policy makers and experts in concrete LAC welfare reforms as social progress in LAC is considered to be at a lower level than in EU member states. Third, welfare reforms introduced by LAC countries fit the social investment paradigm proposed by the European Commission. Therefore, this paradigm offers the possibility of defining clear areas of cooperation between EU and LAC that would allow maintaining a continuous dialogue and a mutually and reciprocally enriching exchange of experiences.

The common conclusion is that a bi-regional dialogue on social issues between the EU and LAC would be useful and should be promoted. However, this requires abandoning on both sides the traditional approach according to which the EU and its member states place themselves on the already-developed, upper, nothing-to learn side and LAC states remain confined in the developing, lower, nothing-to teach/all-to-learn opposite side.

## I. COMMON INTRODUCTION AND OVERALL OBJECTIVE OF THE DELIVERABLE

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The EULAC Focus project focuses on different dimensions of the relations between the European Union (EU) and Latin America and the Caribbean (LAC) and tries to deliver analytical insights contributing to the exploitation of the dormant potential that lies in these relations. This report is part of the project's work package that deals with the "social dimension" of EU-(CE)LAC relations. The analysis of EU-(CE)LAC social relations faces two main challenges: (1) the comparison of two very unequal entities: a very established EU and a very unstable (CE)LAC community and (2) a very meagre knowledge base, as EU-(CE)LAC social relations generally remain rather vague. As a result, the work on the "social dimension" of EU-(CE)LAC relations takes a multi-level approach, gathering empirical data and analytical insights on the bi-regional, but also on the sub-regional and the national level. Thus, a comprehensive overview on the historical development and current significance of the social dimension of EU-(CE)LAC relations, and its potentials for creating renewed, sound bi-regional social cooperation agendas is provided.

This manifold approach is reflected in all the three different reports that have been produced as part of the work package on social relations of the EULAC Focus project and that cover different levels and granularities of the relations. One of them focused on research trajectories in LAC and the EU and elaborated general social issues in the regions as well as future challenges and (common) social agendas<sup>1</sup>. A second one carries out a comparative analysis of respective approaches to social inclusion in the two regions, mainly focusing on national and regional policies, but also taking into account the bi-regional dimension and its influence on the aforementioned policies<sup>2</sup>. To complement these previous studies, the current report examines the main programmes of EU-(CE)LAC cooperation in the social area, compares main reform features in respect to welfare regimes and identifies mutual interests and common areas of collaboration.

This report presents the results of Task 5.2 'Mutual Influence in designing and reforming social cohesion policies' of the EULAC Focus project. The main purpose of this task was to determine whether both regions are interested in a dialogue on social issues, the thematic areas that could be of interest for such a dialogue and whether the welfare reform processes in the two regions have common orientations. To achieve these results, the investigation interpreted the terms "social policy" very broadly (more broadly than their meaning in the EU treaties). It was designed

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<sup>1</sup> EULAC-Focus (2018): Deliverable 5.1.- *Research trajectories on social issues in the EU, (CE)LAC and beyond.*

*How the social dimension of the EU and (CE)LAC frame EU-(CE)LAC social relations.* See: [http://eulac-focus.net/private/Modules/Tools/EUProject/documents/66/D5.1\\_WP5-DI-66\\_Social-Issues\\_v13\\_1.pdf](http://eulac-focus.net/private/Modules/Tools/EUProject/documents/66/D5.1_WP5-DI-66_Social-Issues_v13_1.pdf).

<sup>2</sup> EULAC-Focus (2019): Deliverable 5.3.- *Report on differences and convergences in EU and CELAC social inclusions policy approaches. Comparative Analysis of respective approaches to social inclusion* (in process).



in a way that allowed approaching this topic from multiple perspectives. The three focus areas below shape the structure of the deliverable:

**Focus area I: Cooperation programmes - LAC's interest in EU welfare experiences.** The first focus area is dedicated to existing cooperation programmes that deal with social inclusion policies and welfare reforms more in general. The areas of interest of LAC social policy makers in EU welfare experiences are determined by analysing the results of the most important cooperation programmes between the two regions; namely EUROsocial, SOCIEUX and NIPs (for the Caribbean).

**Focus area II: Discourse – Perceptions of EU experts regarding social policies in LAC.** While the first area focuses on the areas of interest of LAC countries in existing cooperation programmes, the second area tries to capture potential interesting social policy reforms in LAC from the perspective of EU experts. The main objective is to investigate whether and how EU experts are interested in LAC experiences and which topics are useful for social policy reforms in the EU.

**Focus area III: Concepts – The Social Investment paradigm in both regions.** The third focus area deals with references to EU/LAC social policy concepts in welfare reforms. In particular, it aims to find empirical evidence of (reciprocal) influences in the definition and refinement of social policies, with reference, in particular, to ongoing reforms, the current discourse and the proposals for new designs of well-being and social integration. The main question that is posed is whether the social investment paradigm as set out by the European Commission is a leading social policy concept for both the European countries and the LAC region.

The empirical results of the research in each focus area are presented in three different parts (see parts III, IV, V) of the report. Although these three different parts answer different research questions and are processed using different methods (interviews, document analysis, questionnaires, etc.), they are tied together and connected through a common methodology that is explained below (see II). Furthermore, each of the three parts presents some conclusions relevant to the specific research objective. Additionally, to highlight the common approach and methodology used, parts V and VI present common conclusions.

## II. COMMON METHODOLOGY AND APPROACH

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As described in the introduction, this report deals with a heterogeneous field and therefore has to reflect this heterogeneity in its research approach. This means tackling different levels of the social policy dimension with different methods, but at the same time creating a consistent narrative to connect the results. This report distinguishes between three different layers that are necessary to take into account when dealing with the EU-LAC social relations' challenges as described in the introduction. The three different focus areas of the report deal with these different layers and use different methods to elaborate insightful results (see Figure 1).

Generally, the three layers comprise three aspects: a) Concepts: Overarching policy concepts that determine or discourage social policy reforms in the two regions. In this report, the policy concept of "social investment" was chosen as a reference point to determine whether both regions are following the same general policy approaches (see part V of this report). b) Discourse: Experts' and policy makers' conceptions and perceptions about social progress in the region. In order to identify possible fields of cooperation, it was necessary to get an insight into predominant discourses on social policy and the general state of social progress in the regions. For this particular study, this meant consulting EU policy makers and social policy experts in order to identify areas of interest for the EU in LAC, as the LAC interest was already elaborated by analysing the existing cooperation programmes. c) Cooperation: Analysing concrete EU-LAC programmes that show how cooperation on social policy issues, especially related to social inclusion, take place. This analysis also allowed the possibility of identifying EU social policy areas which are of interest for LAC countries.

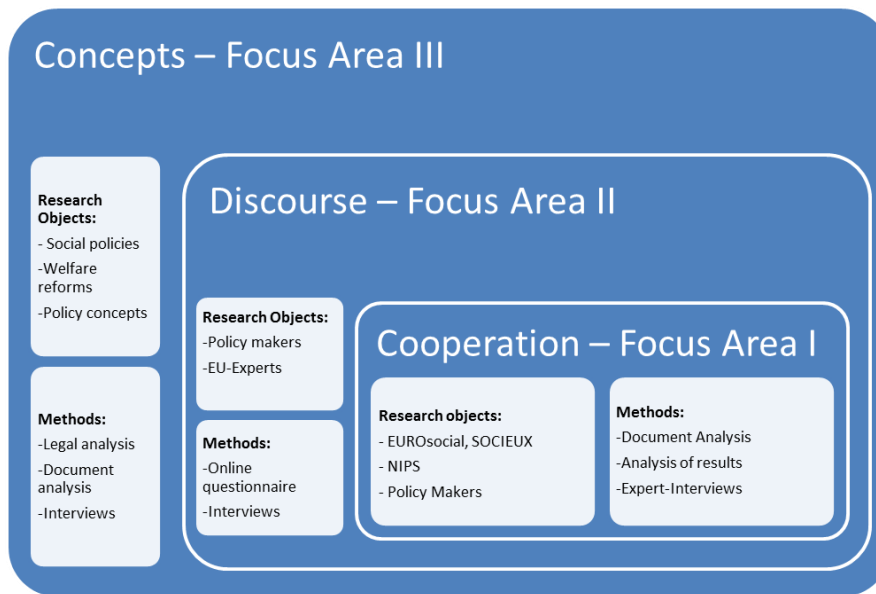


Figure 1: Three-layered methodological approach to EU-LAC relations in the social dimension.

As there is no bi-regional forum in the field of social policy, the analysis could not rely only on the analysis of the practical bi-regional cooperation programmes on social policies, but also needed to take the developments in the two regions at national level, especially regarding the concepts shaping social policy reforms. It is important to note that there are no strict boundaries between these three layers. On the contrary, they are overlapping and interacting and, therefore, the research dealing with them is also overlapping. For example, while the cooperation programmes are analysed mainly in part III, focusing on the practical implementation and existing cooperation mechanisms, they are also very relevant in part IV, as most of the consulted experts have participated in at least one of the programmes. This means that, while there is an analytical separation into three layers, they still have to be brought together in order to promote possible areas where bi-regional relations can and should (usefully and mutually beneficial) be strengthened.

In terms of the implication of research, different methods have been used in the three parts. In total 37 semi-structured interviews have been conducted, 26 with LAC and 11 with EU actors. 2 questionnaires were sent to EU actors from the Social Protection Committee (SPC) and from the European Social Policy Network (ESPN). Additionally, approximately 100 legislations from LAC countries were collected and analysed.

### III. FOCUS AREA I: COOPERATION PROGRAMMES – LAC INTEREST IN EU WELFARE EXPERIENCES

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#### 1. Introduction

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This third part of the report focuses on the analysis of EU-LAC cooperation programmes on social welfare reforms and the interest of LAC policy makers in EU welfare experiences. As there are no specific bi-regional measures on social policy cooperation between LAC and the EU, in order to analyse whether there is an interest of LAC social policy makers in the EU welfare experiences, it is necessary to look at development cooperation programmes in the social area promoted by the EU.

The legal basis for cooperation programmes is articles 209 and 212 of the TFEU, two articles on EU's development and international cooperation, not on social policy (even less on social policy with LAC). These provisions of the TFEU are oriented to the world, but not in order to develop “bi-regional” relations but in order to define and implement an EU policy. However, in their implementation, some of these programmes, for example EUROsociAL, have been designed and have worked as instruments for bi-regional relations and for that reason their analysis is interesting for the EULAC Focus project<sup>3</sup>.

#### 2. Methodological aspects

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##### 2.1 Objectives

One of the main objectives of this part of the deliverable is to identify whether and how Latin America and Caribbean (LAC) social policy makers are interested in European Union (EU) welfare experiences, which can be useful to encourage their own social policies reforms. In total, three development cooperation programmes have been selected for in-depth analysis: EUROsociAL II, SOCIEUX and the NIPS for the Caribbean. They will be analysed as important examples for cooperation programmes of the EU with the LAC region. The focus of the analysis will be on: (a) the main fields and topics of interest for LAC governments around the potential EU contribution regarding social cohesion policies; (b) the implemented plans and reforms of LAC governments in

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<sup>3</sup> Furthermore, this legal basis illustrates the fact that the EU has very limited competences regarding social policies, as discussed in the EULAC-Focus report on the state of the art of relations between EU and LAC in the social dimensions. See EULAC-Focus (2018): Deliverable 5.1.- *Research trajectories on social issues in the EU, (CE)LAC and beyond. How the social dimension of the EU and (CE)LAC frame EU-(CE)LAC social relations*. See: [http://eulac-focus.net/private/Modules/Tools/EUPProject/documents/66/D5.1\\_WP5-DI-66\\_Social-Issues\\_v13\\_1.pdf](http://eulac-focus.net/private/Modules/Tools/EUPProject/documents/66/D5.1_WP5-DI-66_Social-Issues_v13_1.pdf).

which EU public contribution has had a direct influence and (c) the evaluation of the cooperation programmes with respect to the value and usefulness of the learning and experience exchanges between EU and LAC institutions.

## 2.2 Methodological considerations

As just said, with the purpose of exploring the current and future perspectives of the EU-LAC dialogue on welfare policies, three specific cooperation programmes between EU and LAC promoted by European Union have been selected. These programmes are EUROsocial<sup>4</sup>, SOCIEUX<sup>5</sup> and NIPs.

These programmes are designed, among other objectives, to make EU welfare experiences available to LAC policy makers with the aim of contributing to their own social policy reform process. For this reason, they are a privileged observatory to analyse the social dimension of EU-CELAC relations.

The first step of this methodological design was the analysis of the programmes EUROsocial, SOCIEUX and NIPs. EUROsocial involves only Latin American (LA) countries (and not the Caribbean)<sup>6</sup> and is a demand driven programme that has the objective to contribute to changes in public policies that improve social cohesion through peer-to-peer learning and experience exchanges between counterpart institutions in the two regions.

SOCIEUX is a technical assistance facility conceived to support partner countries and institutions to better design and manage inclusive, effective, and sustainable employment policies and social protection systems. SOCIEUX provides access to short-term high-quality European expertise from peers to peers.

Regarding the Caribbean, although in the project's Work Plan the cooperation programme identified was the CRIP - Caribbean Regional Indicative Programme 2014-2020 (11<sup>th</sup> European Development Fund)<sup>7</sup>, when the analysis started, it was found that social issues are covered only transversally in this programme and that social cohesion is not the main topic of the bi-regional cooperation between the EU and Caribbean. The three main focal sectors of CRIP are regional economic integration, climate change/energy and citizen security, while social issues are mainly covered at bilateral level, in the National Indicative Programmes (NIP) that the EU signs with each of the countries in the region. For that reason, it was decided to analyse these NIPs (National Indicative Programmes) instead than the CRIP.

**The analysis of these programmes included the compilation of information regarding their objectives, operation mechanisms, activities and results.**

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<sup>4</sup> Programme for social cohesion in Latin America <http://eurosocial-ii.eu/en>

<sup>5</sup> EU Expertise on Social Protection, Labour and Employment <http://www.SOCIEUX.eu/>

<sup>6</sup> The one with the broadest scope for the purpose of the present research.

<sup>7</sup> [http://ec.europa.eu/europeaid/caribbean-regional-indicative-programme-2014-2020-11th-edf\\_en](http://ec.europa.eu/europeaid/caribbean-regional-indicative-programme-2014-2020-11th-edf_en)

**EUROsociAL:** The period considered was between 2011-2015, corresponding to the second phase of the programme (the third phase started at the end of 2016). For the analysis, the database of the Programme was used. The database contains all the information about the programme. This information is contained also in the SIA Information system<sup>8</sup>. The information about the characteristics of the programme was collected and systematised.

In order to verify whether trends identified in EUROsociAL II regarding the main fields and topics of interest for LAC governments are continuing, an additional analysis of the requests received in the third phase of EUROsociAL until May 2018 was conducted. This third phase (EUROsociAL +) is currently being developed so there are no final results available yet.

Using this information, concrete results (achieved and expected) were identified, considering the EU contribution. In the official terminology used by EUROsociAL programme, a result is any contribution to the reform of public policies, or the institutions that apply them, that can be measured and documented and which aims to improve social cohesion in LA.

Then, this group of results was classified with the aim of recognizing which areas of public policy (out of a range of ten possibilities: decentralisation, education, public finances, employment, social dialogue, democratic institutionalism, justice, citizen security, social protection, health) have received more EU contribution by combining expert advising, analytical work, seminars, working meetings, training courses and exchange visits. As EUROsociAL is a demand driven programme<sup>9</sup>, the aim is to identify in which areas the demand and the interest towards EU experiences has been higher.

Moreover, a list of the EU countries that have contributed significantly to the results of EUROsociAL (by sending an expert for a seminar or a meeting in a LA country, by receiving exchange visits from LA countries, etc.) has been created. Besides, a list with the LA countries that have requested more demands to EUROsociAL was also elaborated. In order to complete the information provided by the database and by the SIA Information system and to obtain a better understanding of data and enrich the interpretation of the first findings, it was decided to conduct key informant interviews with the coordinators of the different macro work areas of EUROsociAL. The coordinators are “privileged observers” and have a deep knowledge and understanding about EUROsociAL and therefore they can provide useful insights to a better interpretation of the available information about the results of the programme. The coordinators of the different macro work areas are: M. Ignacio Soleto, FIIAPP – Coordinator of the Inclusive Tax System and Democratic Governance area (C1); M. Xavier Cousquer, Expertise France – Coordinator of the

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<sup>8</sup> The SIA is a database with information, documentation and publications on the activities of the programme <http://www.sia.eurosocijal-ii.eu/>

<sup>9</sup> To support processes of reform already envisaged or underway, determined by beneficiary countries and which are relevant, and in which EUROsociAL can contribute some added value through the exchange of experiences. In this sense, EUROsociAL does not place issues on the agenda or impose exogenous models but rather presents cases and transfers other policies which might serve as inspiration.

Justice and Security area (C2) and M. Francesco Maria Chiodi, IILA – Coordinator of the Social Policies area (C3).

Interviews with the LA senior officials responsible of the four case studies selected were also conducted. The LA stakeholders interviewed were the following (and all of them accepted to be specifically mentioned in this report):

- Public Finance – Ms. Teodora Recalde, Coordination of Monitoring and Evaluation of Public Spending, Ministry of Finance, Paraguay (CS1)
- Employment policies- M. Andrés Romero, Director of employment Ministry of Labor and Social Security, Costa Rica (CS2)
- Social protection– Ms. Viviana Piñeiro, National Secretary of Care, Ministry of Development, Uruguay (CS3)
- Justice – Ms. Ana Castillo Haeger, Department of Legal Assistance of the Ministry of Justice Chile, Ministry of Justice, Chile (CS4)

For the purpose of this study, structured expert interviews<sup>10</sup> were also conducted. A complete version of the interview guidelines can be found in Annex 3.1.

The interview guide was prepared after having analysed the data available in the database and in the SIA information system in order to compare the opinion and the vision of the coordinators. The questions were open so that each respondent was free to express his own views. The structured interview allows us to compare the answers of the different interviewees by inserting them into a matrix.

The interviews with the interviewees C1 and C2 were done on Skype while the interview with C3 was face-to-face. Every interview was recorded and data were collected and stored following strictly the ethical assignments prepared within the EULAC Focus project. For this study, it was decided to protect research participants and to honour trust between the interviewer and interviewees and follow the European Code of Conduct for Research Integrity 2011, as well as the Guidance Note for Researchers and Evaluators of Social Sciences and Humanities Research 2010. An internationally-recognised and globally-accepted standard (such as ISO/IEC 27001:2005) was applied by the Social Sciences and Humanities team engaged in the implementation of the study (European Commission, 2009).

Each interview was preceded by a preliminary presentation of the EULAC Focus project and of the objectives of the interview. The interviews have been conducted following the main methodological guidelines for conducting interviews. All the interviews were recorded and transcribed literally.

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<sup>10</sup> The structured interview consists of a set of open questions that are submitted to all respondents in the same sequence. The interviewee is left free to respond in the way he thinks is better (Cfr. Corbetta, P. (2003), *Social Research. Theory, Methods and Techniques*, SAGE Publications).

The interviews were systematically analysed, immediately after being conducted, in order to identify any other issues to be investigated. When all the interviews were completed, these were reviewed as a single group, comparing the answers of all respondents to each single question by including them in a table in order to facilitate the analysis. The elaboration of a table allowed to better identify the similarities and dissimilarities among the different officers interviewed.

**SOCIEUX:** The period taken into consideration was between 2013 and 2016 (this period corresponds to the first phase of SOCIEUX). However, the demands received during that period that continued in the new phase of SOCIEUX + were also considered and an overview of that phase was done. A similar methodology used to analyse EUROsociAL was also applied to SOCIEUX programme in order to examine the demands of support received by SOCIEUX from the LAC region. To complete the information available in the website of the programme and sent by the staff of SOCIEUX, a key informant interview was conducted with SOCIEUX Team Leader, M. Adélio Fernandes Antunes (C4).

Interviews with the LA officials responsible of the four studies selected were also conducted. All data were collected and stored following strictly the ethical assignments prepared within the EULAC Focus project and the international standards already mentioned.

The LA stakeholders interviewed were:

- Ms. Sonia Maritza Castillo Cubillos, Secretariat of Health of the Department of the Cundinamarca region, Colombia (CS5)
- Ms. Diana Carolina Cabrera Moreno, National Agency for Overcoming Extreme Poverty (ANSPE), Colombia (CS6)
- M. Victor Alberto Mayorca Mayhuasca, General Office for Cooperation and International Affairs, Ministry of Labour and Employment Promotion, Peru (MTPE) (CS7)
- M. Carlos Fabián Muñoz Tejeda, Institute of Social Security of the State of Guanajuato (ISSEG), México (CS8)

**Caribbean:** The period taken into consideration to analyse cooperation programmes in the Caribbean corresponds to the 11<sup>th</sup> phase of the European Development Fund (EDF) (2014-2020). First of all, an overview of the origins and content of CRIP was done. After that, the analysis focused in specific projects funded by NIPs in order to respond to the research question of this part of the report. The research focused the NIPs of Jamaica and Dominican Republic as they deal with two sectors of particular importance from the point of view of social issues: justice in Jamaica and inclusive productive development and capacity building for quality employment in the Dominican Republic.

The research has been developed following 3 steps: description of the main characteristics of the actions, analysis of data in order to identify whether there is an EU contribution to implementation of policy reforms, structured interviews with the principal actors involved in their implementation.



Stakeholders and experts that participated or have information about the functioning of CRIP and the programmes funded by NIPs were interviewed. Again, all data were collected and stored following strictly the ethical assignments prepared within the EULAC Focus project and the international standards already mentioned.

In Jamaica the interviewees were:

- M. Charles Clayton, Programme Manager, Community Renewal Programme (CRP), Planning Institute of Jamaica (B1)
- Ms. Charmaine Brimm, Sector Specialist for Socio-economic Development, Community Renewal - Programme (CRP), Planning Institute of Jamaica (PIOJ) (B2)
- Ms. Dianne Davis, Manager, EU Unit, External Cooperation Management Division of the Planning Institute of Jamaica (PIOJ) (B3)
- Alison Miller Green, Senior Project Economist, EU Unit, PIOJ (B4)
- Tashna Silburn, Senior Project Economist, EU Unit, PIOJ (B5)
- Marlene Lamonth, Project Manager, Delegation of the European Union to Jamaica (B6)

In the Dominican Republic the interviewees were:

- M. Angel Paula, Director Multilateral Cooperation Direction Dominican Republic (DIGECOOM) (E1)
- M. Iván Ogando Lora, Director Latinamerican Faculty of Social Sciences (FLACSO) (E2)
- M. Bienvenido Alberto Jiménez, Director of Programs / Dominican Federation of Municipalities (FEDOMU) (E3)
- M. Rafael Toribio, Director of the Center for Governance and Social Management (CEGES), Technological Institute of Santo Domingo (INTEC) (E4)
- Ms. Greidys Roa Chala, Principal investigator of the “National Development Strategy: A diagnosis with a social approach”, Coordinator of the Public Policy Unit, Dominican Political Observatory (OPD) (E5)
- Ms. Maura Corporán, National Institute of Professional Technical Training (INFOTEP), Standards and Teaching Development Manager (E6)
- Ms. Cheila Valera, Director of Plans, Programs and Projects, Ministry of Education Dominican Republic (E7)
- M. Inocencio García Javier, Deputy Minister, Ministry of Economy, Planning and Development, Vice Ministry of International Cooperation (E8)
- M. Luca Lo Conte, Program Officer of Cooperation Section, Delegation of the European Union in the Dominican Republic (E9)
- M. José Izarra Aguado, Head of Commercial Section, Delegation of the European Union in the Dominican Republic (E10)
- Ms. Lidia Encarnación, Director of Cooperation and Regional Integration, General Directorate of Multilateral Cooperation (DIGECOOM) (E11)
- Leonela Vólquez, Dominican Political Observatory (E12)

## 2.3 Case selection

The selection of the cases in which the EU contribution has been more important was done in accordance with the following criteria.

As regards the EUROsociAL programme, as it has a well-defined catalogue of tools and support activities, the criteria for the case selection were the level of compliance of the results and the typology of the activities financed by the programme. Within this selection process, the existence of two or more support activities (expert advising, analytical work, seminars, working meetings, training courses and exchange visits, one of those should be expert advising) was taken into account. Using this criterion, we obtained a list of results in which the EU contribution has been important. From this list, four cases out of the three macro-work areas (Social Policies, Inclusive Tax Systems, Justice and Security) were selected. Moreover, structured interviews were conducted with different officers who were involved in the implementation of the main activities of EUROsociAL. These interviews were used to gather qualitative information from experts in order to obtain an understanding of the specific EU contribution within the EUROsociAL framework. Conversation situations were set up (the interview) that allowed respondents the time and scope to express their opinions and perceptions on results of EUROsociAL and EU contribution on social issues for LA countries and, more specifically, their outcomes<sup>11</sup>.

As regards the SOCIEUX programme, the level of compliance of the actions was also taken into account for the case selection. The five actions completed by December 2016 were taken into consideration. Actions that kept ongoing in that date was not taken into consideration in order to use a similar methodology as for the EUROsociAL programme: What is referred to as “results” in EUROsociAL is called “actions” in SOCIEUX. As for EUROsociAL, structured interviews were conducted with different officers who were involved in the implementation of the main activities of SOCIEUX.

For the Caribbean, even though the NIPs of different countries of the Caribbean (Barbados, Trinidad & Tobago, Haiti, Saint Lucia) were taken into consideration, only the NIPs of Dominican Republic and Jamaica were selected to carry on the research as these are the NIPs in which topics related with social policies (Education and Justice) are among the areas in which the EU support is focused. Otherwise, in the case of Barbados the EU support is focused on renewable energy and energy efficiency; and in Trinidad & Tobago the EU offers support for building a competitive and innovative economy.

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<sup>11</sup> Participants from EUROsociAL and SOCIEUX were informed about the purpose of the study and gave full consent to be interviewed. The principle of informed consent expresses the belief in the need for truthful and respectful exchanges between social researchers and the interviewees whom they study.

## 3. Cooperation programmes between EU and LAC countries

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In this first focus area of Deliverable 5.2 the main objective is to analyse whether there is an interest of LAC countries in EU social policies. In order to achieve this objective, the results of the EU cooperation programmes EUROsociAL, SOCIEUX, CRIP and NIPs were analysed in order to examine the actions carried out by these programmes and therefore find out the potential areas of interest of LAC countries in EU social policies.

### 3.1 EUROsociAL

The first formal appearance of social cohesion in the bi-regional dialogue between EU and LAC was in the Latin America Regional Strategy Document (2002-2006 programming) elaborated in 2001<sup>12</sup> and adopted by the European Commission (EC) in April 2002. One of its priorities was the “reduction of social inequalities: identifying actions targeted at disadvantaged groups” and reference is made to launching a European Union-Latin American “social initiative” (Freres, Sanahuja, 2005). This initiative was meant as a response to a perceived LA’s poor performance in the fight against poverty and social inequality, including the shortage of information on the people most affected. As a result, both regions were launching a social initiative to tackle the problem, giving priority to the most disadvantaged groups. The aim of the social initiative was to develop the capacity of public authorities in all the LA countries to formulate coherent policies to fight against social inequalities by identifying the people most concerned. The partnership with the European Union (EU) was an essential dimension of the programme.

The Regional Strategy Document established that a report and a recommendation would be presented at the Madrid Summit in May 2002 as a sign of political commitment to the principles and objectives of the programme by the countries taking part in the summit. This was considered a condition for the successful implementation of the programme. The Regional Strategy Document did not refer to social cohesion but to a social initiative and allocated a budget of 30 million € to the programme. It was not until 2002 that the EU started to use the expression “social cohesion”. In this way, the Regional Strategy Document did not create the EUROsociAL programme, but it can be said that the origin of EUROsociAL goes back to the Regional Strategy Document as it set the principles in which EUROsociAL was based later on and was a necessary step in the ‘institutional iter’ for its adoption.

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<sup>12</sup> [http://eeas.europa.eu/archives/docs/la/rsp/02\\_06\\_en.pdf](http://eeas.europa.eu/archives/docs/la/rsp/02_06_en.pdf)

Following the Madrid Summit, at the ministerial meeting between the EU and the Rio Group, the EC proposed to place social cohesion at the centre of bi-regional relations between the EU and LA and suggested that social cohesion would be one of the main topics at the Guadalajara Summit (Vouliagmeni, March 2003). The European Commission (EC) announced the organisation of a joint European Union/Inter-American Development Bank seminar on social cohesion and that a regional programme to promote the exchange of experiences and best practice between the both regions would be adopted.

In this framework and in order to promote social cohesion in development cooperation, in 2003, the EC adopted the Decision on projects and programmes for financing under heading B7-311 of the EU budget. It included the programme denominated *Social initiative, Regional programme for social cohesion in Latin America – EUROsocial*. The objective of EUROsocial is to promote social cohesion<sup>13</sup> in LA by supporting national public policies aiming at improving social cohesion levels and to strengthen the institutions that pursue these objectives.

In view of the third Summit of Heads of State and Government of the EU and LA and the Caribbean to be held in Guadalajara (Mexico) on the 28<sup>th</sup> of May 2004<sup>14</sup>, which aimed at continuing to build and foster close cooperation with the Inter-American Development Bank, the EC prepared a Communication to the European Parliament and the Council on the EC's objectives in the framework of the relations between the EU and LA. In this Communication, the Commission proposed that the Heads of State and Government take concrete decisions aimed at encouraging Latin American countries to adopt sound and efficient policies to increase social cohesion by reducing poverty, inequalities and exclusion.

This initiative was favourably welcomed by the Heads of State and Government, who stated the following in point 49 of the Guadalajara Declaration: "We resolve to give social issues greater prominence in the priorities of our bi-regional cooperation. In that context, we welcome the adoption of the EUROsocial programme which aims to promote exchanges of experiences, know-how and good practices between the two regions in the social field, in particular in the education and in the health sectors which are key in increasing social cohesion"<sup>15</sup>. At the Guadalajara Summit, the EU and LA named social cohesion as a shared goal and priority area of their relations. In the context of globalisation, the promotion of social cohesion is intended to build more cohesive societies by giving everyone (even the most disadvantaged) the chance to have access to fundamental rights and employment, to enjoy the benefits of economic growth and social progress and thereby play a full role in society. To give continuity to this commitment, the EC proposed integrating the aim of social cohesion into all actions undertaken in partnership with LA,

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<sup>13</sup> Social cohesion in EUROsocial is defined as follows: the concept of social cohesion in EurosociAL is understood to be related to welfare based on equal opportunities, with a sense of belonging and with solidarity. It is an elusive and multi-dimensional concept, but at the same time is intelligent, comprehensive, overarching, and a hallmark of societies united around a common project. Source: Website of EUROsocial II <http://eurosociAL.eu/en/pagina/cohesion-social>

<sup>14</sup> <https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52004DC0220:EN:HTML>

<sup>15</sup> EUROsocial Regional programme for social cohesion in Latin America. Guidelines for grant applicants Responding to the Call for proposals for 2004 <http://www.sii.cl/transparencia/eurosociAL01.pdf>

in an ongoing, consistent and practical fashion. This particularly concerns setting up a specific dialogue on social cohesion and prioritising social cohesion in development cooperation<sup>16</sup>.

EUROSociAL I was a programme of the European Community for cooperation between the EU and LA on the legal basis of chapter about Development Cooperation of the former Treaty establishing the European Community (TEC). The basic Act that regulated development cooperation at that time was Council Regulation (EEC) No 443/92 of the 25<sup>th</sup> of February 1992 on financial and technical assistance to, and economic cooperation with, the developing countries in Asia and Latin America.

The maximum Community contribution was set at 30 million €, subject to the funds available under heading B7-311 of the European Union budget for 2003. The partners in the implementing consortia must co-finance at least 20% of the costs of their activities and management.

EUROSociAL I (2005 – 2010) had a rather difficult take-off. However, it reached important goals for the implementation of policies that improve social cohesion. The programme put this concept into the public political agenda of LA countries through the creation of networks for its dissemination. EUROSociAL I contributed to the formulation of new public policies, to the introduction of innovations within the framework of existing policies, and to strengthening the institutional capacities of the government agencies responsible for these policies (Cerritelli and García, 2010). The methodology used was the presentation of best practices in the field of social cohesion in the EU to LA's policy makers. That first phase of the programme also supported the establishment of important international commitments from the perspective of social cohesion and demonstrated the relevance of peer-to-peer exchange as an institutional cooperation tool<sup>17</sup>.

The implementation of EUROSociAL I allowed the mobilisation of a large number of key public institutions in various LA and EU countries: at the end of October 2009, from the 387 activities carried out by the programme, 1,887 institutions (1,369 Latin American and 518 EU) and 10,707 persons (8,939 from Latin-American and 1,723 EU) were involved. The intermediate internal and external (ECLAC) evaluations of EUROSociAL have showed that the beneficiary institutions have been very satisfied with the programme and the global appreciation has been positive<sup>18</sup>. EUROSociAL I has revealed that there is a necessity to learn more about policies and institutional procedures which can lead to increasing social cohesion in many LA countries. It also pointed out a need for improving the communication with EU counterparts and reinforcing the links among the countries within the region. EUROSociAL I has contributed to the achievement of these purposes.

To further validate the focus of the EUROSociAL programme, social cohesion was also affirmed as one of the priorities of the EU-LAC strategic relationship at successive summits of Heads of State

<sup>16</sup> Communication from the Commission to the Council and the European Parliament - A stronger partnership between the European Union and Latin America. Available at <https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52005DC0636:EN:HTML>

<sup>17</sup> Website of EurosociAL II <http://www.eurosociAL-ii.eu/en/pagina/el-programa>

<sup>18</sup> *Evaluación Final del Programa EUROSociAL 1* available at [http://www.anafemenia.com/wp-content/uploads/Informe\\_Evaluacion\\_Final\\_I.pdf](http://www.anafemenia.com/wp-content/uploads/Informe_Evaluacion_Final_I.pdf)

and Government (Final Declaration of the Vienna Summit in 2006, Final Declaration of the Lima Summit in 2008).

The Regional Strategy Paper for Latin America (Regional Programming Document 2007-2013)<sup>19</sup> adopted by the EC further indicates social cohesion as one of the priorities for LA. Under this framework, the Commission's Decision of the 1<sup>st</sup> of January 2010 approved the Annual Action Programme 2010 in favour of the Latin America constituted by the actions "EUROsociAL II Programme" and "Latin America Investment Facility 2010, LAIF"<sup>20</sup>. As social cohesion continued to be a priority and the first phase of EUROsociAL reached important goals, the EC decided to give continuity and sustainability to the Programme's results and approved the second phase of EUROsociAL. Indeed, in the 2010's Madrid Summit that took place in November, EU and LA countries once again committed themselves to social cohesion<sup>21</sup>.

The legal basis for the implementation of EUROsociAL II is the chapter on development cooperation of the TFEU. At the time of its adoption, the basic act that regulated development cooperation was Regulation (EC) N° 1905/2006 of the European Parliament and of the Council, of 18<sup>th</sup> December 2006, establishing a financial instrument for development cooperation<sup>22</sup>, based on article 179.1 of the former ECT.

The second phase of the EUROsociAL Programme, EUROsociAL II, was implemented between 2011 and 2015 and it is the phase that will be analysed in depth in this report. According to the Annual Action Programme 2010, that includes also the "Latin America Investment Facility 2010, LAIF", the maximum contribution of the EU to the Annual Action Programme was set at 64 million € to be financed from budget line 19.09.01 of the general budget of the European Union for 2010<sup>23</sup>. The total EU budget for EUROsociAL II was 40 million € for 48 months<sup>24</sup>. The estimated costs were: 10 million € for Coordination (programming, logistics, annual seminars, visibility, monitoring and evaluation) and functioning of the Steering Committee and 30 million € for Implementation activities (exchanges of experience, technical assistance, advice, etc.).

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<sup>19</sup> [https://ec.europa.eu/europeaid/sites/devco/files/rsp-latin-america-2007-2013\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/rsp-latin-america-2007-2013_en.pdf)

<sup>20</sup> Commission Decision on the Annual Action Programme 2010 in favour of the Latin America region to be financed under Article 19 09 01 of the general budget of the European Union  
[https://ec.europa.eu/europeaid/sites/devco/files/aap-financing-latin-america-region-commission-decision-20101206\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/aap-financing-latin-america-region-commission-decision-20101206_en.pdf)

<sup>21</sup> Social cohesion is understood as in previous Summits like the Final Declaration of the Vienna Summit in 2006. Social cohesion "constitutes the foundation of more inclusive societies, remains a shared goal and key priority of our bi-regional strategic partnership. The promotion of social cohesion is intended to build more inclusive societies by giving everyone the chance to have access to fundamental rights and employment, to enjoy the benefits of economic growth with equity and social justice and thereby play a full role in society".

<http://register.consilium.europa.eu/doc/srv?l=EN&f=ST%209335%202006%20INIT>

<sup>22</sup> <https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX%3A32006R1905>

<sup>23</sup> Title 19 External Relations. Chapter 19 09 Relations with Latin America. Budget line 19 09 01 Cooperation with developing countries in Latin America

<sup>24</sup> Annex 1: Action Fiche for Regional Latin America of the Annual Action Programme 2010  
[https://ec.europa.eu/europeaid/sites/devco/files/aap-financing-latin-america-af-2010\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/aap-financing-latin-america-af-2010_en.pdf)

Later, in the Multiannual Indicative Programme for Latin America for the period 2014-2020<sup>25</sup> adopted by the EC, the priorities established were security-development nexus; good governance, accountability and social equity; inclusive and sustainable growth for human development; environmental; sustainability and climate change. In this framework, the Commission's implementing decision of 27/5/2015 on the Annual Action Programme 2015 – part I and Annual Action Programme 2016 – part I- in favour of the Latin American region to be financed from the general budget of the European Union approved the third phase of EUROsociAL programme, called EUROsociAL+ for the period 2016-2021<sup>26</sup>.

EUROsociAL II emphasized the demand-driven approach, already present in the first phase. This feature, together with the flexibility of the programme, have facilitated the participation and a greater ownership of the processes by LA countries (Cerritelli and García, 2010). Peer to peer exchange of experiences is, by definition, a flexible instrument that is based on dialogue in order to elaborate a joint analysis of the problems and search solutions based on the learned lessons from EU countries. The objective is to avoid the transposition of the EU models without taking into consideration the social, political and institutional reality of LA countries. Due to its flexibility, peer-to-peer exchange has enabled EUROsociAL to work in “sensitive” areas where countries are particularly careful at keeping their freedom to act independently<sup>27</sup>. Although many institutions involved in its first phase were reluctant about sharing more “sensitive” areas of their policies and reforms, this situation evolved progressively later on as the programme continued to be impactful and the peer-to-peer exchange continued to be convincing and accredited as a useful and productive tool. This has allowed EUROsociAL to have a considerable political significance (Chiodi, 2013).

For the third phase of the programme, EUROsociAL +, according to the Annual Action Programme 2015, which includes also Interconnectivity in Latin America and Latin American Investment Facility (LAIF), the maximum contribution of the EU authorised by this decision for the implementation of this programme was set at 70 million € to be financed from budget line 21.02 01 00 of the general budget of the European Union for 2015 (50 million €) and 2016 (20 million €, subject to the availability of appropriations following the adoption of the relevant budget)<sup>28</sup>. The total amount of EU budget contribution for EUROsociAL + is 32 million €<sup>29</sup>. The contribution is for an amount of 20 million € from the general budget of the European Union for 2015 and for an

<sup>25</sup> [https://eeas.europa.eu/sites/eeas/files/multiannual\\_indicative\\_regional\\_programme\\_for\\_latin\\_america.pdf](https://eeas.europa.eu/sites/eeas/files/multiannual_indicative_regional_programme_for_latin_america.pdf)

<sup>26</sup> [https://ec.europa.eu/europeaid/sites/devco/files/aap-2015-part-i-and-aap-2016-in-favour-of-la\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/aap-2015-part-i-and-aap-2016-in-favour-of-la_en.pdf)

<sup>27</sup> EUROsociAL, *Documentando buenas prácticas*, 2010  
[http://biblioteca2012.hegoa.efaber.net/system/ebooks/18413/original/EurosociAL\\_Documentando\\_Buenas\\_Prcticas.pdf?1302603353](http://biblioteca2012.hegoa.efaber.net/system/ebooks/18413/original/EurosociAL_Documentando_Buenas_Prcticas.pdf?1302603353)

In this document it is possible to consult some examples of the specific policies implemented during the first phase of EUROsociAL.

<sup>28</sup> Title 21 International cooperation and development. Chapter 21 02 Development Cooperation Instrument (DCI). Budget line: 21.02.01 Cooperation with Latin America

<sup>29</sup> Annex 1 of the Commission Implementing Decision on the EUROsociAL + Programme (Action Document for EUROsociAL +) [https://ec.europa.eu/europeaid/sites/devco/files/action-document-for-eurosociAL\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/action-document-for-eurosociAL_en.pdf)



amount of 12 million € from the general budget of the European Union for 2016, subject to the availability of appropriations following the adoption of the relevant budget.

In this third phase, EUROsocial+ intends to provide continuity to the results obtained in the previous phases by identifying and supporting new requests from the beneficiary countries with a focus on the integration of the gender perspective in all its actions.

Regarding the perceptions of experts and scholars about EUROsocial, it is considered that from 2008 EUROsocial has contributed significantly to a great number of changes that have been taking place in the LA region. However, as this has only been the case for certain reform process, the impact of EUROsocial has remained marginal in other cases. While in 2010 EUROsocial was considered a modest initiative, in the opinion of some scholars, the programme had the capacity to improve its results in the medium and short term (Menéndez Viejo, 2010). The reforms depend on the governments and the public administrations that promoted it (Gudiño, 2008). In recent years, the programme has matured and gained a considerable brand image with recognised prestige in the region. This image is identified with its aim, namely social cohesion, and with its multi-dimensional and flexible approach while assertively supporting real, effective changes in public policies<sup>30</sup>. According to different scholars, the most important feature of the programme has been its innovative design as a peer-to-peer cooperation instrument, which is suitable to the needs of middle-income countries (Tassara and Zuluaga, 2013).

However, there is an important debate about Euro-Latin American cooperation and particularly on the usefulness of promoting social cohesion as its main axis. Many researchers consider this approach as an added value in the fight against poverty (Alacqua, 2011; Morazán et al., 2011; Chiodi, 2013; Sanahuja, Tezanos, Kem and Perrotta, 2015), while others consider it as inopportune and even “neocolonialist” (Sánchez Parga, 2007; Larrea and Martinez, 2012). Particularly, Pedreschi (2015) is very critical about EUROsocial and argues that the programme uses a mechanism to colonise and to transfer neoliberal policy models to LA.

As already mentioned, the detailed analysis in this report will focus on the second phase of EUROsocial (2011-2015), EUROsocial II. This phase was guided by a series of principles<sup>31</sup> aimed at making the experience exchanges it promotes a transformational learning experience. These experiences have been materialised into actions oriented towards bringing a change in public policy, which will probably eventually contribute to improving social cohesion. The main characteristics of EUROsocial II are

- **Demand-driven:** EUROsocial supports processes of change that are already in the agenda of the countries and that are considered as the most urgent reforms by governments in order to reach social cohesion in LA. EUROsocial does not place issues on the agenda or impose exogenous models but rather presents cases and transfers other policies which might serve as inspiration. The programme has supported the drafting of policies, strategies, laws and regulations; likewise, with aspects of their implementation.

<sup>30</sup> EurosociAL, *El programa EUROsocial. Lecciones aprendidas en la FIIAPP. Segunda fase (2011-2015)*. Study n. 23, 2016.

<sup>31</sup> The Action Principles of the Programme described below are those presented in the website of EurosociAL II <http://eurosociAL-ii.eu/en/pagina/principios-de-actuacion>



- **Strategic focus:** the programme supports strategic policies within the government agendas of the countries of the region, attempting to avoid excessively administrative issues and isolated requests for technical assistance.
- **Results-oriented:** the programme pursues clear and precise results, necessarily linked to the expected results of the public policies it supports.
- **Regional dimension:** Although public policy reform takes place at the national level, EUROsociAL promotes the creation of common deliverables and the establishment of practice communities or networks.
- **Intersectoral:** EUROsociAL promotes the interaction between different thematic areas by assuming the role of a catalyst in coordinating stakeholders within countries.
- **South-South and triangular cooperation<sup>32</sup>:** the programme fosters cooperation between the government agencies of the different LA countries by exploring paths of mutual learning and creating incentives for the establishment of stable networks and relationships between Latin American institutions.
- **Complementarity:** to optimise resources by seeking partnerships with other initiatives already underway, of both bilateral and multilateral donors, and, especially, of the European Commission.

### 3.1.1. Participation patterns

As reported before, EUROsociAL is a results-oriented program. In the official terminology used by the EUROsociAL programme, a result is any contribution to the reform of public policies, or the institutions that apply them, that can be measured and documented and which aims to improve social cohesion in LA. In this sense, EUROsociAL works as a facilitator, placing knowledge of analogous experiences in other LA and EU countries that can contribute with innovative elements in these reforms at the disposal of institutions immersed in these processes.

According to the database of the EUROsociAL programme, the programme has participated in 301 results<sup>33</sup>. Policy support activities promoted by EUROsociAL could take advantage of EU and/or LA experiences, even if the main objective of the programme is to mobilise EU experiences. As the scope of this investigation was to identify whether there is an interest from LA countries for EU social policies, the focus was placed on the results in which EU member states had participated.

In some cases, the database shows that the results were directly related to EU contributions. In other cases, although EU experts had participated, their contribution was not reflected in the database, which made it necessary to check the results case by case. In some cases, the data available was incomplete; for example, for some, the description of the result was missing or there was no indication of the countries that had participated. In other cases, they were not classified as results with EU contribution even if EU member states had participated. The interviews with coordinators of EUROsociAL were very useful in clarifying these problematic cases. After comparing the data contained in the database with the information provided by the coordinators,

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<sup>32</sup> Triangular co-operation involves at least one provider of development co-operation or an international organisation and one or more providers of South-South co-operation (i.e. pivotal countries) to promote a sharing of knowledge and experience or implement development co-operation projects in one or more beneficiary countries (OECD, Triangular co-operation. What is the literature telling us?, 2013 <https://www.oecd.org/dac/dac-global-relations/OECD%20Triangluar%20Co-operation%20Literature%20Review%20June%202013.pdf>).

<sup>33</sup> Last access May 2017.

the conclusion was that from the 301 results contained in the database of EUROsociAL II, 116 involved EU contributions<sup>34</sup>; translating to about 38.5% of the total results.

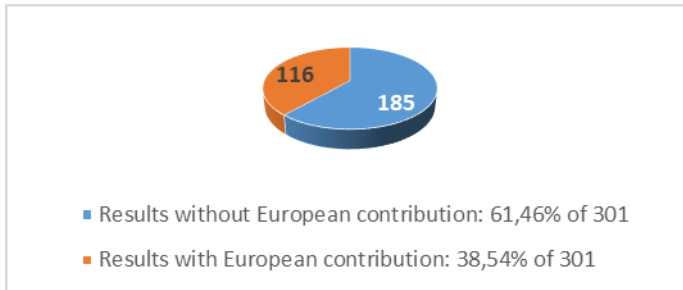


Figure 2: Results with EU contribution in EUROsociAL II

Data contained in Figure 2 shows that there is a high number (116) of EUROsociAL results that have received EU contribution. This demonstrates that there is an interest of LA countries in EU experiences. Nevertheless, the majority of the contributions emerge from collaborations among only LA countries (185) which stems from the tendency to prefer to learn and benefit from more similar experiences that share a similar context. Particularly, in accordance with scientific publications about EUROsociAL, LA countries are interested in those EU member states, particularly eastern ones, that have emerged in recent years and that are considered as models at regional level (Chiodi, 2013).

Furthermore, coordinators of the different macro work areas of EUROsociAL confirmed that there is and has been an LA interest in EU experiences in the field of social policy beyond the programme. However, even if this interest exists, the coordinators stress that most times it is general. According to one of the interviewees (C3), in most cases LA countries do not have a detailed knowledge of EU experiences in the field of social policies; accordingly, their interest regards EU social policies as a whole. Indeed, according to interviewee C1, LA countries usually believe that EU social protection systems follow only one specific model. Nevertheless, as mentioned several times, there is not a single EU social model<sup>35</sup> but different ones. The most common classification distinguishes four models: Continental, Mediterranean, Nordic and Anglo-Saxon model<sup>36</sup>.

<sup>34</sup> According to the database of EurosociAL II, the total number of activities promoted by the programme was 497. So 60,65% of the activities produced a result.

<sup>35</sup> The former President of the European Commission, Jacques Delors, was the first to speak, in the mid-1980s, of the European social model as an alternative to the neoliberal model of US policies. In synthesis, European social model is a set of systems that aim to the balance between economic development and social cohesion, between market economy and solidarity (White Paper on Social Policy, 1994). In broad terms, the European social model implies a market economy with a stable and important set of social policies guaranteed by the State.

According to Sanahuja, the European social models “seeks to combine the economic efficiency derived from the liberalisation of markets, with redistributive policies based on the principle of solidarity, so that both are reinforced in a ‘virtuous circle’ of growth and job creation. This requires regulatory mechanisms to correct market ‘failures’, a universal social protection system, and ensure social dialogue”.

<sup>36</sup> G. Esping-Andersen, *The Three Worlds of Welfare Capitalism*, Cambridge, 1990 and M. Ferrera, The Southern model of welfare in social Europe, *Journal of European Social Policy*, 6 (1), 1996.

According to coordinators interviewed, there are different reasons that explain the existence of the interest of LA countries in the EU experiences. According to interviewee C2, the EU social protection system has a very broad and recognised path in LA because it is the most developed model in the world. According to C3, even if there are important problems of inequality and imbalances in social protection systems, LA countries are still looking at the European Union as a reference, although the EU may not be the only example that these countries look at when they want to reform their social policies. Moreover, all the coordinators agree that similarities in culture and sharing the same inherited values are other factors that explain the interest of LA countries in the EU.

However, albeit a general interest in EU social policy as a whole exists, one of the interviewees (C3) stressed that LA countries are focused in specific experiences and not in the macro design of social policies because LA countries have the capacity of self-management in this area and do not need to copy foreign models. Moreover, the interest of LA countries is focused, particularly, in some countries, particularly in Nordic countries, and not in the EU in broad and general terms.

All the coordinators came to the conclusion that the interest of LA countries in the EU experiences in the field of social policy has declined. Undoubtedly, all authors that have investigated more in depth EUROsociAL mention that we are witnessing a process of deterioration of the image of the “European social model” among LA countries (Chiodi, 2013, among others). Indeed, the fact that EUROsociAL has promoted a higher number of results without EU contribution could confirm this assumption. It seems that although the programme proposes to consolidate an area of the Euro-Latin American dialogue on public policies for social cohesion, it is the intra-regional cooperation which generates more interest among LA countries (Chiodi, 2013).

According to interviewee C3, one of the reasons that can explain the reduction of the interest is an historic one. The generation of LA policy makers that was educated in the seventies’ or eighties’, and maybe are no longer in the scene, knows the EU social policies well due to phenomena as dictatorship and exile and they translated their knowledge about it in their political activity. Contrariwise, in the opinion of interviewee C3, in the younger generations, that for historic reasons did not have this important contact with Europe, the interest in the EU experiences is more generic and less deep. Nonetheless, also these generations keep a general and wide interest as they perceive that the level of development of EU social policies is higher.

According to interviewee C2, another reason that explains the reduction of interest is related to the negative evolution of some EU countries in some key areas, situation that raises doubts to LA countries about the correct functioning of these models and about their long-term sustainability. For example, the level of poverty has increased in many EU countries and this fact questions the capacity of the EU social model to face the challenges created by the economic crisis<sup>37</sup>.

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<sup>37</sup> EUROSTAT, *People at risk of poverty or social exclusion* [http://ec.europa.eu/eurostat/statistics-explained/index.php/People\\_at\\_risk\\_of\\_poverty\\_or\\_social\\_exclusion](http://ec.europa.eu/eurostat/statistics-explained/index.php/People_at_risk_of_poverty_or_social_exclusion)

This decline of interest is also related to the economic situation of LA countries, which has changed since the beginning of EUROsociAL II. According to interviewee C1, when the second phase of EUROsociAL began, LA countries were in a phase characterised by economic growth, and social cohesion policies were an important part of the political agenda. This situation has changed radically over the course of the programme. In the following years, LA countries faced more difficulties, and social cohesion policies lost their key position in the political agenda. Moreover, according to interviewee C3, some achievements in the period prior to 2103, at least in some LA countries (political stability, sustained economic growth and reduction of poverty levels) have contributed to an increase in the autonomy in carrying out reforms of social policies (Chiodi, 2013). According to the examination of literature on EU cooperation and EU-LA relations carried out in the framework of this analysis, as LA countries are acquiring more self-confidence they tend to look more at themselves and less at the EU (Tassara, 2013). LA countries have often developed endogenous models with the help of large funding agencies and lenders, such as the Inter-American Development Bank (IDB), the World Bank (WB) or CAF-*Banco de Desarrollo de América Latina*.

However, even if the EU has partially lost its predominance in LA, its consideration as a primary reference continues (Tassara, 2010).

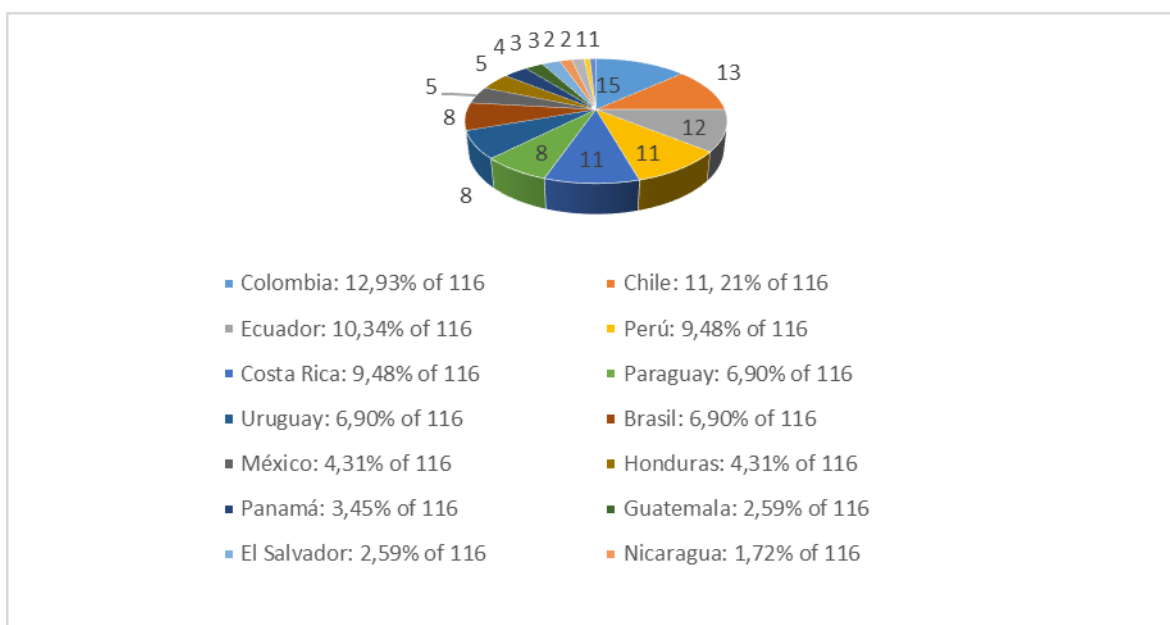


Figure 3: Distribution of the results with EU contribution by country.

Figure 3 shows that there are important differences among LA countries regarding the number of results with EU contribution: there are some countries with more than 10 results (Colombia, Chile, Ecuador, Peru and Costa Rica), while other countries have only one result (Bolivia and Argentina, notably). According to interviewee C1, these differences depend on specific factors and also on the fact that referring to LA in a generic way can be misleading as there are important differences regarding the level of development in different LA countries.

According to interviewee C3, the interest in EU experiences is stronger in those countries that have traditionally been linked to the European Union and whose institutional systems are closer and similar to those of the EU. These countries have a high level of institutional consolidation and strength of the state and look at the EU and its member states with a level of proximity and comparability, looking for references to nourish their processes of reform of social policies. This is the case for countries such as Chile, Uruguay, Argentina or Brazil. However, countries such as Argentina and Brazil are probably more reluctant in some cases to receive assistance from EUROsociAL (for example in the case of social policies) and, correspondingly, to receive contributions from European institutions. For example, in Argentina, EUROsociAL has only promoted one result with EU contribution. This is possibly due to Argentina's different approach to international relations. During the Kirchnerist era (2003-2015), the prominence of internal policy issues compared to foreign policy on the agenda contributed to reduce the presence of the country in the international scene, with the exception of its strategic alliance with Brazil (Consani, Sepúlveda, Zeraoui, 2008).

There is another group of LA countries with a low number of results with EU contribution. According to interviewee C3, these are usually the Mesoamerican countries (Guatemala, Nicaragua, El Salvador, Honduras, and Mexico). One of the explanations can be that they have been traditionally under the influence of the US. Their relations with Europe are rather different, and they do not have an active and autonomous attitude that allows cooperation between peers. Nevertheless, this is not the only explanation. A lower number of results with EU contribution is not necessarily the consequence of a lower interest in EU experiences. According to interviewee C2, even if maybe the interest exists, these countries are aware that they cannot implement such policies in their countries for different reasons, for example due to a lack of budgetary capacity or because they consider that EU experiences are too far from their own reality.

The case of Costa Rica, with a higher number of results with European contribution, is an exception. According to interviewee C3, this can be explained because Costa Rica has an older and more developed welfare system compared to other Central American countries, which follows the occidental canon (Palmer, 1999). Moreover, Costa Rica is in the process to joining the Organisation for Economic Co-operation and Development (OECD).

Finally, according to interviewee C1, there is another group of LA countries that have had little interest in EU experiences as, because of their political orientation, they consider that EU experiences do not corresponded with their needs. These countries are Venezuela and Cuba, the main promoters of the Bolivarian alliance (ALBA): they do not have any results with EU contribution.

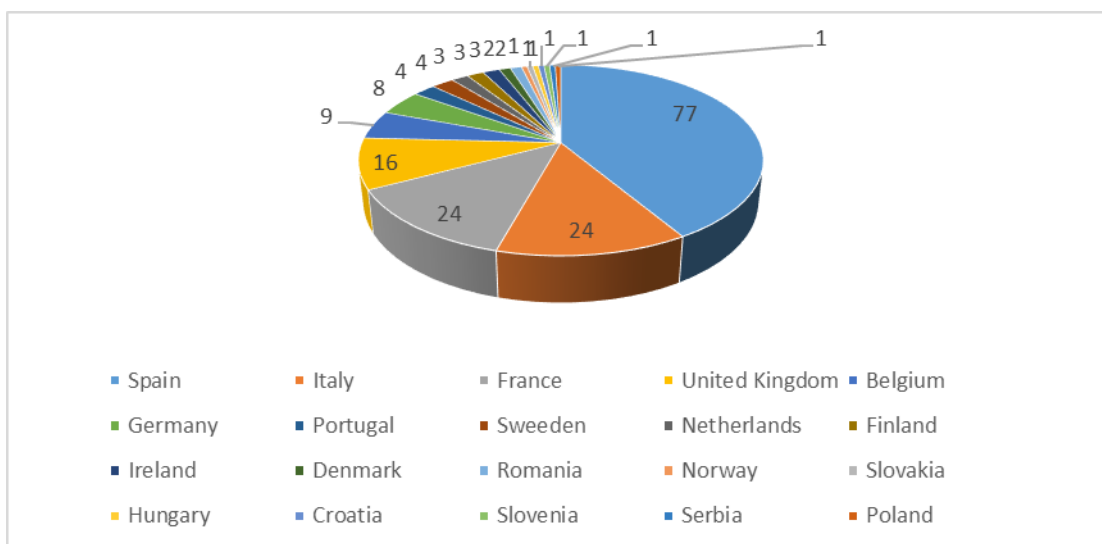


Figure 4: Participation of EU countries in the results of EUROsociAL II.

Figure 4 shows the contribution of individual EU member states in the results of the EUROsociAL programme that involved EU contribution and illustrates that Spain was the country that participated in the highest number of results with EU contribution promoted by EUROsociAL, followed by Italy, France and United Kingdom. Spain participated in 77 of a total amount of 116 results with EU contribution, i.e. it has participated in 60% of the results. Many times, two or more European countries have transferred their experiences and for this reason, the total amount of interventions of these countries is greater than the number of results.

All the coordinators interviewed agree that one of the reasons that explain the intensity of Spain's contribution compared to that of other European countries is language. According to interviewee C1, language also plays a fundamental role in explaining the greater interest of LA countries in learning experiences mainly from Spain, Italy and France. By knowing the language, LA policy makers find it much easier to access the information about social policies in these countries. For this reason, they tend to demand to know more about these experiences and as EUROsociAL is a demand-driven programme, this explains why the participation of Spain, Italy and France is higher.

Regarding the implementation of the support activities, even if Spanish is not essential in all the activities promoted by the programme, for example in seminars, it is indispensable in others, particularly in expert advising. According to interviewee C2, the constant communication with LA policy makers is not as easy if experts do not speak Spanish. According to C1, without a good knowledge of Spanish it is not possible to create joint groups of European and LAC experts because a continuous dialogue is more difficult and objectives may not be achieved in a second language. According to interviewee C1, another reason that explains the existence of a higher interest in Spanish experiences is based on the fact that for many years Spain was considered as a good practice because of its successful transition from a dictatorship to a democracy with a very acceptable social level according to LA standards.

In the case of Italy and France, the similarities between their languages and Spanish, or the possibility to learn them quickly, even if at basic level, allows better understanding. Moreover, these countries have common cultural and commercial interests with LA, although they do not have a common language (Fernández and Gudiño, 2009). Regarding the United Kingdom, the knowledge of English by policy makers in LA explains its position as the fourth most involved EU country.

Secondly, according to interviewees C1 and C2, the preponderance of Spain, Italy and France as transferring countries can be explained because EUROsociAL's programme coordinators were from these countries. There is a tendency to mobilise experiences that the coordinating and operational partners already know to a greater extent, notwithstanding that they also tried to promote experiences from other countries.

Thirdly, Mediterranean societies have traditionally shown a higher interest in LAC countries. For example, in Spain, according to interviewee C3, relationships with LA countries are promoted as a state policy. In the opinion of interviewee C2, the rest of the European countries have less interest in LA countries and this is derived from their lack of knowledge about the LA reality. Consequently, institutions from these countries do not show an interest in collaborating with EUROsociAL.

Nevertheless, not all the LA countries were interested in the experiences of the four EU countries mentioned; there are some exceptions. According to C3 interviewee, for example, Chile, one of the countries that has traditionally been linked to Europe, was more interested in the experiences of the Nordic countries because they are considered the countries that have a more developed experience in the area of social policies.

### 3.1.2 Instruments

Instruments promoted by EUROsociAL aim to contribute to the design, reform and/or implementation of public policies in LA with an impact on social cohesion. The following table presents the type of activities provided within the framework of EUROsociAL.

|                        |   |
|------------------------|---|
| <b>Missions</b>        | <p>Missions consist in field trips made by members of the action team. Their objectives are of different cross-cutting nature: programming, coordination, action monitoring, problem solving, negotiation, evaluation, economic management, etc.</p> <p>* Missions are not taken into consideration in determining whether there is European contribution in a result because they are the first action that takes place in all the results in order to analyse what the need of LA countries are.</p>                |
| <b>Expert advising</b> | <p>EUROsociAL mobilises public and private expertise from Europe or from LA countries that advises peers in other institutions and countries, to promote change or improve the process of reform of public policies. Therefore, the technical assistance provided should be linked to the expected result and should have a clear effect on the achievement of that result. They may be short-term but also medium-term, establishing more stable alliances and partnerships between peer public administrations.</p> |
| <b>Analytical work</b> | <p>These are studies on the socio-economic and political-institutional realities of LA (and Europe), or of a specific country, on issues related to the programme, its</p>  |

|                         |   |
|-------------------------|---|
|                         | lines of action or specific reforms supported. Results and/or conclusions should contribute to the debate, inspire action and be relevant to social cohesion. Analytical work can be of various types: case studies, state of the art, white papers, economic analysis, risk assessment, comparative analysis (including EU), best practices, success stories, policy studies, sectorial and thematic studies, analysis of actors, self-diagnostics, methodologies and manuals.   |
| <b>Seminars</b>         | EUROsociAL can organise specialised meetings aimed at reflecting, debating and discussing interests of the countries in the different lines of action. At these meetings (including virtual ones), participants share related studies, exchange experiences and good practices and analyse different points of view. External experts, academics or researchers are generally invited to enrich the debate and present innovative proposals. Meetings can be oriented to contribute to a concrete result in terms of change in a specific public policy, previously defined (individually or collectively); or can be of another nature to continue to deepen understanding in certain subjects. Meetings include: seminars and round tables (national, regional, sub regional, public-private, etc.).              |
| <b>Working meetings</b> | These are smaller meetings compared to seminars involving one or more countries for a joint working session on a specific topic. Unlike seminars, they are often specialised active learning meetings with very specific objectives and in which substantive progress is achieved in relation to the expected results of the EUROsociAL intervention at the national level or for a small group of countries.   |
| <b>Training courses</b> | A training course is a learning tool specifically designed to deepen knowledge and develop skills and abilities of public servants of one or more LA institutions. It can be given in face-to-face or virtual sessions, always with the aim of effectively implementing public policy reforms aimed at increasing social cohesion.  |
| <b>Exchange visits</b>  | An exchange visit is a short stay (in Europe or LA) of a group of public servants from a LA country with the purpose of knowing (and reflecting) on a practical experience in an environment different from the one they work in. The exchange visits are always inserted in the framework of an action to accompany an ongoing reform process and must therefore be directly related to the objectives pursued by that action.   |
| <b>Internships</b>      | It is a learning stay of a LA public servant in a public institution in Europe or LA to get a first-hand insight into the mechanisms and processes of implementation of a public policy. Its main objective is the inter-institutional transmission of practical, direct and concrete knowledge through one or more public servants who act as channels of this know-how. These tools are not ends in themselves, but are articulated and combined to form accompaniment itineraries (actions) aimed at results of reform, concrete change in public policies or institutions.<br>* Internships are not taken into consideration to determine whether there is a European contribution because they have only taken place in very few cases and their influence in achieving the results have not been established. |

The tools promoted by EUROsociAL are not an end in themselves but are rather organised and combined to build “support itineraries” (actions) aimed at promoting concrete changes in public policies as well as in institutions. 300 activities were put in practice in the results with EU contribution, distributed as follows:



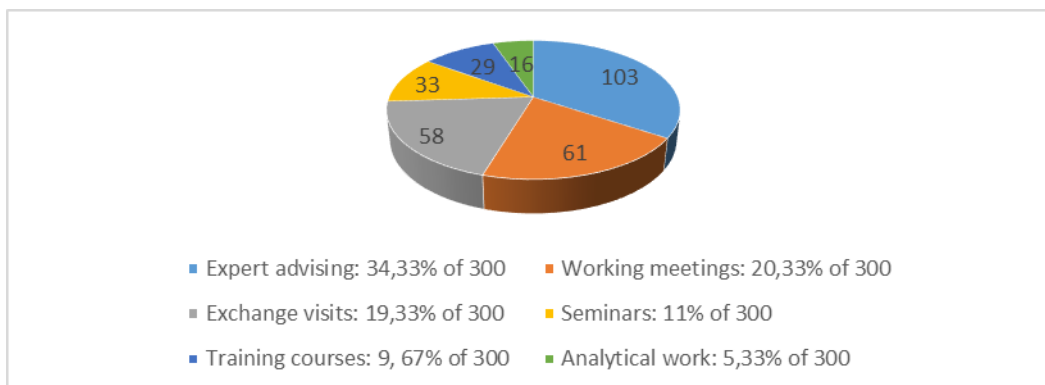


Figure 5: Activities in the results with EU contribution

As expressed in Figure 5, in 103 of the 116 results with EU contribution, one (or more) expert advising took place (62 times with more than one expert advising and 41 times with only one).

In the vast majority of the results with EU contribution, more than one activity took place. This is what the coordinators of the working areas term as “support itinerary”. “Support” means to accompany LA governments systematically in the process of reform of a public policy, but at the same time without interfering in the decision-making process. “Itinerary” means putting in practice different instruments by combining them. Combination of different instruments is considered, both by coordinators of working areas of EUROsociAL and by those responsible in putting the results of EUROsociAL in practice in LA countries, as the most effective measure to contribute to the implementation of public policies in LA.

According to interviewee C3, the activity in which LA countries have shown a greater interest is the exchange visits. This instrument allows travelling to EU and other LA countries to learn *in situ* their experiences in order to internally process the knowledge they obtain from the EU experience. However, according to interviewee C3, it is difficult to translate the knowledge obtained in the exchange visits into an input for the ongoing process of reform in a country. Against these considerations, interviewee C1 acknowledged that it is not possible to mention that LA countries were more interested in one instrument than in another. Interviewee C1 also rejects the idea that one instrument is better than another, arguing that each instrument of the programme has its own utility and serves at a given time. However, according to this officer, specific expert advising in which an expert accompanies a LA country team during the process of reform is the most effective activity to transfer EU experience. Interviewee CS2 had the same position and considers that visits of EU experts to LA countries to carry out work sessions within the framework of expert advising were one of the most productive measures.

According to interviewee C2, the suitability of each instrument depends on each context and it will be necessary to adapt the instruments depending on the demand and on the necessities. For example, in some cases, as in the Houses of Justice in Brazil, it is very interesting to experience in person in order to understand how the structure works and how it is organised. However, in other cases, for example in the alternative dispute resolution mechanisms, organising an exchange visit

is not a key priority and there are other modalities that are more efficient for LA countries to get to know European experiences. This opinion is also confirmed by CS3 regarding policies for early childhood care in general, where exchange visits were very useful to understand how it works. However, in other cases also different instruments can be useful.

In the opinion of interviewee CS4, training courses and the publication of the experiences were the most useful activities in which the European experience has been transferred. As regards training, CS1 also considers that the training courses and exchange visits were critical elements.

The analysis of the results proves that, so far, the LA governments have been interested in exchange visits, expert advising and training courses. However, this assumption can not always be corroborated by the data on the number of activities with EU contribution. This is particularly true regarding training courses as this activity was conducted in only a few cases with EU contribution. The available data shows that expert advising and exchange visits are the activities that took place most often and which suggest a high interest from LA countries.

As regards seminars and working meetings, none of the interviewees mentioned them as activities that have aroused high interest among LA countries. In the opinion of CS2, although seminars allow knowing in detail EU experiences, their translation in practice is difficult. These activities are less used in LA (Chiodi, 2013).

In order to understand whether there has been an **influence of the EU contribution to the implementation of plans and reforms in LA**, it is key to evaluate the level of compliance of the results promoted by EUROsociAL. The results are classified as follows: achieved results, expected results and processed products. The level of compliance with the results is key in evaluating whether the EU contribution has been useful in the design, reform and implementation of public policies in LA with a benefit to social cohesion.

- **Achieved result:** the result has been obtained. It may consist in both the approval of a law, the presentation of a bill to be discussed in the Parliament, a reform, a new plan or the revision of a policy.
- **Expected result:** although significant progress has been made, it is not to be considered that the outcome has been achieved. For example, when a bill of a law has been prepared but it has not been presented in Parliament.
- **Processed product:** documents as guidelines or recommendations have been prepared but they have not been translated into a specific result.

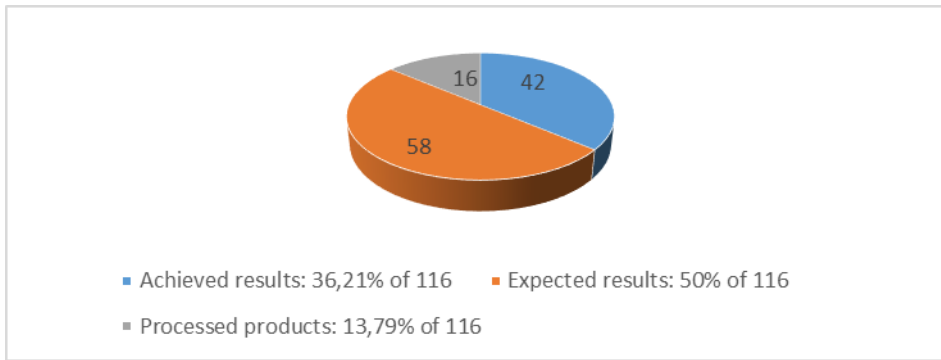


Figure 6: Results with EU contribution by level of compliance.

Figure 6 shows that, from a total of 116 results with EU contribution, 42 were achieved. This represents 36.21% of the total. 50% of the results were classified as expected.

Regarding those results in which the purpose was achieved, according to interviewee C3, the EU contribution has been useful in guiding reform processes and developing public policies from the point of view of their designs and operation, but has not been determinant or decisive as nowadays LA countries are, and consider themselves, fully autonomous.

EU contribution has influenced LA social policies thanks to the peer-to-peer methodology implemented by EUROsociAL. This means the possibility of learning experiences from the EU countries that have already faced similar reform processes. These countries can share good practices with LA peers but also bad practices<sup>38</sup> in order to avoid the same mistakes in LA.

All the LA stakeholders interviewed, who participated in the implementation of the results promoted by EUROsociAL, agree that without the intervention of the programme the results would not have been achieved or at least not in such a reduced period of time.

In some cases, EUROsociAL has contributed in adding to the agenda of the collaborating institutions the topics of the results that have been achieved. For example, according to CS2, EUROsociAL has allowed the introduction of the topic of public employment services in the agenda of the Ministry of Labour and Social Security in Costa Rica as a priority beyond the changes Government.

In the opinion of CS3, another important contribution of EUROsociAL has been the promotion of inter-institutionalism. The participation of different institutions involved in a specific topic, for example in the National Plan of care for early childhood in Uruguay, has promoted inter-institutionalism and has facilitated the process and the consensus for the implementation of the reform.

<sup>38</sup> As good practice we mean the practice that has been proven to work well and provide good results in terms of implementation of a social policy reform. Therefore is recommended as a model. Bad practice is one that is not translated into the implementation of a social policy reform.

According to interviewee C2, one feature that should be taken into account in the evaluation of EU contribution's incidence in the reform processes in LA is the particular context of the LA country. Without doing this, it is not possible to give a correct orientation for reforming public policies, a process that should not consist of copy-pasting the EU experience.

However, as data show, in a large number of occasions, the intervention of EUROsociAL, by financing some activities, has not been translated into the effective achievement of the result. Although the EUROsociAL programme has participated in the different phases of the implementation of a public policy, from its design to its evaluation and also the execution, at the end, the outcome, i.e. the approval of the reform, the modification of a plan, the design or revision of a policy, depends exclusively on the LA country. According to interviewee C2, in some cases, although there is an interest of LA countries in the most developed EU social policy experiences, it is not possible to transfer or even to take these models as a reference. The main reason is that some LA countries do not have the necessary budget to consider the implementation of these kinds of reforms. In this case, the impossibility to achieve the result does not depend on a lack of interest of LA governments but on the overall impossibility to transfer a similar model to the LA context.

In other occasions, according to interviewees C1 and C2, the impossibility to achieve the result is due to a change of government and, therefore, of priorities. It can also depend on the lack of political will. In many cases, LA countries are immersed in several reform processes at the same time so it is necessary to prioritise some issues. Another reason involved is the lack of continuity of those responsible for the management of public policies in LA. This can be a limit to obtain concrete results, because if the contact person changes frequently, even if there is the political will to implement the public policy reform, the initial objective can be diluted <sup>39</sup>. This is confirmed by CS2, who pointed out that in order to guarantee the continuity of the investment, EUROsociAL should try to establish permanent agreements with the ministries as institutions and not only with the government.

In conclusion, according to scholars, the results of EUROsociAL may all seem modest but it is the small work that makes the difference (Hernández, 2017).

### 3.1.3 Thematic analysis

Regarding the **main fields and topics of interest for LA governments around the potential EU contribution**, from the ten working areas in which EUROsociAL is focused (decentralisation, education, public finances, employment, social dialogue, democratic institutionalism, justice, citizen security, social protection, health) the one with most results with European contribution has been public finance, followed by justice, with a total amount of 34 and 23 results, respectively. The working areas with the lowest number of results with European contribution have been education, citizen security and social dialogue.

<sup>39</sup> EurosociAL, *Informe Encuentros País. Balance de la segunda fase de EUROsociAL*, 2016.

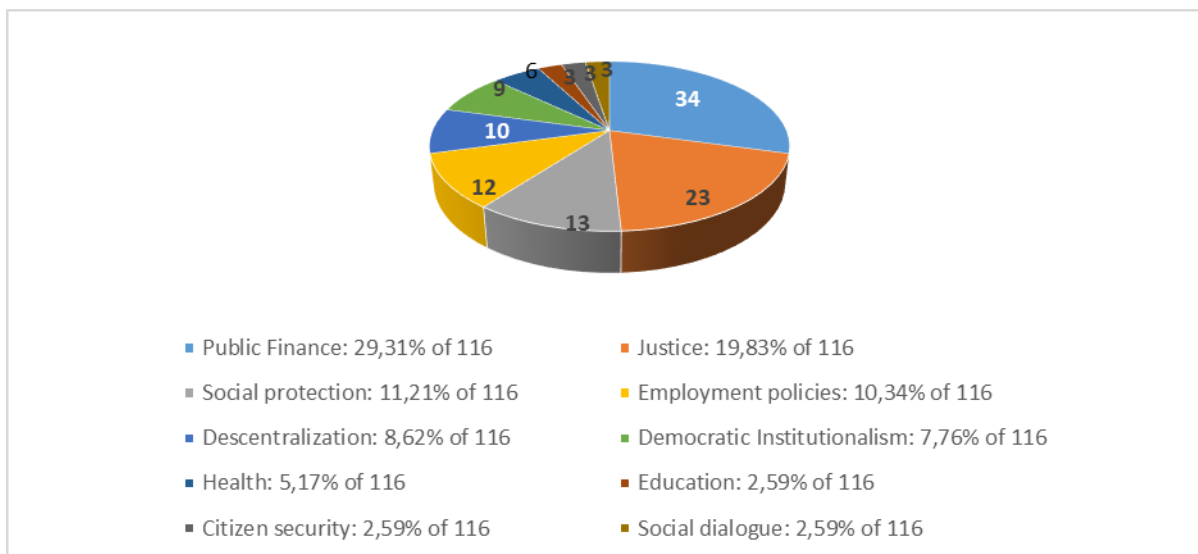


Figure 7: Results with EU by Working Area.

The specific topics covered in each of the working areas were:

**Public finance**<sup>40</sup>: This working area focuses on the field of public revenue, particularly tax administration and with particular reference to the Spanish case. Specifically, topics related with the voluntary compliance of tax obligations but also the fight against fraud and the persecution of tax evasion and fiscal avoidance are handled. A relatively high number of results involve tax consultations and taxpayer's assistance to facilitate voluntary compliance with their tax obligations. Regarding public spending, although LA countries were initially interested in the EU experiences, the way of drawing up budgets in LA is different from that of the European Union, subsequently interest focused more on the experiences of other Latin American countries. Another main topic handled under this working area was the evaluation of public policies.

One of the results achieved within the working area of public finance was selected for more detailed analysis by means of interviews with the LA stakeholders involved. EUROsociAL supported the Ministry of Finance of Paraguay in the result denominated *"Regulatory development and implementation of the Fiscal Responsibility Law, incorporating medium-term budgetary programming"*. The General Budget of Paraguay before 2014 had 527 budgetary programmes and this generated about 1,200 requests for budget modifications per year, resulting in delays in the delivery of public services and low-quality provision for citizens. The main specific result achieved thanks to the support of EUROsociAL was the approval of Regulation N. 1559 in 2014 for the development of the Fiscal Responsibility Law (N. 5098/2013). After the approval of the Fiscal Responsibility Law of 2013, Paraguay is obliged to comply with a series of fiscal rules, as the preparation

<sup>40</sup> Public Finance, particularly Tax administration, is relevant to social policy as it can be used to attain social objectives as inequality reduction through income redistribution.

of a multi-year budget, through the establishment of a fiscal framework in the medium term, as well as to evaluate the efficiency and impact of public spending. In this case, the transferring countries were Spain, Costa Rica, Peru and Uruguay and the activities promoted were, particularly, experts advising, training courses, seminars and working meetings. EUROsociAL provided expert advising in different specific topics, for example the preparation of multi-annual results budget, the redesign of product catalogue, construction and definition of products, among others.

- **Justice:** The interest in this working area was focused in social justice because there is a great proximity between the judicial models in LA and in the European Union, at least with the systems of the continental member states. The topics have been the access to justice and the approximation of judicial services to citizens.

Specifically, one of the main topics in this working area was the reintegration of prisoners into the labour market. Some of the results focused on women and young people. In these cases, the transferring EU country in the majority of the results was Spain, particularly the experience of CIRE in Catalonia<sup>41</sup>. Other transferring countries were Italy, Portugal and France.

Another topic covered in this working area was the integral care of women victims of gender violence. In this case, the model of Spain, which had passed the Organic Law 1/2004 of Comprehensive Protection Measures against Violence against women, often taken as a reference at European level, was also considered in LA because of its multidisciplinary approach.

Two of the results achieved in the working area of justice were selected for more detailed analysis through interviews with LA stakeholders involved. EUROsociAL supported the Ministry of Justice of Chile in the results denominated *“Implementation of a protocol that improves the legal services provided by the Judicial Assistance Corporations (Ministry of Justice) to the elderly and minors in legal proceedings”* and *“Implementation of the Trafficking in Persons Law (approved in 2011) and the national plan of action: implementation of the Protocol for the care of victims of trafficking in persons in the Comprehensive Assistance Centres for Victims of Violent Crimes Activities that were carried out”*.

In the case of the legal services provided by the Judicial Assistance Corporations, the main specific results achieved were the approval of the protocol to promote access to justice for

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<sup>41</sup> CIRE (Centre for Reintegration Initiatives) is the public company of the Department of Justice of the Government of Catalonia that aims to give a second chance, to people deprived of their liberty, through vocational training both in prisons and juvenile justice facilities. This objective is met through productive workshops that take place inside the penitentiary centers.

the elderly and the approval of the protocol to promote access to justice for minors involved in family judicial proceedings. The transferring countries were Spain and France and the activities promoted were working meetings, seminars, expert advising, training courses and exchange visits.

In the case of the Trafficking in Persons Law, the main specific results achieved were the approval and implementation of the protocol (and its application routes) for victims of trafficking; the design and implementation of an internal communication plan (of the Ministry) on the crime of trafficking in people and the approval of guidelines and mechanisms for coordination and articulation of the services provided by the CAJ (Legal Assistance Corporation) and the Ministry of Justice. The transferring countries were France, Argentina and Paraguay and the activities promoted were expert advising, seminars, training courses, analytical work.

- **Employment policies:** One of the topics of greatest interest in LA countries was the convergence between demand and labour supply, through public employment systems, specifically their information systems as well as the public and private provision of employment services.

Another topic regards professional qualifications, in particular, with the implementation of national professional qualifications systems, following in particular the experience of the United Kingdom.

Additionally, promoting the employability of vulnerable groups, particularly women and young people, were topics in which LA countries were interested in the EU experiences. In these cases, the experiences of France and Italy were taken into consideration.

One of the results achieved in this working area was selected for further analysis through interviews with LA stakeholders involved. EUROsociAL supported the Ministry of Labour and Social Security of Costa Rica in the result denominated *“Redesign of the Programme Empléate with a soft skills component and the reform management system of the Programme in operation”*. The transferring countries were France, Italy and Argentina and the activities promoted were mainly expert advising. EUROsociAL contributed to the achievement of six specific results: catalogue of soft skills for the business sector, approval of the methodology for the integration and application of the programme *Empléate* which relates to the development of soft skills, approval of the new *Empléate* management manual, approval of the operational processes of the new management platform of the programme *Empléate*, integration of the component “intermediation and labour inclusion” in the services model of the programme, implementation of the computer tool and the design of the teaching material for remote learning. This result is related with others that EUROsociAL promoted with the Ministry of Labour and Social Security of Costa

Rica and this represents the point of departure of the implementation of a broader programme about a new model of public employment services.

- **Social protection:** The main topics covered in this working area are related to the most vulnerable groups, particularly the protection and care in early childhood and people affected by homelessness. Another topic was the inclusion of people with a mental disability as well as care for the elderly based on the experiences in Northern Europe.

One of the results achieved in this working area was selected for in-depth analysis through interviews with LA stakeholders who participated. EUROsociAL supported the national secretary of care of the Ministry of Social Development (MIDES) of Uruguay in the result denominated “*Approval of the National Plan of care for early childhood (National system of care)*”. The main result was the approval of the law of the National Plan of care for early childhood for the period 2016-2020. The transferring countries were France and Belgium and the activities carried out were expert advising, exchange visits, seminars and working meetings.

- **Democratic institutionalism:** The main topic in this working area has been the fight against corruption, especially using the models of Central Europe and the United Kingdom as a reference.

Other than the fight against corruption, transparency policies, access to the information and the protection of personal data were also topics that were dealt with. With regards to the latter, there was a lot of interest in the Spanish experience, which has been and still is a reference for LA countries and other European countries.

- **Citizen security:** The focus of this working area is on prevention policies, particularly with regard to juvenile delinquency, because these policies are very recent in LA, a region which has a history of focusing on repressive policies. In comparison, in Europe the development of prevention policies started already 20 to 25 years ago. In this area, there were no reference models in Europe. Related policies are generally medium to long-term and take many years to assess their impact, and for that reason their impact has not yet been assessed. This can be one of the explanations that justify the low number of results that occurred in this working area.
- **Social dialogue:** This working area only saw a small number of results. One of the persons responsible for this working area explains the reasons behind this as follows: in LA, at the beginning of the second phase of EUROsociAL, there was a great interest in the experience of the European economic and social councils (ESCs) so that EUROsociAL mobilized many of them. However, later on, this interest in LAC declined. This is, among other reasons, due



to the fact that the problems of social, economic and institutional structure are very different in Latin America. Trade unions in LA have a lower degree of representativeness than in the EU, and that level also varies from country to country inside the EU. According to interviewee C1, another reason for a declining interest in the European experience is that the model of social dialogue in Europe has changed a lot over the time. At the time of the economic crisis of 2008, particularly in the Mediterranean countries, it suffered much discredit.

## 3.2 SOCIEUX

SOCIEUX, denominated ‘EU Expert Facility on Social Protection’, is a technical assistance facility programme of the European Union financed under the Development Cooperation Instrument (DCI). The legal basis for the implementation of SOCIEUX is the chapter on development cooperation of the TFEU. At the time of its adoption, the basic act that regulated development cooperation was Regulation (EC) N° 1905/2006 of the European Parliament and of the Council, of 18<sup>th</sup> December 2006, establishing a financial instrument for development cooperation<sup>42</sup>, based on article 179.1 of the former ECT.

The origin of SOCIEUX goes back to the Strategy Paper for the Thematic Programme 2007–2013 “Investing in People”<sup>43</sup> that implemented Regulation (EC) N. 1905/2006 in that field. The main objective of the “Investing in People” programme was to help EU partner countries to achieve the Millennium Development Goals (MDGs) by supporting activities in the areas of human and social development, especially health, education, gender equality, social cohesion, employment, children and youth and culture. The first phase of SOCIEUX started with the Commission Implementing Decision of 5<sup>th</sup> of July 2012 on the Annual Action Programme 2012 for the thematic programme “Investing in People” to be financed from the general budget of the European Union<sup>44</sup>. This Annual Action Programme sets out measures to implement the “Investing in People” programme detailed in the Strategy Paper for the Thematic Programme 2007–2013.

The maximum contribution of the EU to the Annual Action Programme was set at 142,49 million €, to be financed from budget lines of Chapter 21 05 (Human and social development): 21 05 01 01 (Health), 21 05 01 03 (Other aspects of human and social development) of the general budget of the European Union for 2012. The estimated cost of SOCIEUX was 4 million €. The total budget was 3,994,500 € (incidental expenditure 1,649,805 €) - after modifications introduced to the original budget from 2,100,000 € by Addendum 5).

<sup>42</sup> <https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX%3A32006R1905>

<sup>43</sup> [https://ec.europa.eu/europeaid/sites/devco/files/strategy-paper-investing-in-people-2013\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/strategy-paper-investing-in-people-2013_en.pdf)

<sup>44</sup> [http://ec.europa.eu/europeaid/documents/aap/2012/aap\\_2012\\_dci-people\\_en.pdf](http://ec.europa.eu/europeaid/documents/aap/2012/aap_2012_dci-people_en.pdf)  
[http://aei.pitt.edu/58239/1/investing\\_people.2012.pdf](http://aei.pitt.edu/58239/1/investing_people.2012.pdf)

and

The facility's intervention has a multi-regional scope, complementing efforts made through other EU initiatives. Therefore, SOCIEUX is not a programme focused on Latin America. And SOCIEUX also receives requests from the Caribbean, which is not the case for EUROsocial.

The establishment of SOCIEUX was seen as a key action in supporting social cohesion, employment and decent work in partner countries. The Facility's intervention has a multi-regional scope, complementing efforts made through other EU initiatives. All countries eligible for assistance from "Investing in People" could potentially benefit from SOCIEUX support; i.e., countries eligible for geographic cooperation under the Development Cooperation Instrument (DCI), the European Development Fund (EDF), or the European Neighbourhood and Partnership Instrument (ENPI).

SOCIEUX was established to support partner countries and institutions to better design and manage inclusive, effective, and sustainable employment policies and social protection systems. SOCIEUX provides access to short-term high-quality European expertise from public administrations and mandated organisations responsible for social protection in the EU. A technical assistance facility is not a classical cooperation programme. It is demand driven and aims to mobilise expertise in a flexible, *ad hoc* manner. Its objectives and results are overarching, and its purpose drives its work and strategic directions. Implemented actions are independent micro-projects, whose objectives, results and deliverables are set by the requesting organisations in partner countries. The SOCIEUX facility, by design, did not have the technical resources to design detailed activities or implement large-scale cooperation programmes on its own.

During its lifetime, SOCIEUX provided a broad range of European expertise to organisations in some 145 countries worldwide, to contribute to the development and expansion of inclusive social protection systems in partner countries in the medium and long term.

It was expected that the mobilised experts' missions would empower partner institutions in the design or reform of inclusive, effective and sustainable social protection systems. This required the transfer of know-how and capacity building as a focus to expand and improve the effectiveness of social protection coverage in the long term. Such a transfer also required the trust and confidence of partner countries in the added value brought by collaboration with social protection experts from EU institutions. SOCIEUX had also the objective of complementing the effects of large-scale and long-term programmes financed by the EU and other key international partners.

To analyse the influence of the EU contribution on the implementation of plans and reforms in LAC through this programme, this report takes the period from April 2013 to December 2016 into consideration to analyse the types of partnership with the EU required from LAC governments and to select the case studies. Moreover, to analyse how the interest of the LAC region in the EU has evolved and the main fields and topics of interest for LAC governments around the potential EU contribution regarding social policies, this report takes also the requests rejected and those that were classified as "ongoing" in the period from April 2013 to December 2016 into consideration. Additionally, the new requests received by SOCIEUX + (the new phase of SOCIEUX denominated

EU Expert Facility on Employment, Labour and Social Protection) until September 2017 that were classified as “ongoing” or as “awaiting request” will be taken into consideration.

SOCIEUX’s second phase, SOCIEUX +, was adopted by the Commission Implementing Decision of 27<sup>th</sup> of November 2015 on the Annual Action Programme 2015 Part III for the theme ‘ Human Development’ of the Global Public Goods and Challenges programme to be financed from the general budget of the European Union<sup>45</sup>. The maximum contribution of the European Union for the implementation of this programme is set at 36 million € and was financed from budget line 21 02 07 03 of the general budget of the European Union for 2015 (implementing decision). In the case of SOCIEUX +, the total estimated cost was 9 million €. The total amount of EU budget contribution was 7.2 million €. This action was to be co-financed by potential grant beneficiaries for an indicative amount of 1.8 million €<sup>46</sup>.

The legal basis for the implementation of SOCIEUX + is, again, the chapter on development cooperation of the Treaty on the Functioning of the European Union (TFEU). This phase of SOCIEUX started its operations in 2017 and will finish in 2020. The basic Act that regulated development cooperation for that time is Regulation (EU) No 233/2014 of The European Parliament and of the Council of 11<sup>th</sup> March 2014 establishing a financing instrument for development cooperation for the period 2014-2020, based on arts. 209 and 211 TFEU. This Regulation was implemented by the Multiannual Indicative Programme 2014-2017 of the Thematic Programme “Global Public Goods and Challenges”<sup>47</sup>.

### 3.2.1. Participation patterns

The first phase of SOCIEUX received and processed 67 requests from 33 countries. Almost half of the requests (46.3%) were submitted by African countries. Gabon, Ivory Coast and Togo accounted for almost half of African requests. LA submitted 15 requests that represent the 22.4% of all requests, with Colombia and Mexico accounting for almost three quarters of them: a total of 11 requests. There were three requests from the Caribbean that represented the 4.5% of all requests. Although the number of requests received in the first phase of SOCIEUX from LAC is not very high from (only 18 of a total amount of 67), according to interviewee C4 the number of requests coming from LAC to SOCIEUX+ (the second phase of SOCIEUX) has substantially increased since its inception in 2017.

According to interviewee C4, the main difference between the requests that come from LA and those from the rest of the countries is that those from LA address more sophisticated social protection systems, e.g. negotiation of international social protection conventions (Peru); federal coordination of pension funds (Mexico); development of disability policies at local level (Colombia)

<sup>45</sup> [https://ec.europa.eu/europeaid/sites/devco/files/commission-implementing-decision\\_c2015-8571\\_en\\_0.pdf](https://ec.europa.eu/europeaid/sites/devco/files/commission-implementing-decision_c2015-8571_en_0.pdf)

<sup>46</sup> [https://ec.europa.eu/europeaid/sites/devco/files/commission-implementing-decision\\_c2015-8571\\_-\\_annex\\_7\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/commission-implementing-decision_c2015-8571_-_annex_7_en.pdf)

<sup>47</sup> [https://ec.europa.eu/europeaid/sites/devco/files/mip-gpgc-2014-2017-annex\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/mip-gpgc-2014-2017-annex_en.pdf)

and design of IT infrastructures (Colombia). These are more characteristic of medium-high income countries, and more technical to some extent compared to requests from African countries.



Figure 8: Breakdown of 67 requests received by region and country (% of total requests).

Source: SOCIEUX (2017), Final Report. Redacted Draft

The requests received are classified as completed, rejected, pending or ongoing. 45 eligible and relevant requests from a total of 67 requests received by SOCIEUX were translated into 38 actions across 24 countries. Of implemented actions, 63.2% were considered completed. The remaining 22 requests are still ongoing and will be continued under SOCIEUX+.

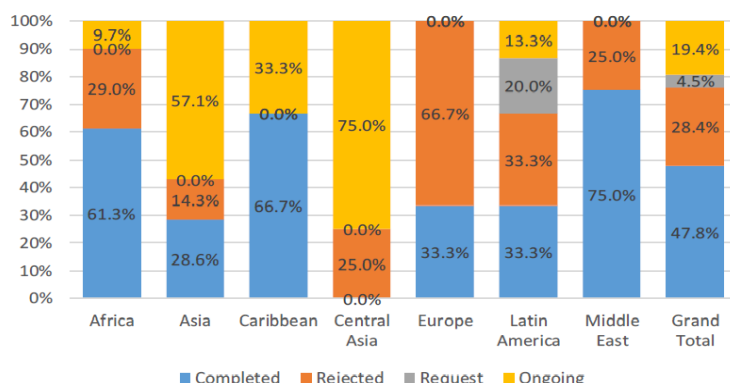


Figure 9: Breakdown of 67 requests received by region and status.

Source: SOCIEUX (2017), Final Report. Redacted Draft

Regarding LA, not all of the 15 requests received were accepted. According to data from SOCIEUX's final report of May 2017, 5 were rejected, 5 were completed, 3 were pending and 2 are ongoing. Actions implemented in LA represent 18.4% of a total of 38 actions accepted and implemented by SOCIEUX.

Regarding the Caribbean, 2 of the 3 requests received were accepted. This represents 7.9% of the total 38 actions accepted.

However, according to the data provided by the staff of SOCIEUX in September 2017, some changes had already taken place regarding the situation of the requests from LA. One of the requests that was considered as ongoing in the report of May 2017 had already been completed and the 3 pending requests were ongoing as of September 2017. Therefore, the situation in September 2017 was the following: from a total of 15 requests received, 6 were completed, 5 rejected and 4 were ongoing. This has been taken as the basis of the next steps of the research.

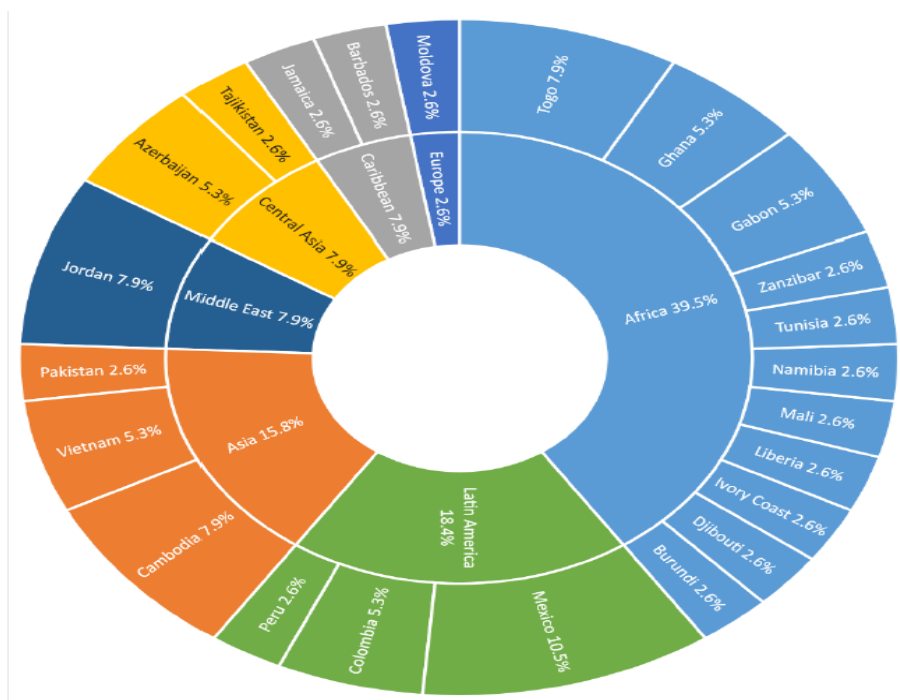


Figure 10: Breakdown of 38 actions by region and country (% of total actions).

Source: SOCIEUX (2017), Final Report. Redacted Draft

The actions promoted by the SOCIEUX programme in LAC are much fewer than those promoted by EUROsociAL II (116 in EUROsociAL II and 7 in SOCIEUX -5 in LA and 2 in the Caribbean). These results are logical as EUROsociAL II is a programme focused on LA while SOCIEUX covers all continents. However, this determines that the relevance of SOCIEUX to determine whether LAC countries are interested in EU social policy is much more limited than in the case of EUROsociAL II.

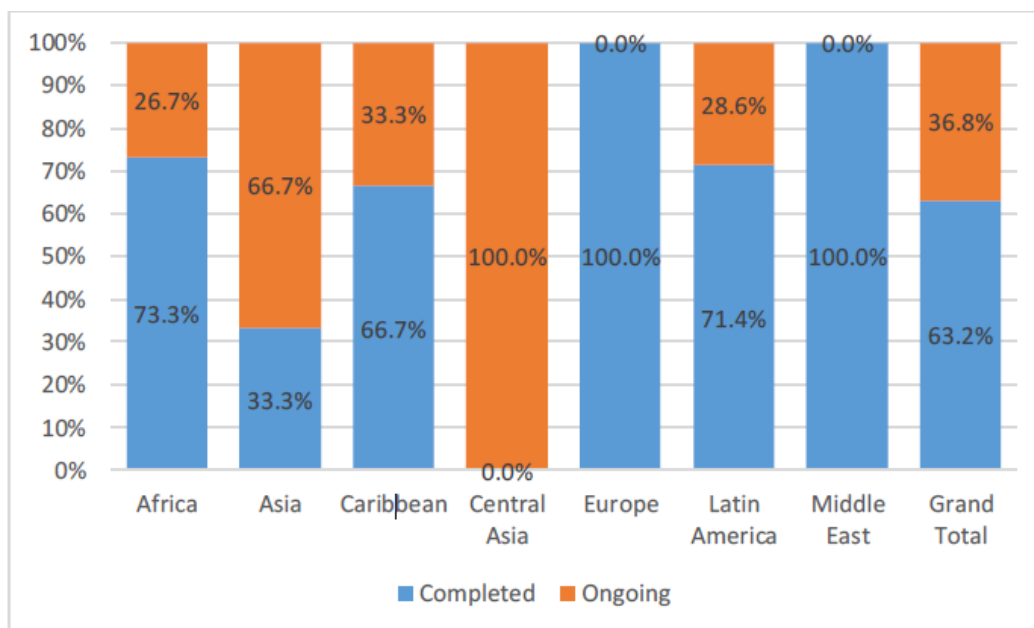


Figure 11: Breakdown of 38 actions by region and status (% of total regional actions).

Source: SOCIEUX (2017), Final Report. Redacted Draft

EU experts participated in all the 5 actions completed in LA and in the 2 in the Caribbean. An expert from LAC took also part in one of the LA actions.

According to all the LA stakeholders interviewed, who participated in the implementation of the actions promoted by SOCIEUX, they requested technical assistance from SOCIEUX because (international) organisations (e.g. the International Social Security Organisation) or the Presidential Agency for International Cooperation of each LAC country sent them information about the programme. According to this, and as emerges from the interviews conducted, it can be said that LA institutions are not very well informed about the available mechanism to receive assistance from the EU. Only after having received information about SOCIEUX, they decided to submit the request. According to interviewee CS8, when LA countries got in contact with SOCIEUX in order to receive assistance, they were not interested in support from a specific country. Nevertheless, when their proposals of assistance from the EU were accepted, they received it in a very positive way. Moreover, interviewee CS6 affirms that LA countries were not only seeking the support of EU experts, but of experts from other countries because they understood that SOCIEUX could not only mobilise EU experts but also from other nationalities. This shows that LA countries are interested in receiving support regardless of where it comes from and not necessarily from the EU.

The 5 actions completed in LA took place in 3 countries (2 in Mexico, 2 in Colombia, and 1 in Peru). The 2 actions of the Caribbean took place in Barbados and Jamaica. According to interviewee C4, certain countries, such as Mexico, already have substantial technical expertise and rather require external peer support to introduce/support their political agenda towards decision-makers.

Also taking requests that were rejected or are still ongoing into consideration, the picture is the following: 3 of the 5 requests rejected by SOCIEUX were from Colombia, 1 from Honduras and 1 from Peru. The 4 ongoing requests are from Mexico. In general, the requests were rejected for various reasons. Only a minority were rejected for being out of the scope of SOCIEUX. Some requests were rejected because they did not define feasible objectives and expected results with the requesting institutions. Most often, requests were rejected because of the changes that occurred in the country or within the requesting institutions in the period between the submission of the request and the end (or during) the formulation of an action.

Considering also the ongoing and pending requests to SOCIEUX+ by September 2017, they came from Colombia (6), Peru (14), Mexico (3), Saint Kitts & Nevis (1) and Saint Lucia (1).

Data shows that Mexico, Colombia and Peru were prominent in applications to SOCIEUX. One of the explanations could be that the institutions from these countries are better informed about the possibilities to request assistance from the EU. There was only one request from another country in the first phase of SOCIEUX, from Honduras, but that request was rejected.

EU experts that participated in the 5 completed actions in LA were from Spain (6), France (1) and Germany (2). One expert from the Caribbean participated also in LA actions. In the case of the Caribbean, 2 experts were from the Netherlands, 1 from the United Kingdom and 1 from Croatia. Therefore, the situation in the Caribbean is quite different from that in Latin America. Only one expert from Spain took part in the actions while there were 4 experts from other EU member states.

Interviewee CS6 pointed out that one of the advantages of the participation of EU experts is that they do not only present the experiences of their countries of origin but also successful experiences from other EU member states. Therefore, it cannot be said that the only experiences that have been transferred in LA have been those of Spain, Germany and France. The only conclusion that can be drawn is that experts are Spanish, French and German.

Regardless of the nationality of the experts who have participated in the actions promoted by SOCIEUX in LA, the interviewees indicate that the EU member states that they take as reference when suggesting reforms in the field of social policies are mainly Germany, Switzerland, France and Sweden. Interviewee CS6 pointed out that there is not only one EU social model and, for that reason, LA institutions are interested in specific experiences of the specific countries already mentioned. In the opinion of CS5, Spain is also taken as a model for certain aspects, particularly the programmes of access to work and social inclusion for people with disabilities. However, the fact remains that in the vast majority of the cases experts were from Spain. One of the reasons that explain this situation can be the language, as one of the requirements for participating as an expert is the knowledge of Spanish. According to CS6, for other issues, such as poverty, other LA countries are taken as a reference as they are in a more similar development process.



### 3.2.2. Instruments

The types of activities promoted in LAC during the first phase of SOCIEUX were the following:

|   |  |
|---|--|
| Expert advice (support, assessment, technical advice) |  |
| Workshops   |  |
| Events  |  |
| Studies   |  |
| Training of trainers                                  |  |

Each action uses a different terminology and this makes the classification of the different activities promoted by SOCIEUX difficult as they could be included in two or more categories.

The activity that has been carried out most often is the expert advice (support, assessment, technical advice), followed by training of trainers and workshops (organisation of round tables). All the interviewees agree that face-to-face activities are the most important, since they contribute to increased awareness and commitment from LA institutions involved.

According to interviewee CS8, there is not an individual ideal mechanism that allows the achievement of better results, but it is rather the combination of all the activities that SOCIEUX promotes. In particular, it is necessary to define previously what the objective is and then select the most appropriate instrument or set of instruments to achieve it.

The activities that the interviewees considered most important are round or technical tables with the participation of different actors and entities in which it is possible to establish bidirectional communication. These activities establish a dialogue between the expert and the participants.

According to CS6, also the training of trainers carried out by EU experts during their stay in LA countries is very important. However, the duration of the missions (maximum 10 days) is sometimes too short. In addition, CS6 also notes that it would have been interesting to keep in touch with the expert once the mission had finished.

### 3.2.3. Thematic analysis

The EU contribution promoted by the SOCIEUX programme can impact the implementation of public policies in LAC in different ways.

According to CS5, SOCIEUX allows LAC stakeholders to acquire knowledge about EU experiences that can be taken into account in the implementation of public policies in LAC. In the opinion of CS7, SOCIEUX also contributes to considering which is the best way to assimilate and adapt EU experiences in LAC.

More specifically, according to CS7, one of the major contributions of SOCIEUX to the public policies in LAC consists of putting together all the institutions in charge of Social Security issues

and increase awareness of local institutions regarding the importance of the topics of SOCIEUX's actions.

In the opinion of CS8, as the advice on the steps that should be followed typically comes from the EU, which is well-respected, it is easier and more effective to raise awareness among Social Security actors. Thanks to the intervention of SOCIEUX new objectives have also emerged as a result of the actions being put in place. Thus, in a sense, the initial objectives that motivate a LA institution to request the support of the programme were not only achieved but also strengthened and multiplied. Finally, EU support allowed a historic achievement in Mexico: the creation of a state organisation of social security institutions.

CS6 points out that the joint participation in the actions of both EU and LAC experts is enriching, interesting and facilitates the influence on the implementation of public policies in LAC. According to CS7 this can be explained because the level of development and the socio-economic context is more similar among LAC countries, so addressing the same problems together can represent an opportunity.

However, the main problem concerns the transfer of the EU experience into LA countries. The main issue regards the internal context of the LA countries. In the case presented by CS8, there are elements of the EU experience, for example in the field of pensions, that cannot be transferred to Mexico, for instance, because the Mexican legislation does not allow it. Another example presented by interviewee CS7 is that the main problem in Peru is the absence of an institution that centralises all the issues related with social security. Therefore, in this case, although LA stakeholders recognised that the EU experiences presented by the EU experts were very interesting, he pointed out that it was difficult to coordinate all Peruvian institutions in order to put in place EU experiences.

### 3.2.4. Summary

SOCIEUX's areas of intervention include all the social protection, labour and employment dimensions:

- **Social insurance:** contributory pensions, health, accident, unemployment protection;
- **Social assistance:** cash transfers and allowances programmes, income guarantee schemes, old age benefits, child and disability grants, public works, social services;
- **Labour policy and law:** active labour market policies, information systems, decent work, workers, informal economy, working conditions, labour relations, labour standards, social dialogue; and,
- **Employment policy:** security and services, vocational education and training, and skills development.

To analyse what the main fields and topics of interest for LAC governments around the potential EU contribution are, all the requests received by SOCIEUX and by SOCIEUX+ until September 2017 regardless their status were taken into consideration.

- **Social insurance:** The topics that have aroused most interest in the field of social insurance are those related to the coordination of the different Social Security mechanisms in LA countries. Other issues that have aroused greater interest are those related to the safety and health of workers, highlighting the awareness of stakeholders in the field of occupational safety and health; the creation of social services for state workers; social protection in the informal economy and the creation of social health insurance.

The more relevant case is that of Mexico, where SOCIEUX supported the Institute of Social Security of the State of Guanajuato (ISSEG) with an action denominated *“Support to contributory pensions (coverage, investment and administration)”* and contributed to the creation of a National Organisation of State Social Security Institutions (*Organización Nacional de Instituciones Estatales de Seguridad Social*) that facilitates pensions management.

In Peru, SOCIEUX supported as well the Ministry of Labour and Employment Promotion with an action denominated *“Supporting the MTPE in concluding and drafting social security agreements for migrant workers”*.

- **Social assistance:** Actions promoted in LA are focused in the protection of vulnerable populations, particularly, people with disabilities, people living in extreme poverty, indigenous population, children and adolescents.

In Colombia, SOCIEUX supported the Provincial Government of Cundinamarca - Health Secretariat with an action denominated *“Support for the formulation of a disability policy for the region of Cundinamarca, Colombia”* and the National Agency for Overcoming Extreme Poverty (ANSPE) with an action denominated *“Capacity Building for the National Agency for Overcoming Extreme Poverty (ANSPE)”*.

- **Labour policy and law:** One of the topics in which LA governments are more interested in an EU contribution is that of the obtention of data about the functioning of the labour market as well as its evaluation and management in order to be used in the implementation of public policies. From the point of view of public policies, there is an interest in the innovative experiences that are being developed in Europe in the field of green jobs, the inclusion of women in the labour market and regarding teleworking.
- **Employment policy:** One of the main topics is the promotion of policies in the field of vocational training, on-the-job training and dual education system. In addition, policies that aim to promote the employment of the vulnerable population, among others, people with disabilities, are also supported.

According to C4, the requests that SOCIEUX received in the field of social protection are quite different and it would be difficult to find two very similar requests in LAC. Certain topics such as information management seem to be a cross-country issue but here, the technical assistance provided would not necessarily need to be from EU. Pension systems are also often considered by LAC partners.

### 3.3. Caribbean: CRIP and NIPs

Unlike in LA where the EU has promoted regional programmes such as EUROsociAL in the field of social policy specifically for the region, in the Caribbean there have not been specific regional cooperation programmes promoted by the EU in this field. In its two first phases, EUROsociAL did not cover the Caribbean, however, in its third and current phase; it has started to involve Dominican Republic. SOCIEUX implemented two actions in the Caribbean but those were not very important from the point of view of the implementation of social policies as they covered mainly very specific technical issues. EU development cooperation in the Caribbean is different from that in other regions, and requires, first, a general consideration.

#### 3.3.1. CRIP

The CRIP is the Caribbean Regional Indicative Programme for the period 2014-2020<sup>48</sup> and it is funded under the 11<sup>th</sup> European Development Fund (EDF)<sup>49</sup>. It was adopted in June 2015 by the CARIFORUM and the EC on behalf of the EU. The programme has 3 main focal areas: 1) regional economic cooperation and integration; 2) climate change, environment, disaster management and sustainable energy; 3) crime and security. The development cooperation priorities for the Caribbean have been set by consultation and are not driven merely by EU perspectives. The two main strategic documents are the following:

- The *“Joint Caribbean-EU Partnership Strategy 2012”*<sup>50</sup>: CRIP aims to address challenges presented in this strategy, which has been developed on the basis of the Decision of the May 2010 EU-CARIFORUM Summit in Madrid and was elaborated jointly by the EU and CARIFORUM countries. This strategy lists the following priorities: the strengthening of regional integration programmes; Haitian reconstruction; addressing crime and security challenges; addressing climate change and disaster management; coordinating joint action in multilateral fora. It was established that the implementation of the Joint Caribbean-EU

<sup>48</sup> [https://ec.europa.eu/europeaid/sites/devco/files/caribbean-regional-indicative-programme\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/caribbean-regional-indicative-programme_en.pdf)

<sup>49</sup> [https://ec.europa.eu/europeaid/funding/funding-instruments-programming/funding-instruments/european-development-fund\\_en](https://ec.europa.eu/europeaid/funding/funding-instruments-programming/funding-instruments/european-development-fund_en)

<sup>50</sup> [https://eeas.europa.eu/sites/eeas/files/partnership\\_strategy.pdf](https://eeas.europa.eu/sites/eeas/files/partnership_strategy.pdf)

Partnership Strategy will be financially supported by existing instruments such as the EDF<sup>51</sup>.

- The “*Strategic Plan for the Caribbean Community 2015-2019: Repositioning CARICOM*”<sup>52</sup> focuses on resilience-building in the areas of regional and national economies, social and cultural resilience, and environmental resilience, among other aspects. Notably, the priorities for social resilience building are listed as a focus on building public security and border protection, crime prevention, restorative justice and focusing on youth development. The strategic plan also seems to suggest that social resilience will be a by-product of the overall strengthening and recalibration of sustainable economic growth and development.

The EDF is established within the framework of an international agreement between the EU and African, Caribbean and Pacific Group of States (ACP). This ACP-EU Partnership Agreement - also known as the “Cotonou Agreement” - between the members of the African, Caribbean and Pacific Group of States (ACP) on the one part, and the European Community and its member states, on the other part, was signed in Cotonou on June 2000 and is revised every five years. The management of the financial aspects of the agreement on the EU and member states side is framed by the Internal agreement between the Representatives of the Governments of the member states of the European Union, meeting within the Council, on the financing of European Union aid under the multiannual financial framework for its successive periods, in accordance with the ACP-EU Partnership Agreement. The EDF is adopted by the Council Regulation (EU) 2015/322 of 2<sup>nd</sup> March 2015 on the implementation of the 11<sup>th</sup> European Development Fund<sup>53</sup>. EDF is financed by direct contributions from EU member states according to a contribution key and is covered by its own financial rules. Although the 11<sup>th</sup> EDF remains outside the EU budget, the negotiations within the EU Council on the different elements of the 11<sup>th</sup> EDF have taken place in parallel with the negotiations of the external instruments financed under the general EU budget, to ensure consistency. Therefore, the EDF is implemented according to its own financial and implementation regulation but along with the EU’s MFF (Multi-annual financial framework). The 11<sup>th</sup> EDF was set up by an intergovernmental agreement signed in June 2013 (Decision No 1/2013 of the ACP-EU Council of Ministers of 7<sup>th</sup> June 2013 that establishes the multiannual financial framework for cooperation with African, Caribbean and Pacific (ACP) countries for the period 2014 to 2020 by inserting a new Annex to the ACP-EU Partnership Agreement<sup>54</sup>) and entered into force on the 1<sup>st</sup> of March 2015, after ratification by all member states.

In August 2013, EU countries reached the corresponding internal agreement for the 11<sup>th</sup> EDF, including the revised sharing out of contributions between them<sup>55</sup>. In the meantime (from 2013 to

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<sup>51</sup> <https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2010:247:0076:0084:EN:PDF>

<sup>52</sup> [https://caricom.org/documents/11265-executive\\_plan\\_vol\\_1\\_-\\_final.pdf](https://caricom.org/documents/11265-executive_plan_vol_1_-_final.pdf)

<sup>53</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32015R0322&from=EN>

<sup>54</sup> <https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2013:173:0067:0069:EN:PDF>

<sup>55</sup> Internal agreement between the Representatives of the Governments of the member states of the European Union, meeting within the Council, on the financing of European Union aid under the multiannual financial framework for the

2015) and in order to ensure continuity of funding for cooperation, a “Bridging Facility” was set-up to cover the period between the end of the 10<sup>th</sup> EDF (December 2013) and the start of the 11<sup>th</sup> EDF (March 2015). This “Bridging Facility” ceased to exist when the 11<sup>th</sup> EDF entered into force<sup>56</sup>.

The 11<sup>th</sup> EDF runs from 2014 and will run until 2020: it amounts to 30.5 billion € and an additional 2.6 billion € will be made available by the European Investment Bank in the form of loans from its own resources.

The indicative programmable financial resources which the EU envisages to make available to CARIFORUM for the period 2014 - 2020 for the 11<sup>th</sup> Caribbean Regional Indicative Programme is 346 million €. 207.5 million € will be implemented through a mix of regional programmes, sub-regional programmes and multi-country programmes. In addition to the allocations identified per sector, an indicative allocation of 135 million € will be allocated to the Caribbean Investment Facility (CIF). The projects implemented under this blending facility can cut across the three focal sectors of the CRIP. An indicative amount of 3.5 million € is put aside for the Technical Cooperation Facility.

The CRIP 2014 - 2020 envisages the allocation of 102 million € to focal area one: Caribbean Regional Cooperation and integration, which includes EPA’s (Economic Partnership Agreement) continued implementation and private sector development, investment facilitation, trade capacity-building; 61.5 million € for focal area two: disaster management, the environment and sustainable energy development, climate change adaptation; and 44 million € for focal area three: crime prevention and security building.

Comparing to EDFs 9 and 10, the quantum of resources allocated to the regional programme, as opposed to the national development cooperation programmes, has increased substantially with each round. The Regional Indicative Programme (the first) under EDF 9 was approx. 57 million €. The CRIP for EDF 10 was 165 million€.

Social issues are not included specifically among the focal areas of CRIP. However, according to EDF 11, although social issues are not one of the focal areas of CRIP, social aspects can be founded in the three focal areas identified by the programme. This depends on the definition of social issues taken into consideration. For example, in the opinion of E11, in focal area three (crime prevention and security building), the social component can be appreciated easily. However, for the period 2014-2020, only 10% to 15% of the funds for this programme were dedicated to social cohesion policies. This explains why actions promoted under CRIP cannot be taken into

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period 2014 to 2020, in accordance with the ACP-EU Partnership Agreement, and on the allocation of financial assistance for the overseas countries and territories to which part four of the Treaty on the Functioning of the European Union applies

[https://ec.europa.eu/europeaid/sites/devco/files/internal-agreement-11edf-2013-2020\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/internal-agreement-11edf-2013-2020_en.pdf)

<https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32015R0323&from=EN>

<sup>56</sup> Council Regulation (EU) 566/2014 of 26 May 2014 amending Regulation (EC) No 617/2007 as regards the application of the transition period between the 10th EDF and the 11th EDF until the entry into force of the 11th EDF Internal Agreement [https://ec.europa.eu/europeaid/sites/devco/files/edf-bridging-facility-impl-regulation-2014-157\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/edf-bridging-facility-impl-regulation-2014-157_en.pdf)

consideration alone in order to analyse whether there is an interest of Caribbean policy makers in EU welfare experiences.

For this reason, the research presented in the following sections focus on the actions promoted by NIPs (National Indicative Programmes), particularly in Jamaica and Dominican Republic, as in the NIPs of these two countries social policies play a central role. Of course, the relations between the EU and those countries remain framed by the ACP-EU Partnership Agreement (“Cotonou Agreement”), the EU-CARIFORUM Economic Partnership Agreement and the Joint Caribbean-EU Partnership Strategy.

### 3.3.2. NIPs

NIPs are funded under the 11<sup>th</sup> European Development Fund (EDF) and are signed between the European Commission and the different countries. In general, NIPs have the same legal and financial basis as CRIP as they are also funded under the EDF.

#### 3.3.2.1. Cooperation patterns

**Dominican Republic:** The 11<sup>th</sup> National Indicative Programme (2014-2020) for cooperation between the European Union and the Dominican Republic<sup>57</sup> has a total budget of 72 million €. The EU Delegation to the Dominican Republic pursued a continued policy dialogue with the Government of the Dominican Republic in order to elaborate the NIP. In this process, the Dominican Republic National Development Strategy (NDS), approved in 2010 and adopted as a law in 2012, was taken as a point of reference. Strengthening the sectors of technical and vocational education and training is an essential part of the NDS. Vocational training is considered as a key measure to fight against poverty and to obtain a sustained and sustainable growth and it is considered a priority by the Dominican Republic Government besides other ongoing initiatives undertaken to achieve the national and international development targets.

According to interviewee E2, in the last six years, one of the priorities in social policy in the Dominican Republic has been education. As pointed out by interviewee E1, the budget allocated to education has been increasing since 2012. E1 pointed out that the policy of the government found a solid support in the financing from the EU and both made the agendas coincide in the negotiations. In the opinion of E10, the EU support is focused in the areas in which the Dominican Republic Government requires support and the EU considers that it is useful to provide it. Therefore, EU support is granted in the framework of a common agenda.

According to E1, the EU is the donor with the greatest understanding that the national criterion should prevail in negotiations. In the opinion of E6, if the EU does not take into consideration the agenda of the recipient countries, the risk is that the cooperation would not produce effective and concrete results.

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<sup>57</sup> [https://ec.europa.eu/europeaid/sites/devco/files/nip-edf11-dominican-republic-2014-2020\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/nip-edf11-dominican-republic-2014-2020_en.pdf)



According to this, one of the sectors in which EU support in the NIP is focused is “inclusive productive development and capacity building for quality employment”. The indicative amount of budget allocated by the EU is 32 million €. The objective of EU support in this area is to increase efficiency, investment and productive capacity of SMEs and to improve employability of the population by consolidating the work-oriented training system to support the productive sector. This means that more or less 50% of the NIP total budget is dedicated to employment. There are two specific objectives: to increase the quality of production of micro, small and medium enterprises (SMEs) to promote a better position of them both in national and international markets; to strengthen the national system of vocational education and training and its relationship with high-value chains.

**Jamaica: The 11<sup>th</sup> National Indicative Programme (2014-2020) for cooperation between the European Union and Jamaica** has a total budget of 46 million €.

Social policy in Jamaica is guided by the Medium Term Socio-Economic Policy Framework (MTF) 2015-2018 which is a three year programme that supports the implementation of the National Development plan (NDP) of Vision 2030. The priority areas for the Jamaican government are taken from this document and it is understood that anything under 11<sup>th</sup> EDF would be based purely on the MTF. 11<sup>th</sup> EDF started in 2014 but was designed from 2012. Jamaica’s MTF was used as the country programme and, as a result, no new specific country programme was designed. According to interviewee B3, the aim of the EU is to provide budget support to the programmes and policies designed by Jamaica’s Government.

95% of the funds allocated to Jamaica in the 11<sup>th</sup> EDF is budget support, which speaks to how aligned Jamaica’s NIP is to the government’s policies and strategies. In the opinion of interviewee B3, budget support is really in support of the country’s strategy or policy as defined by the country itself and not by the EU. The negotiation between the EC and the government is not easy but, at the end, B3 says, an agreement regarding indicators and targets is reached. According to B3, the External Cooperation Management Division, as the interlocutor for all of the international development partners, is always steering, guiding and letting them know that all the support provided has to be in keeping with the priority areas of the MTF. When formulating the 11<sup>th</sup> EDF for Jamaica, the Jamaican Government did a brief analysis of the focal areas of the EU’s policy that were guiding the preparation of the 11<sup>th</sup> EDF and compared them with the MTF that was in place at the time, in order to identify if there were similarities. B3 emphasizes that, unlike other donors, the EU aligns itself with Jamaica’s policies and priorities and doesn’t support areas that have not been identified as a priority by the Jamaican Government first.

Jamaica has expressed interest in learning from EU experiences in the field of social policy reform. Jamaica has developed a social protection strategy/policy and required the participation of EU experts in the area of social protection in order to provide technical expertise to elaborate the strategy to operate policy. According to interviewee B6, Jamaica has benefitted from transfer of experiences from the EU in the implementation of projects in the field of social policy, particularly



through technical assistance and training modules that work well. EU did not fund study tours but only transfer of experience.

In general, the interviewees point out that there are no specific EU countries used as a point of reference for social policy design reform in Jamaica. However, according to B2, in the field of social enterprise, Jamaica has looked particularly at the UK model of social enterprises and has used it to inform the policy design around social enterprises. The interviewees also did a study tour to London to visit some of the social enterprises.

### 3.3.2.2. Specific programmes promoted by NIPs

**Dominican Republic:** In order to achieve the second of the two specific objectives established in the area of social policy area by the Dominican Republic NIP, the *Programme in Support of Technical and Vocational Education and Training in the Dominican Republic* was adopted by the Commission Decision of 13<sup>th</sup> of December 2016 on the Annual Action Programme 2016 in favour of the Dominican Republic to be financed from the European Development Fund<sup>58</sup>. The maximum contribution of the European Union for the implementation of this programme is set at 16 million €, of which 11 million € are for budget support and 4.7 million € for complementary support (including technical assistance/capacity development), while 300.000 € are reserved for evaluation and audit of the operation. According to interviewee E6, the delivery of the budget to INFOTEP (National Institute of Professional Technical Training) is conditioned to the fulfilment of a series of objectives. For example, INFOTEP has to train approximately 10.000 people, and once INFOTEP has justified this, the funds used for the training are reimbursed by the programme.

Technical assistance and capacity development involve the participation of EU experts. Interviewee E9 pointed out that as the Dominican Republic is a middle-income country, it is more interested in the technical assistance from the EU, as this represents an added value beyond budget allocation.

According to interviewee E6, one of the EU countries that is taken as a reference in the field of vocational educational training is Spain. However, this model is modified in order to adapt to the national context. An expert from Spain, who was the national director of Spain in the field of qualifications framework, participated in the programme. In the opinion of E2, the participation of Spanish experts is easy for language reasons. However, according to E9, the objective is to allow the government to know more advanced experiences, albeit, the objective of the EU is not to transpose the EU experiences. The EU promotes also the South-South Cooperation as this can represent an added value. In the *Programme in Support of Technical and Vocational Education and Training in the Dominican Republic* also the experiences of Chile and Colombia were taken as a reference.

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<sup>58</sup> [https://ec.europa.eu/europeaid/sites/devco/files/aap-financing-dominicanrepublic-decision-2016-20161213\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/aap-financing-dominicanrepublic-decision-2016-20161213_en.pdf)  
Annex: [https://ec.europa.eu/europeaid/sites/devco/files/aap-financing-dominicanrepublic-annex-2016-20161213\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/aap-financing-dominicanrepublic-annex-2016-20161213_en.pdf)

In the opinion of interviewee E6, one of the differences between previous programmes and the programme funded by the NIP 2014-2020 is that, in the previous ones, INFOTEP only received technical assistance while in the *Programme in Support of Technical and Vocational Education and Training in the Dominican Republic* it also receives direct funds to finance the training it does.

The programme involves the Ministry of Education (MINERD), the Ministry of Higher Education (MESCyT) and the Technical and Vocational Training Institute (INFOTEP) and, according to E10, it offers support to a programme that the Dominican Republic Government was already interested in implementing. That program is consistent with a number of past and present EU interventions in the education sector: 8<sup>th</sup> EDF PROETP, 9<sup>th</sup> FED PAPSE I and the 10<sup>th</sup> FED PAPSE II that was concluded at the end of 2016. The basis for a National Qualification Framework (NQF) has already been elaborated and agreed on in the framework of the previous EU funded programmes and it will be developed and implemented, under the coordination of the Presidential Office Ministry, jointly by the Ministry of Education (MINERD), the Ministry of Higher Education (MESCyT) and the Technical and Vocational Training Institute (INFOTEP). In the previous programme, a German expert presented the different NQF (National Qualifications Framework) of the different EU countries in order to give INFOTEP the possibility to select one of the models and implement it. INFOTEP selected one and a pilot test started. However, this pilot test was not completed.

According to E6, it is only since 2014, with the National Pact for Educational Reform in the Dominican Republic, that the topic of vocational education training returned to the public agenda of the Dominican Republic and there was an interest in continuing with the work that had already been carried out on this topic. The National Pact for Educational Reform in the Dominican Republic contains the commitments regarding education and it had an important social participation and consensus. It is the only agreement of the Strategy 2030 that has been signed. This fact highlights the importance given to vocational education and training and explains why the interest of the EU in cooperating in this field is greater.

According to D6, INFOTEP is in charge of the component of vocational education in the programmes related to poverty. In the Dominican Republic, vocational educational training measures are particularly oriented to vulnerable population, whatever the reason (e.g. gender; economic, social or educational factors).

During the last ten years, the EU has built a solid cooperation relationship with the MINERD. A significant part of the achievements in terms of transparency and accountability achieved by MINERD are attributable to this strategic alliance. This places the EU in a preferential position to catalyse complex sector reforms. According to interviewee E10, the main objective of EU support remains empowering the government of the Dominican Republic by offering the instruments to solve the problems of the country on its own. However, according to E6, one of the main problems of EU cooperation is the lack of continuity. The EU should try to set up a structure that allows the institutions to continue working on the topics of cooperation, even when the cooperation programmes have been finished. Otherwise, the risk is that the work stops when EU support ends.

**Jamaica:** Regarding priority areas in the field of social policies, B3 points out that some of the main topics are individual rights and justice and security. Justice is one of the areas inside the MTF and the NIP; however, it was not getting adequate funding. On the other hand, the area of security has been receiving more funding and, as a result, many security programmes were implemented. Furthermore, the Poverty Reduction Programme (PRP) addresses this area indirectly because in this programme, the EU provides a lot of support for police stations. In the opinion of B6, the government requested support in the field of justice as it was in the midst of implementing a justice support programme and this linked to the government's own indicators. For this reason, one of the sectors in which the EU support in the NIP (2004-2020) is focused is "justice". The indicative amount of budget allocated by the EU is 23 million € (50% of allocation). The overall objective of the EU support in this area is to make "the Jamaican society secure, cohesive and just". There are two specific objectives in the NIP: increased access to gender-responsive, accountable and effective justice services, especially for vulnerable sets of population, and improved treatment of children under the criminal justice system.

In the field of justice, the NIP is not the only funding instrument. There is also a programme denominated "Jamaica Justice Sector Reform Programme" that is also financed from the 11<sup>th</sup> EDF.. The total cost of the action is estimated at 24 million €. This budget support action is composed of: a budget support component with a maximum EU contribution of 22 million € and a complementary support component with a total estimated cost of 2 million €. The programme started in November 2016 and is due to last 48 months.

The overall objective of the EU cooperation with Jamaica in previous NIPs<sup>59</sup> was poverty reduction through supporting Jamaica in reaching its goals as outlined in the MTF. This objective was pursued by providing major financial and technical assistance towards the following specific goals: sustaining macro-economic stability, in particular by addressing the key challenge of public debt; reducing crime and violence and promoting social cohesion and inclusion; and improving the capacity to implement regional economic integration and the new trade arrangements, such as the Economic Partnership Agreement with the EU. Within this context, the first phase of the Poverty Reduction Programme (PRP) started in 2001. The focus was on rehabilitation of social structure and based on the National Poverty Eradication Programme at the time.

The second phase started in 2006 and became much broader. Its objective was tackling the cycle of poverty and rise in crime. As pointed out by interviewee B6, another element was added: "support given to rehabilitate police stations in crime 'hot spots' in an attempt to make police stations more community-friendly; so that the space would be conducive to good police community interaction". During the implementation of the PRP II, the Christopher "Dudus" Coke saga took place<sup>60</sup>. According to B6, after Dudus' saga, the government looked at the issue of crime-torn communities, and sought to implement a specific policy aimed at community renewal to

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<sup>59</sup> [https://ec.europa.eu/europeaid/sites/devco/files/csp-nip-jamaica-2008-2013\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/csp-nip-jamaica-2008-2013_en.pdf)

<sup>60</sup> In 2010, the US government requested the extradition of a suspected gang leader – Coke - by the Jamaican Government. In order to capture Coke, there was a military-led incursion into the community in which Coke resided which resulted in the deaths of some 70 civilians.

guide all social intervention within the 100 most crime affected communities in Kingston, St. Andrew, Clarendon, St. Catherine and St. James – the Community Renewal Programme (CRP). As pointed out by B6, “the government approached the European Union for support to the Community Renewal Programme and this formed the basis for PRP III and later PRP IV – which is now in implementation”. The CRP was framed as a 10-year programme with 6 main components: governance (there must have been deep cleavages in the communities that allowed “dons” to govern); social transformation; safety and Justice; physical transformation; socioeconomic development; and youth development (youth being considered the main perpetrators of crimes).

PRP III targeted 4 of those areas – governance, youth, physical transformation and socioeconomic development. The total cost of this programme was 10 040 000 €. The EU contribution was 9 500 000 € while the contribution of the Government of Jamaica was 540 000 €. The focus was on rehabilitation of the social structure and based on the National Poverty Eradication Programme at the time. PRP III ended in 2016 and, according to B6, PRP IV is now implementing programmes in the same communities as PRP III did and also includes capacity building support for the Secretariat of the Community Renewal Programme located at the PIOJ (Planning Institute of Jamaica).

The EU, through the PRP IV, provided funding support to the CRP secretariat for a 3-year strategic plan, a monitoring and evaluation framework and assistance to define the required database to operationalise the monitoring and evaluation (M&E) function. The total cost of the programme is 12 540 000 €. The EU contribution was 12 million € while the contribution of the Government of Jamaica is 540 000 €. In the opinion of B6, the EU-funded CRP M&E framework provides a critical management tool for the secretariat of the CRP to ensure that the M&E functions of every IDP project being implemented are aligned to that of the CRP and by extension Vision 2030.

## 4. Concluding remarks

After having analysed the actions promoted by the cooperation programmes EUROsocial and SOCIEUX and the programmes implemented under CRIP and NIPs, the main conclusion is that LAC social policy makers are, in general, interested in the “EU social model”. However, some clarifications have to be made:

- Even if the interest exists, in the last ten years this interest has declined, especially due to the economic crisis in many European countries. As a result, LAC countries are starting to be interested also in receiving cooperation assistance from other regions, i.e. from Asia, particularly China. In some cases, LAC interest in EU experiences is “induced” by the institutions that implement the programmes.
- LAC countries are increasingly interested in intra-regional cooperation with other LAC countries and, in general, in a more selective cooperation, case by case, according to their necessities, without a preference towards a specific model. The EU in general or its

- member states are considered less a reference model and LAC countries' interests are broader in geographical scope.
- Nevertheless, cooperation from EU is still very important because its experience in the field of welfare reforms is deep, wide and of a very long duration. It is also appreciated that, at least according to many consulted experts, EU cooperation takes into consideration the priorities of the recipient countries and does not try to impose solely its own priorities. Moreover, EU cooperation is much more based on peer-to-peer exchange.
  - LAC countries are more interested in expert advice, exchange visits and analytical work from the EU rather than in budget support. As a large number of LAC countries are middle-income, their standards are more similar to those of the EU. As such, they are more interested in an exchange with the EU. Cooperation with the EU means that they can learn about the best practices that exist in the EU, and receive technical support to aid their processes of design, reform and implementation of public welfare policies.
  - EU experiences cannot be transposed directly to LAC countries. It is necessary to adapt these experiences to the LAC context as there are important differences between regions and a "copy-and-paste" of the EU experience in LAC countries would not be an appropriate approach.
  - EU cooperation in LAC, particularly through the EUROsociAL programme, promotes also South-South cooperation. In some cases, the experts that participated in the actions promoted were only from LAC countries and there were no experts from the EU. In such cases, therefore, the EU facilitates South-South cooperation without necessarily directly transferring its own experiences.

Regarding the different programmes analysed, EUROsociAL and SOCIEUX are considerably different from the programmes promoted under CRIP and NIPs. EUROsociAL and SOCIEUX are funded under the Development Cooperation Instrument (DCI) and CRIP and NIPs are funded under the European Development Fund (EDF) so these programmes are completely different with regards to the funding mechanisms, the legal basis and the functioning behind them. While in the programmes funded under CRIP and NIPs there is always co-funding by the recipient country, in EUROsociAL co-funding by the institutions in charge of the implementation of the programme was only necessary in the first phase and, in SOCIEUX, this was only in the second phase. The other phases were entirely funded by the EU budget.

While the regional strategy papers elaborated unilaterally by the EU are the basis for the implementation of EUROsociAL and SOCIEUX, CRIP is elaborated by the EU in collaboration with CARIFORUM. CARIFORUM and the EU define the agenda for the Caribbean region together. The same is true for the NIPs, which are set up by the EU in collaboration with the governments of the specific recipient countries.

As far as instruments and work areas are concerned, the following table offers a comparative summary:

|             | <b>EUROsociAL</b>  | <b>SOCIEUX</b>  | <b>NIPs</b>  |
|-------------|--|---|--|
| Instruments | Expert advising, exchange visits, training courses, working meeting, seminars, analytical work   | Expert advice (support, assessment, technical advice), workshops, events, studies, training of trainers | Expert advice, budget support                                    |
| Work Areas  | Public Finance, Social Protection, Decentralisation, Health, Citizen Security, Justice, Employment policies, Democratic Institutionalism, Education, Social Dialogue | Social insurance, Social assistance, Labour policy and law, Employment policy                           | Justice, vocational education and training, reduction of poverty |

**Table 1: Instruments and focus areas of EU-LAC cooperation programmes.**

From the analysis of the results or actions promoted by the EU cooperation programmes in LAC, it emerges that EUROsociAL is the programme that has promoted the highest number of results with EU contribution; namely 116 results with EU contribution in LAC compared to 7 by SOCIEUX. As it was already pointed out, this is due to the nature of EUROsociAL, which specifically focuses on social cohesion in LAC, while SOCIEUX covers all continents. In the case of NIPs, 2 results with EU participation have been analysed in this part, but there are more results with EU contribution, not just in Jamaica and Dominican Republic, but also in other Caribbean countries (see part V).

The common instrument that all the programmes use is expert advising. As it has already been said, this is the instrument most appreciated by LAC countries. Additionally, EUROsociAL frequently promotes exchange visits - an activity which is also much appreciated - and that does not exist in the other programmes.

The thematic areas in which the EU offers support to LAC countries through the different cooperation programmes that have been analysed in this section of the report are very varied and cover almost all the aspects related to social policy. The analysis showed that LAC interest in the EU is quite scattered and there is no clear trend detectable regarding a specific policy issue that is of interest for all LAC countries. However, comparing the actions promoted by the different programmes, some areas in which it is possible to establish that the interest of LAC social policy makers in the EU is higher can be identified:

- **Justice:** is one of the working areas of the EUROsociAL programme and has also been one of the priority areas under the NIP for Jamaica. This is probably due to the similarities of the concept of social justice in both regions.

- **Employment policies:** is also one of the working areas of the EUROsociAL programme, one of the main areas of intervention of SOCIEUX and also one of the priorities in the NIP for the Dominican Republic. More specifically, it is possible to establish that LAC social policy makers are particularly interested in developing the area of professional qualifications, vocational educational and training and young employment.
- **Social protection:** is the main topic of SOCIEUX (EU Expert Facility on Social Protection), one of the main working areas of EUROsociAL and also covered by the NIP of Jamaica. LAC is particularly interested in the protection of vulnerable groups, specifically by poverty reduction and care of children and elderly.

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## IV. FOCUS AREA II: DISCOURSE – PERCEPTIONS OF EU EXPERTS REGARDING SOCIAL POLICIES IN LAC

### 1. Introduction

While in the first Focus area of this report it was analysed whether LAC social policy makers have an interest in learning from EU experiences, the second part will focus on the question whether social policy experts from the EU are interested in LAC social policy. The interest, or the lack of interest, of EU experts is an indirect evidence of the interest of EU social policy makers towards LAC social policies.

This approach is useful in order to achieve one of the overall objectives of the report, which is to analyse whether there is a common interest to broaden and deepen EU-LAC cooperation in the field of social policy. Therefore, this part will focus on the LA policies that have aroused greater interest with EU experts and that could be of interest for EU Public Administrations.

Contrary to the case of LAC interest in EU policies, there are no similar cooperation programmes available for an analysis that would allow to gather empirical data on which fields (welfare experiences) in LAC are interesting for EU policy makers. Therefore, in order to analyse whether EU social policy makers are interested in LAC experiences, it was decided to send a questionnaire to the national representatives of the Social Protection Committee (SPC)<sup>61</sup>. The SPC is an EU advisory policy committee for Employment and Social Affairs created by the EU Council following the mandate established in article 160 TFEU, which:

- monitors social conditions in the EU and the development of social protection policies in member states. It reports on social inclusion, health care, long-term care and pensions under the social open method of coordination
- promotes discussion and coordination of policy approaches among national governments and the EC. It prepares Council discussions on social protection and on the country-specific recommendations in the context of the European Semester. It also produces reports and opinions on its own initiative or at the request of the EU Council or the EC.

However, as interest of SPC members in participating in the survey was very limited, it was not possible to obtain useful information through this mechanism. Thus, it was decided to focus on the

<sup>61</sup> <https://ec.europa.eu/social/main.jsp?catId=758>

opinions and knowledge of other EU experts, and, first of all, the national independent experts of the European Social Policy Network (ESPN)<sup>62</sup>.

As a channel of access to the stakeholders of the cooperation programmes in place was already well established (see the previous part III of this report), these connections were used to identify high-level Experts from the EU that have in some way participated in these projects and that also have a good knowledge of the LAC situation. In this sense, talking about “social policy experts from the EU” means approaching people that have experience in both regions, as the approach of contacting members of high-profile EU Committees did not prove to be useful. Nonetheless, the small amount of information that was obtained in the consultation process of the SPC is also included in the report in order not to lose potentially valuable information.

Therefore, once again, even if indirectly, we were using the development cooperation programmes promoted by EU in the field of social policy in LAC to analyse whether the EU is interested in LAC. This alternative approach proved to be very effective as the interviewed experts are not only specialists in EU social policy experiences, but are also familiar with the LAC situation. A lack of knowledge on the LAC situation was probably also one of the reasons why SPC members were reluctant to participate in the survey as they did not feel comfortable answering questions about potentially interesting LAC policies that they don’t know well.

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<sup>62</sup> The European Social Policy Network (ESPN) provides high quality and timely independent information, advice, analysis and expertise on social policy issues in the EU, in neighboring countries and in third countries. It was established in 2014. In particular, the ESPN supports the Commission in monitoring progress towards the EU social protection and social inclusion objectives set out in the Europe 2020 strategy, including the European Pillar of Social Rights, and in the European Semester. Website: <https://ec.europa.eu/social/main.jsp?langId=en&catId=1135>

## 2. Methodological aspects

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### 2.1 Objectives

As described above, the main objective of this second Focus Area of Deliverable 5.2 was to investigate whether and how EU social policy makers are interested in LAC experiences and which topics are useful for their social policy reforms. However, as it was not possible to obtain relevant information to achieve that objective (see also above), finally, the main objective of this Focus Area was adapted towards capturing EU experts' views, perceptions and concerns regarding LAC social policy progress.

### 2.2 Methodological design

First, in order to analyse the interest of EU decision makers, a questionnaire was sent to the delegates of each EU country and the representatives of the EC in the SPC. However, the number of responses obtained was very low (only the representatives from Austria answered) and not representative for conducting the research. In any case, the lack of response indicates a lack of knowledge and/or interest about LAC social policy progress of the EU decision makers. However, it has to be taken into account that the reasons of the lack of responses could be not only these two.

Therefore, in order to analyse the perceptions of EU experts about the advances in social policy in LAC, two additional types of experts were selected.

First of all, the national independent experts of the European Social Policy Network (ESPN). Experts from 36 countries participate in the Network. There are 2-4 experts for each country. However, once again, the level of response was very low. Only 5 experts answered the questionnaire. These experts are from Bulgaria (2), Latvia, Slovenia, and Turkey. It is important to note that the experts that answered the questionnaire are from Eastern countries that have not traditionally had a strong relation with LAC.

Consequently, the main results of this Part of the report derive from the answers of the second type of EU experts selected to conduct the research: EU experts who have participated in the specific cases selected for the analysis of the EUROsociAL II and SOCIEUX programmes. In some cases also from the comments obtained from the interviews conducted with LAC social policy makers for the previous part of the report, in case that they contained useful information regarding the possible interest of EU in LAC social policy.

### **3. Identifying areas of interest – EU experts interest in LAC welfare experiences**

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The majority of the EU experts who participated in the EUROsociAL II and SOCIEUX programmes had a previous in-depth knowledge of LA social policies. EU experts were familiar with LAC social policies for different reasons: some of them had already participated as experts in other cooperation programmes, for example in EUROsociAL I but also in others (D2, D3, D5); one of them worked in the field of coordination with LA Social Security Systems (D7); in another case the institution of the expert collaborates with LA (D1). However, D6, for example, states that, despite his previous knowledge about LA social policies, that knowledge was not accurate and did not always adequately reflect the social and institutional realities in LAC countries. On the other hand, D4, who participated in two actions, one promoted by EUROsociAL II and the other by SOCIEUX, affirms that her knowledge about the topic in which she participated in Colombia with EUROsociAL was broader while she needed to prepare herself better before doing the mission in the action with SOCIEUX in Uruguay.

The fact remains that all the experts who had previously worked with LAC had extensive knowledge about LA social policies. In fact, this was the reason why they were selected by the programme staff to participate in the actions. According to D5, being aware of the policies and the institutional dynamics allow the experts to better identify who the key actors are in order to select the best-suited partners for the implementation of the policy.

All the interviewees consider that participating as experts in EUROsociAL II and SOCIEUX programmes obliged them to improve their previous knowledge about the LA social policies, as, in order to offer their expert advice, they needed to study more in detail the respective policy topics. EU experts had also the opportunity to acquire practical competences, particularly regarding the functioning of the legislative process because they were in contact with decision makers (D5, D6) and with people in charge of social policies (D7).

In general terms, precisely because of the fact that the EU experts who participated in the EUROsociAL II and SOCIEUX cooperation programmes had a sufficient knowledge about LA social policies, and improved it through their participation in the cooperation projects, they conclude that these policies cannot be taken into account as a reference in the processes of change and reform of social policies in the EU. D1, D6 and D7 expressly stated that the EU could not be inspired by LA to carry out reforms in the field of social policies since social policies in LA are at a lower level of development comparing to EU standards. In this line, an expert pointed out that it should be LA who has to learn from the EU and not the contrary. Furthermore, cooperation

programmes themselves are not considered the best tool to acquire knowledge about LAC welfare experiences because, as pointed out by D6, who participated in SOCIEUX, SOCIEUX is a unidirectional programme whose objective is to provide EU expertise to LA and not to learn about LA social policies.

Despite this generally sceptical stance towards the usefulness of LA welfare reform experiences for the EU, EU experts also had the opportunity to see specific practices that could be useful for the EU, although they could not think of any examples where those practices had actually been taken as a reference in the EU. Some specific LA policies which the experts considered useful for the EU are the following:

- Transparency in the public sector in Paraguay and evaluation of public policies;
- Protection of minors, particularly the special sensitivity in dealing with children and the need to improve certain aspects of the process, which could be a central axis in the implementation of EU social policies. The existing policy in Chile could be taken into account in order to implement specific proposals in the EU;
- Programmes for the inclusion of specific groups, such as young people, in the labour market. In LA, programmes have very well-defined objectives and are aimed to very specific occupational groups. For these reasons, programmes are efficient and able to achieve very specific and tangible results. Particularly, the *Empléate* programme in Costa Rica has managed to develop a very strong relationship with the business sector and with employers. According to D3, this aspect of the programme could be used as an example for the EU as one of the main problems of public employment services is the relationship with employers and business;
- Integrated care policy in Uruguay.

In addition to these specific policies, there are also other aspects related to LA social policies that could be interesting for the EU. As pointed out by D4, the decision-making process in the field of social policies is less bureaucratic and it is organised in less stages than in the EU, for example in the care policy in Uruguay. The very constructive framework with the associations, with the associative movement and with all the secretariats is also interesting. For example, in the action in which D5 participated in, several meetings with all the secretariats were held at different levels, both multilateral and interdepartmental, and they were certainly fruitful. According to D5, a bottom-up relationship is much more enriching than a top-down one because it allows the provision of solutions to societal demands to legislators. Finally, D6 pointed out that, in the case of the pensions system in Mexico, while promoting the continuity of the systems as they are is a principle, there is at the same time an acceptance that it has to be adapted to the current context and that there is no need to be afraid of adjusting the system to both social and economic needs. The LAC systems have internalised the importance of the viability of the systems and the need to

make adjustments in order to guarantee their sustainability. According to D6 this can be very interesting for the EU.

Another circumstance that should be taken into account when analysing the interest of the EU in LAC welfare experiences is the important differences between EU member states. According to D4, although LA social policies may not be very interesting for EU countries with a higher level of development, for example the Northern countries, they can still be very interesting for other, in particular Eastern ones which have a different, maybe lower, level of development in some areas, for example in social protection and care policies. LA experiences could be useful for them and can be taken as an example since certain countries in LA are experiencing a very rapid development. However, according to D5, LA experiences would not be as interesting for the EU as it is for other countries of the region in a South-South cooperation perspective.

However, there are a number of problems in LA pointed out by EU experts that prevent LA social policies from being taken into account as a reference for the EU. For example, in the case presented by D3, the work processes of the Ministry of Labour were not framed within a clearly defined legal and regulatory framework and depended to a large extent on the official's goodwill, which is very far from the reality in most EU member states. Moreover, according to D7, one of the main problems that LA institutions have is that of organisational capacities.

Finally, despite the differences between LA and the EU, EU experts interviewed concluded that there are common challenges in both regions, particularly the following:

- Guaranteeing the financial sustainability of the welfare state in order to avoid that a downturn in the economic cycle, and the consequent fall in public revenue, lead to a withholding of advances achieved in social policy;
- Protection of minors, including protection in issues such as child abduction, protection of children in high conflict families, children's participation in decisions that affect them, etc.;
- NEETS - the number of "Not in Education, Employment, or Training" people is increasing in both regions;
- Care policy, work-life balance, fight against childhood poverty, construction of more extensive social protection;
- Open participation and rights protection;
- Inclusion of vulnerable populations in society and their recognition in pensions systems, precariousness of the labour market and precariousness in general;
- Pensions' sustainability;
- Coordination of social security systems between LA and the EU and the creation of plurilateral instruments. Spain has a long-standing relationship with LA on social security

issues while the rest of Europe is just starting. One of the main challenges is to coordinate social policies in the field of migration, a phenomenon that now involves different EU member states, and not only Spain.

Those are topics in which the EU has not necessarily more experience than LAC. These are common challenges that both regions are facing and for which a single correct solution does not exist yet. For that reason, a collaboration in order to find common solutions should be very productive.

However, the view obtained from EU member states' officials was rather different. Regarding the opinion of national representatives in the SPC, one of those who answered to the questionnaire (from Austria) pointed out that EU and LA face very different challenges that have produced very different systems, leaving little scope for a detailed exchange of know-how. Nevertheless, it was considered that an exchange to understand problems would certainly be valuable and welcomed.

The other national representative stated that, according to his experience, the SPC, when carrying out its mandate, particularly promoting discussion and coordination of policy approaches among national governments and the European Commission, only rarely took into account social policies that were being implemented outside the EU. At most, and only for some cases, the USA and, concerning migration policies, Canada and Australia are used as examples. Regarding social policies that are being implemented in LAC, EU representatives only have a very superficial knowledge of them and, as far as they know, do not consider that there are specific experiences from LAC countries in certain areas of social policies that could be taken as a reference for key structural social challenges faced by the EU welfare systems. However, the representatives agree that there are common challenges or topics of interest in terms of social policies for LAC and EU as, certainly, a common challenge is shared: to innovate the welfare system, to avoid an increasing division of society into poor and rich and also to find strategies to avoid poverty.

On the one hand, regarding the perceptions of the national experts from the ESPN, one of the experts from Bulgaria<sup>63</sup> admitted not having systemic knowledge of the overall social policy in any LAC country but to have come across different programmes and policies, which are relevant for her country. She considered that the World Bank (WB) can be singled out as the main vehicle for bringing recommendations of social policies from LA, often with detailed description and direct arguments as to why these policies are relevant and how they can be used. However, it should be noted that public perceptions in Bulgaria favour the policy examples from other EU countries, especially from developed EU member states which are considered reference countries. This makes it sometimes difficult to convince the general public and politicians that some experiences from other parts of the world can be relevant and useful for Bulgaria.

In the Bulgarian expert's opinion, there are specific experiences from LAC countries in certain areas of social policies that could be taken as a reference for the key structural social challenges

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<sup>63</sup> She pointed out that she takes social policy in a broad sense, i.e. as including policies such as addressing educational disadvantage and social housing also because educational integration is her main field of expertise.



faced by the EU welfare systems. For example, the conditional cash transfer programmes could be a very interesting example especially when they are combined with other services in an integrated manner.<sup>64</sup> There are references to such programmes in policy reports about Bulgaria produced by the WB. Arguably, such programmes can be relevant in the context of efforts for Roma integration, an area that the European Commission addressed, already in 2010, with a specific Communication. In Bulgaria, conditionalities in similar programmes are related to “punishment” (withdrawing support or cash benefits) rather than rewarding positive behaviour with additional support. Moreover, the expert considers that the EU, or rather specific countries of the EU, could learn from specific social policies in LAC. A recent example (selected from other previous examples) was the Chile *Crece Contigo* programme which was presented in Bulgaria by experts brought by the World Bank and which has become rather popular among NGOs. Further information on this LAC best practice example was forwarded to teachers from kindergartens and schools with disadvantaged minority students who believed that a similar programme could be very relevant in Bulgaria even if not implemented nationally, but rather just by some municipalities. Another recent example was the visit of Jaime Saavedra (ex-minister of education from Peru) who presented a World Bank report on unequal quality of education and specifically the Peruvian reform tackling educational disadvantage and quality of teaching during his visit in front of various audiences. The expert from Bulgaria considers that there are common challenges between countries from Central and Eastern EU and LAC in early childhood development and overcoming educational disadvantage through universal quality, approaches to school funding that overcome regional disadvantages and differences between neighbourhoods and rural and urban areas. Another area of potential exchange is housing policy and social housing, providing housing to the poor and addressing the challenges posed by deprived neighbourhoods and extremely poor communities.

Although the Bulgarian expert acknowledged having only a general knowledge of the social policies in LAC, she was still able to give examples of some policies from specific LAC countries as described above. Nevertheless, this is an exception in the pool of experts from the ESPN who completed the questionnaire. Most of them established that they have no knowledge or only a very general knowledge about LAC’s social policies and that for this reason they were not able to respond to the questionnaire. However, like the Bulgarian expert, the expert from Latvia who also responded to the questionnaire recognised that the EU and LAC experience a lot of common challenges in social policy, i.e. youth unemployment, vocational education and training, integration of children with special needs, among others. The experience gathered in the consultation process with ESPN national experts strengthened the argument for approaching professionals that have also experience in working in the LAC context in order to gain insightful information on what interesting areas of cooperation from an EU perspective may be.

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<sup>64</sup> For more information on the Conditional Cash Transfer Programmes see EULAC-Focus (2019): Report on differences and convergences in EU and CELAC social inclusions policy approaches. Comparative Analysis of respective approaches to social inclusion.

See: <http://eulac-focus.net/about-eulac-focus/project-structure/WP5-Social-Dimension/>.

## 4. Concluding remarks

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The main general conclusion reached after the analyses conducted in focus area II of this report, perceptions of EU experts regarding social policies in LAC, is that members of high-profile EU social policy committees do not see LAC welfare experiences as a key priority area for mutual learning. They seem to share the approach that, in general, EU social policy and welfare regimes are more developed than the systems in LAC and “have nothing to learn”. This lack of interest is reflected in the statements collected by EU social policy experts that have worked with LAC experts.

This lack of interest can be explained because of the lack of knowledge in the EU about the welfare reforms that are being implemented in LAC. There cannot be interest without knowledge. LAC knows much more the EU welfare experiences and the “EU social model” (or its different social models) is taken as a model of reference for the reasons explained in focus area I; and EU cooperation programmes allow LAC social policy makers to learn about EU policies and experiences; but this has not worked in the opposite direction. The existence of an exchange channel (cooperation programmes in the case of the EU) is key to arousing interest in the experiences of the other region. The experience of the World Bank that made LAC experiences available in Bulgaria seems to confirm that approach: an interest in LAC could be possible if their experiences were known in the EU.

Lack of knowledge is certainly not the only reason, because even when interviewed EU experts knew LAC social policies they concluded that these policies cannot be taken into account as a reference in the processes of change and reform of social policies in the EU as they considered that EU social policies are more developed. However, this argument should and could be questioned as the same experts also state that, in general, the EU does not take into consideration the welfare experiences from abroad. Therefore, there are grounds to argue that the EU and its member states tend to be blind not only towards LAC but towards the whole world..

This approach contrasts with the publication, on September 2018, of the document “Emerging challenges and shifting paradigms: new perspectives on international cooperation for development”<sup>65</sup>. The European Commission, specifically the Directorate-General for International Cooperation and Development (DG DEVCO), the Economic Commission for Latin America (ECLAC), and OECD Development Centre have come together to lead a timely discussion on how to make international relations more relevant, responsive and fit for purpose. This document elaborates a new paradigm of international cooperation for development to which the European Commission is committed. The document puts forward a much more multidimensional approach to development and introduces the concept of “development in transition” because it is assumed that all countries

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<sup>65</sup> <https://www.cepal.org/en/publications/44002-emerging-challenges-and-shifting-paradigms-new-perspectives-international>

in the world face “development problems” in one or another dimension. From this perspective, the document calls for a rethinking of international cooperation for development and a redefinition of the relations between all countries and regions on the world at all levels of development in order to better respond to today’s local, regional and global challenges in innovative and creative ways. The document also states that a deeper, broader and more intense relationship is needed between the European Union and Latin America and the Caribbean to tackle regional and global challenges.

This report agrees with the thesis put forward in this document. The prevailing EU approach, in particular at the level of its member states, which tends to reject the possibility of taking into consideration welfare experiences from abroad, including LAC, must change. All EU institutions (not only the European Commission, as up to now) and all member states must accept that a new paradigm is emerging. If this does not occur and the EU and its member states continue to consider that their welfare experiences are more “developed and advanced” and they have nothing to learn from outside, their contribution to the process of finding joint solutions to common global problems and challenges will continue to diminish and, with it, the EU’s role in the global arena will continue to decline.

More specifically, from the analysis of interviews conducted with the EU experts that participated in the actions promoted by EUROsocial and SOCIEUX, it can be said that there are some specific areas of LAC social policies from which it is considered that the EU could learn. It is for this reason that the exchange of experiences in the field of social policy should be promoted in order to let EU social policy makers know what is happening in LAC and, in consequence, have the instruments to decide whether or not these experiences can be useful for the implementation of welfare reforms in the EU.

EU experts that participated in the actions promoted by EUROsocial and SOCIEUX have, or have acquired or improved, the knowledge about LAC social policy; but this is not the case for most EU experts in social policies. Therefore, it can be concluded that the cooperation in the field of social policy between LAC and EU is bi-directional in the sense that the EU does not impose its priorities on LAC and limits itself to offer peer-to-peer support; but is not bi-directional in the sense that it is much more about LAC learning from the EU experiences than the other way round. In fact, the majority of the experts from the ESPN that answered the questionnaire did not have a knowledge about LAC social policies. It should be noted that all the experts from the ESPN that answered the questionnaire are from Eastern European countries, exactly those countries that are considered to have many parallels and therefore a potentially higher interest in LAC’s social policies as they face similar challenges due to being in a similar level of development.

## 5. Sources

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The main sources for elaborating that part of the Report were the interviews and questionnaires conducted.

Semi-structured interviews were conducted with the following EU experts:

- Álvaro del Blanco, Institute of Fiscal Studies, Spain (D1)
- Margarita Pérez Salazar, Court of violence against women n. 1 Navarra, Spain (D2)
- Jonathan Eskinazi, ANPAL, Italy (D3)
- Frédérique Leprince, National Family Allowance Fund, France (D4)
- Ignacio Velo, ONCE Foundation, Spain (D5)
- Ignacio Camós, University of Girona, Spain (D6)
- (D7) did not give the consent to use his name

## **V. FOCUS AREA III – CONCEPTS – THE SOCIAL INVESTMENT PARADIGM IN BOTH REGIONS**

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### **1. Introduction**

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The first difficulty in analysing social policy in the EU and LAC, and in their bi-regional relations, is in the definition of the field of observation itself.

First of all, regarding the EU, there is not a single and unified “EU social policy” as, according to article 4 TFEU, most areas of social policy fall under member state competence, and the EU has very limited competences in some areas (education and health as more important examples) and has not exercised very extensively its non-exclusive competences in all the others. For that reason, welfare systems in EU are very heterogeneous and, in fact, the meaning of “Social Policy” in the TFEU system is very restrictive and refers mainly only to salaried workers and working conditions.

Secondly, the understanding of the scope of social policies and of their main objectives is very different also in LAC countries, among them and towards the EU.

In this context, it is nearly impossible to find a concept or set of concepts able to guide the investigation on the third Focus Area of this Report, “Concepts”. This is the reason why, instead of building on a quite disparate reality, we decided to build on a “reality in construction”. We adopted as approach and analytical framework a paradigm adopted by the European Commission, the Social Investment paradigm, in order to analyse whether it is applicable to social policies in Latin American and Caribbean countries and whether, if this were the case, it could be adopted as an approach to guide EU – LAC relations in its social dimension.

The Social Investment Paradigm is an integrated policy framework adopted by the European Commission in 2013 (as a “Social Investment Package – SIP”), which takes account of the social, economic and budgetary divergences between member states. This framework has not been approved or ratified by the EU Council and EU member states; therefore it is a typical example of “EU in the making”, promoted by the European Commission, who calls on member states to prioritise social investment and to modernise their welfare states in accordance with this paradigm.

## 2. Methodological aspects

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### 2.1 Objectives

The main objective of this section is to identify whether social policies in the EU and LAC have a common framework, in terms of shared values, priorities and approaches. More specifically, the question that is asked is whether the Social Investment paradigm is, or can become, a leading social policy concept in both regions.

In order to discuss whether there is, or there can be, a common bi-regional model of reference, the investigation has analysed welfare reforms in LAC with the lens of the central elements of the social investment paradigm. The aim is to examine whether welfare reforms in LAC are inspired by the values, priorities and approaches similar to those promoted by the Social Investment paradigm and to explore how references to EU welfare experiences are present in political and legislative reforms in 5 LAC countries.

### 2.2 Methodological design

The investigation is focused on welfare reforms developed in 5 LAC countries by analysing their legislations since 2008. The criterion used to do the selection of the 5 LAC countries was the data about the annual rate of poverty variation contained in the report *Panorama Social de América Latina* of CEPAL of 2015. Data about the annual rate of poverty variation take into consideration the period 2010-2014. These data are about 14 LAC countries. From these 14 LAC countries, in 11 the level of poverty was reduced while in 3 the level of poverty increased. Out of the eleven countries in which poverty was reduced, four countries were selected, three with the highest decrease – Uruguay, Chile and Peru – and one with the least decrease - Dominican Republic. Lastly, in order to investigate the differences between the countries where the poverty rate has been reduced and those where it has increased we also selected one of the latter. This country is Costa Rica. Annual rate of poverty variation is not the only criterion used for doing the selection. We also take into consideration a territorial criterion. This explains why we have selected four countries where the poverty was reduced and only one where the poverty was increased. By using this criterion, we have countries from each part of LAC. We have two countries from the Southern cone – Uruguay and Chile -, one Andean country – Peru -, one Mesoamerican country – Costa Rica -, and one country of the Caribbean – Dominican Republic. The first step of the research consisted in the description and analysis of the main contents of the paradigm of social investment. Firstly, the research focused on the concept and the origins of the paradigm of social investment within the EU perspective; secondly, on its main characteristics and features; and lastly on the analysis of

the different policy areas included under the social investment paradigm (early childhood education and care, parental leave and family allowances; primary and secondary education; care for children and elderly; tertiary education, life-long learning and employment policies; home help and healthcare). The basis for this analysis was the study of reports of the EC and of the European Social Policy Network (ESPN). Additionally, Recommendations and Communications from the EC regarding children, homelessness and Active Labour Market Policies were taken into consideration.

This information is key for the preparation of the Guide or Matrix that has to be the basis for the collection of the legislation on welfare systems reforms. The investigation consists in finding the legislation of welfare systems reforms since 2008 in the policy areas included under the social investment paradigm. These reforms are then investigated in accordance with the main characteristics of the paradigm of social investment (prepare rather than repair, investing in human capital throughout the individual's life, protecting against life's risks...). To facilitate the identification of these reforms by the partners involved in the implementation of this task, IILA has prepared an example about Spain, which can be used as a guide to orientate the research on the reforms and the key topics that have to be taken into consideration.

Once all the information about welfare system reforms has been collected, the next steps consisted in:

- The analysis to identify similarities and differences with the paradigm of social investment, according to the previously prepared matrix.
- The classification and processing of the data in order to facilitate the identification of the areas of social policy in which LAC interest in European experience manifests itself and highlight common reform trends inspired by shared values. In the areas where there are more similarities than differences, the exchange and the collaboration between the both regions can be fruitful.

## 3. The Social Investment paradigm

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### 3.1 Origins

Social investment is considered an emerging social policy paradigm that refers to the new ideas and policies that have been promoted since the late 1990s (Morel, Palier, Palme, 2012). The concept of social investment in social policy design emerged in political and academic discourse after the mid-1990s.

Social investment emerged to respond to a new knowledge-based economy (knowledge is considered as the driver of productivity and economic growth) and to the new risks and new realities that Welfare States in the EU were facing and which traditional concepts were failing to

address. These challenges are mainly three: economic and financial crisis, demographic changes and fiscal constraints. Economic and financial crisis produced an increase in the levels of poverty and social exclusion; higher levels of unemployment, lack of continuous careers and more precarious forms of contracts. Demographic changes are related to population ageing, skills mismatch, single parenthood, the need to reconcile work and family life and higher expenditure in pensions and care. Fiscal constraints imply the necessity to reduce the deficit and to refocus public spending.

These new risks and social realities produce an increase and diversification of the demand of social expenditure. Welfare states in the EU have difficulties to respond to these new risks and social realities because they put at risk their long-term financial sustainability.

The paradigm of social investment emerged in a moment in which traditional so-called Keynesian policies were being put into question. It intends to reverse the relations between the economy and the social, and between the labour market and social policy. Under the social investment approach, social policies should be seen as a productive factor, essential to economic development and to employment growth. This perspective contrasts with the so-called neoliberal view of social policy as a cost and a barrier to economic and employment growth. The main risk of this new approach is the “economisation” of the argument when social policy is only perceived from its economic contribution and the focus on the social dimension or social citizenship is lost, which could also endanger human rights (Morel, Palier, Palme, 2012). Even though this paradigm gives much importance to the productive value and to the economic return of social investment, it should not replace or substitute the Human Rights-based approach to social policy. In particular, because social investment also involves strengthening people’s current and future capacities to better facing life’s risks (see below 3.2) and, for this reason, fits well with the Human Rights-based approach.

## 3.2 Main characteristics

The EC considers that social investment is about investing in people. It means policies designed to strengthen people’s skills and capacities and support them to participate fully in employment and social life. The EC’s Social Investment Package highlights that the three functions of Welfare are:

- Investing in human capital throughout the individual’s life: The focus has to be on people’s specific needs arising in life. The investment should take place in an early stage to allow people to prevent disadvantage, starting from children. Strengthen people’s current and future capacities. Make an efficient use of human capital while promoting the access to labour market of groups that have been traditionally excluded.

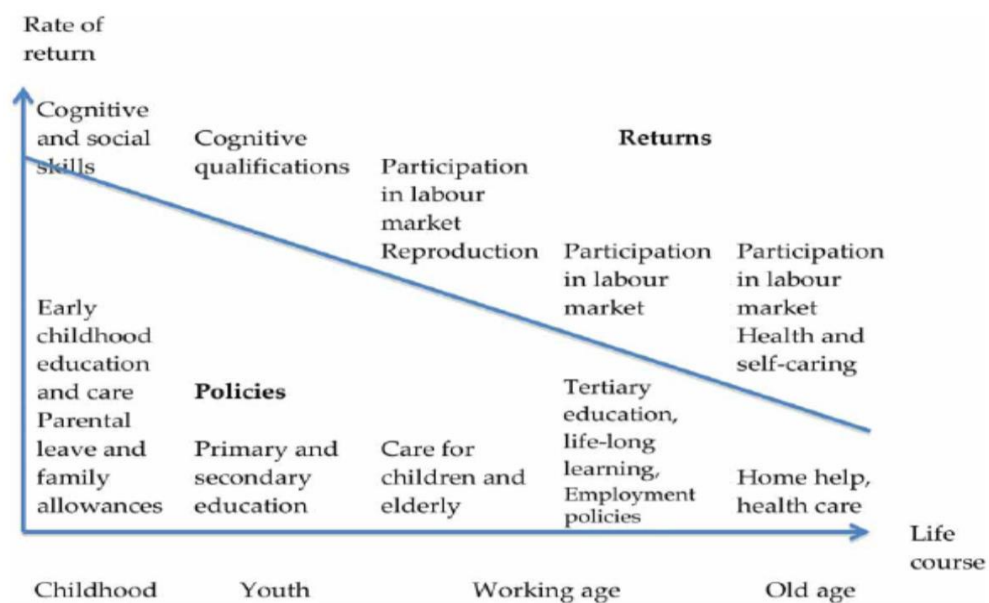


- Protecting against life's risks: Ensuring adequate livelihoods and preserving previous investments in human capital. Improving the sustainability and the adaptation of Welfare systems
- Stabilizing the economy by consumption smoothing, cushioning the impact of economic shocks.

Social investment is based on different principles:

- “Prepare rather than repair”: social investment helps to “prepare” people to confront life's risks (atypical employment, long-term unemployment, working poverty, family instability and lack of opportunities for labour market participation resulting from care obligations or obsolete skills), rather than simply “repairing” the consequences. Adopting this approach, the need for benefits is reduced. That way, when people do need support, society can afford to help. Prevention is one of the main characteristics of the social investment paradigm and, under this approach, it is considered that the Welfare State has a preventive function.
- “Over the life course”: Social investment aims to accompany people from childhood to old age and also in the transitions from one stage to another one. The social investment strategy undertakes horizontal redistribution over the life cycle: “from me at one stage of the life cycle to myself at another stage”.
- “Returns”: investment at an early stage will be translated in a return over the life cycle, notably in terms of employment prospects or labour incomes. People of working age pay back on what they received in terms of childcare and education and forward to what they are to receive in old age from pensions and social and health services. This is based on a generational contract; each generation of working age produces enough to sustain also the generations not of working age based on being in the receiving end at other points in time (Kvist, 2015).

The social investment paradigm has been represented in the next graphic. Each policy area is connected with a return. An initial investment in human capital through different reforms (represented below in the graphic) can be potentially translated in a return (represented in the upper part of the graphic). The possible returns are: cognitive and social skills, cognitive qualifications, participation in labour market, reproduction, health and self-caring, depending on the different policies.



Source: Kvist, 2013.

### 3.3 Main policy areas considered under social investment

The EC considers that the key policy areas considered under the social investment paradigm are education, quality childcare, healthcare, training, job-search assistance and rehabilitation<sup>66</sup>.

These policies are part of the shared competences between the EU and its member states. Both the EU and EU member states are able to legislate and adopt legally binding acts. Member states exercise their own competence where the EU does not exercise, or has decided not to exercise, its own competence.

For this reason, it should be noted that not all member states have put in practice reforms or investments in all the policy areas considered under social investment and neither consider all of them as indispensable for the construction of a new welfare system. However, some reforms or changes can highlight whether or not a country follows the guidelines of the social investment paradigm. In addition, even following the general principles of the social investment paradigm, each Member State can interpret them differently focusing in some of them more than in others.

In this report, we classify these key policy areas as indicated in the graphic elaborated by Jon Kvist. We consider 5 main policy areas: 1. Early childhood education and care; parental leave and family allowances; 2. Primary and secondary education; 3. Care for children and elderly; 4. Tertiary education, life-long learning; Employment services; 5. Home help; Health care. In the next pages, these policy areas will be analysed in order to highlight their connection with the paradigm of

<sup>66</sup> <http://ec.europa.eu/social/main.jsp?catId=1044&langl>

social investment. We will later analyse the welfare reforms of LAC countries that we take into consideration in accordance with their correspondence to one of these policy areas.

➤ **Early childhood education and care. Parental leave and family allowances**

The EC Recommendation of 20/02/2013 *Investing in children: breaking the cycle of disadvantage* identifies three pillars that should be the basis for the development of integrated strategies for children policies. The two pillars more relevant from a social investment perspective are access to adequate resources and access to affordable quality services. The third pillar is children's right to participate.

Early childhood education and care: access to affordable quality services

Experts from the European Social Policy Network (ESPN) consider support for early childhood development as a classic example of social investment because it is an effective social policy that both prevents disadvantages and ensures children's wellbeing and future development.

Results from the OECD's PISA assessment of students at age 15 show that, for most countries, students who have attended pre-primary education do better than those who have not (EC, *Employment, Social Affairs & Inclusion*, 2013). This data suggests that early education can improve education outcomes and overall skills levels later in life. Even if, in a first moment, an investment in early childhood education and care is an expense for Welfare systems, this preventive investment in human capital will be translated, in a long-term period, in benefits for the society in terms of human capital stock and overall labour force competitiveness. This investment has also effects at short-term, particularly because it encourages children development. Investment in early childhood education and care has a multiplier effect in terms of growth and occupation. Moreover, the higher the quality of services, the greater the multiplier effect. A preventive investment in education also implies a reduction of the expense derivate from adult's reclusion, a phenomenon related to low instruction.

Access to adequate resources

Regarding access to adequate resources, there are two relevant aspects: parental leave and family allowances.

*Parental leave: access to adequate resources*

There is a strong link between parents' participation in the labour market and children's living conditions and, for this reason, it is necessary to take all possible measures to support parents' participation in the labour market (Commission Recommendation, *Investing in children: breaking the cycle of disadvantage*, 2013).

The availability of accessible, affordable and quality childcare services plays a key role in facilitating parents' – especially mothers', because they continue to be in charge of care responsibilities – employment. In this point, there is an interaction between the two pillars: access to affordable quality services, as childcare services, and access to adequate resources, derived from parent's participation in the labour market.

At the same time, the availability of well-designed maternal/parental leave schemes should play a key role in ensuring children's care. Nevertheless, it is important that parental leave does not constitute a disincentive, especially for women, for (re) entering, remaining and progressing in the labour market. From a social investment perspective, three aspects of these schemes appear particularly important: their adequacy (in terms of length, generosity and flexibility), their capacity to promote gender equality in caring for children, and the link with child-care services (European Commission, 2015).

#### *Family allowances*

Family benefits are a crucial part of investing in children as they help to ensure that families have sufficient income for children not lacking necessities and growing up in a secure and healthy environment in which their development can be ensured. When benefits are not adequate or access to them becomes restricted, then their effectiveness in terms of social investment diminishes (European Commission, 2015).

Family benefits can be provided not only in the form of cash income; it is also possible to foresee services in kind as parenting services. Examples of parenting services contained in the report of the European Commission, 2015 are: parental education, family counselling offices, maternal and child health clinics, outreach visits to mothers and babies by midwives services of family assistants to support vulnerable families, psychological therapy, and support for parents with disabled children.

#### ➤ **Primary and secondary education**

Investment in education is beneficial in a multiplicity of ways, both for individuals and for society as a whole. Secondary education has been considered as a way to contribute to increase individual earnings and economic growth. It is associated with improved health, equity, and social conditions. It buttresses democratic institutions and civic engagement. The quality of secondary education affects the levels above and below it: primary and tertiary education.

Investing in secondary education can have a direct impact on the effort to reach Sustainable Development Goal 4: ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. Increasing the provision and coverage of secondary education can

boost completion rates in primary education. If a student has a realistic opportunity to continue with studies in (lower) secondary school, this can increase motivation (and the family's perceived incentives) for graduation from primary school (The World Bank, 2005).

➤ **Care for children and elderly**

Long-term care is also related to other groups, but here we are only considering older people and children because, as mentioned, we are following the classification of the main policy areas considered under the social investment paradigm created by Jon Kvist.

The topic of caring for children has been presented in the previous paragraph "Early childhood education and care".

The growing female activity in the labour market has reduced the traditional and potential informal or volunteer work force available to help their elderly parents or spouses. However, in some countries, the traditional model of a non-working housewife still remains dominant and long-term care is considered a "family affair". Even in countries that have established a national long-term care policy, elderly care is to a large extent provided by family members. Data shows that a higher level of long-term care systems increases the level of occupation of middle-aged and older women (European Commission, 2015).

The ageing of the population implies an increase in the need and the demand of long-term care and, consequently, also the expenditure. At first sight, it could seem that long-term care is not related with social investment. Nevertheless, in recent years, long-term care policies have evolved and nowadays are focused on the promotion of active ageing, on increasing healthy life as long as possible and in prevention and rehabilitation. The objective of these policies is offering support for independent living. Some of the measures that member states have put in practice are the creation and the extension of home care services and creation of new homes for elderly. The objective is that frail elderly people should receive help mainly in their own home.

The concept of social investment in the field of long-term care of older people highlights some key objectives and promotes specific social policies: prevention from disabilities and rehabilitation on the one hand, improvements in the quality of care staff in terms of skills and vocational training on the other hand. Long-term care is important for maintaining the skills of an elder population, not only occupational but also physical and psychological skills, to reduce costs of social services and healthcare, to keep their autonomy, to improve their quality of life and to maintain a high quality of life for as long as possible.

➤ **Tertiary education, life-long learning. Employment policies**

The risk of poverty and exclusion among those of working age is high in the EU especially since the economic crisis. Exclusion from the labour market is one of the drivers of poverty in the EU, especially in households where no-one holds a job. However, nowadays a significant proportion of poor people are employed. These people are the so-called working poor, working people whose income falls below a given poverty line. In the EU, 8% of the employed population fell into the category of “working poor” in 2007, in the sense of having an income below 60% of the national median (Eurofound, *Working poor in Europe*, 2010). Reasons to explain this phenomenon are gender effects (women are more likely than men to be employed in low paid jobs, working part-time or in temporary employment and to obtain a lower salary), age effects (young people often start their careers with very low paid jobs), educational effects (the in-work poverty risk decreases with the level of education), household characteristics (being part of a large household, being part of a single-earner household increase the risk of poverty), occupational factors (low pay, precarious employment and inability to find full-time work),

Regarding the policy measures to address social and labour market inclusion, four key areas can be considered: unemployment benefits, minimum income schemes, Active Labour Market Policies and social services. Unemployment benefits and minimum income schemes play a key role in protecting people when they are in situation of particular vulnerability. Yet, they should be designed in a way that – besides ensuring that people have an adequate standard of living – also promotes their full participation in society<sup>67</sup> and reintegration in the labour market. For this reason, the link between these benefits and Active Labour Market Policies appears also particularly important. Finally, the availability and quality of activating and enabling social services is a precondition for the implementation of comprehensive and integrated social investment strategies (European Commission, 2015).

### Tertiary Education

The document *Europe 2020. A European strategy for smart, sustainable and inclusive growth* (EU 2020) sets a target of 40% taking a university education but there are wide cross-national differences in the attainment of tertiary education. Tertiary educational attainments expanded markedly from 2000 onwards. Nineteen of the EU28 member states have double-digit increases.

The expansion in tertiary education attainment continued after the crisis in 2008. There is a standstill or a slight reduction in only seven countries. This rise may continue as youth have a strong incentive to take further education in times of economic crisis and lack of demand on their labour. A countervailing force may be budget cuts if they result in fewer university places. In any case, although having qualifications is a necessary part of a social investment strategy, it is not

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<sup>67</sup> Fully participation in society is related to the concept of social inclusion, which is understood as a process by which efforts are made to ensure equal opportunities for all, regardless their background, in order to allow them to achieve their full potential in life. Social inclusion is a multi-dimensional process that has the objective of creating conditions that enable full and active participation of every member of the society in all aspects of life, including civil, social, economic, and political activities, as well as participation in decision-making process.

sufficient for the returns to materialize. For that, a demand for jobs with qualifications is also needed (Jon Kvist, 2013).

Tertiary education should have a good quality and coverage<sup>68</sup> but it is conditioned by pre-primary level education that is a crucial determinant of tertiary education outcomes.

Tertiary education and vocational education and training eases the education-labour market transition because students have the opportunity to put in practice the knowledge that they have learnt and acquire practical competences.

#### Life-long learning

Life-long learning aims to up-skill and re-skill workers in view of changing labour markets and technologies. It is key to help people to face life's risk and to support them in the transitions across life cycle.

#### Unemployment benefits

Unemployment benefits are an example of passive labour market policies. The first level of safety nets is mainly represented by the unemployment benefit system (*Commission Staff Working Document on the implementation by the member states of the 2008 EC Recommendation on active inclusion of people excluded from the labour market*, 2013).

During the economic crisis, with the aim to reduce expenditure and guarantee the sustainability of the system, reforms of the unemployment benefits that introduced cuts in the amount and/or duration of these benefits have increased (European Commission, 2015). Furthermore, in many cases, eligibility conditions have been tightened and benefits have been made more conditional. It should be noted that these reforms of the unemployment benefits system do not concern only those countries more affected by the economic crisis but sometimes are part of a broader and longer trend.

Against this background, experts from the European Social Policy Network point out the question of the adequacy of unemployment benefits because, in many cases, the level of the benefits appears low and it is often not sufficient to protect people against the risk of poverty.

#### Minimum income schemes

Minimum income schemes represent the second level of safety nets and complement the first one. They are designed for those who are not eligible for unemployment benefits or other forms

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<sup>68</sup> High quality and relevant higher education is able to equip students with the knowledge, skills and core transferable competences they need to succeed after graduation, within a high quality learning environment which recognises and supports good teaching (Definition by the European Commission [http://ec.europa.eu/education/policy/higher-education/quality-relevance\\_en](http://ec.europa.eu/education/policy/higher-education/quality-relevance_en)).

of replacement income, though they may have previously been so. These schemes can play an important role at times of prolonged economic downturn, as growing numbers of the unemployed become ineligible to collect unemployment benefits.

Minimum income schemes provide cash benefits to ensure a minimum standard of living for individuals (and their dependants) that have either no other means of financial support, or whose resources fall short of a given level, despite including contributory cash benefits and support from other family members. Minimum schemes are considered as “schemes of last resort”.

### Active Labour Market Policies

Active inclusion entails reaching out to the most disadvantaged and enabling them to fully participate in society, including the labour market<sup>69</sup>.

Active inclusion strategies aim to help integrate those who can work into sustainable, quality employment, and to provide enough resources with which to live in dignity for those who cannot. It is one of the priority social policy areas at EU level as there is broad evidence that spending on or participating in active labour market policies (ALMPs) decreases the duration of unemployment after taking into account the economic cycle. The 2008 EC Recommendation on active inclusion introduced an ambitious plan for member states based on the integrated implementation of three pillars:

- **Adequate income support:** providing adequate, well-designed income support for those who need it, while helping them back into jobs, for example by linking out-of-work and in-work benefits. Gradual phasing out of income support is necessary to prevent that moving from social assistance to paid employment creates a degree of disincentive.
- **Inclusive labour markets:** Ensuring inclusive labour markets and employment policies that address the needs of those least likely to get a job. Activation is only successful if there is an effort on both sides. From the demand side, incentives to businesses, including investment in human capital, through wage subsidies and tax allowances for employers, can play an important role. From the supply side, active labour market policies, support for life-long learning, tax credits (for example for job search activities), in-work support are needed. Participation in lifelong learning can increase the frequency of positive transitions (from unemployment or inactivity to employment) and reduce the frequency of negative transitions (staying in unemployment or in inactivity).
- **Access to enabling services:** providing quality social services to support active social participation. Publicly provided services in education, health care, social housing, childcare and elderly care help to reduce poverty and inequality. Investing in enabling services, including

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<sup>69</sup> Commission Staff Working Document on the implementation by the member states of the 2008 European Commission recommendation on active inclusion of people excluded from the labour market, EC 2013.



through Structural funds, and ensuring their accessibility and affordability and at the same time ensuring efficacy, can improve quality of life for different categories of disadvantaged groups<sup>70</sup>.

One of the main problems of active labour market policies is that the focus on activation disregards the question of the quality of work. It should be taken into consideration that not everybody can do any job due to a lack of capacities. Activation policies should promote the creation of adequate quality employment adapted to each person.

#### **- Social services<sup>71</sup>**

The availability and quality of activating and enabling social services is a precondition for the implementation of comprehensive and integrated social investment strategies. In particular, social services should ensure integration of the benefits and the services. Some of the other policies considered under the social investment paradigm, particularly early childhood education and care, long-term care and home help are provided through social services. Apart from these policies, which are analysed in other paragraphs, one of the main areas of social services consists in offering support to homelessness.

As the ongoing financial and economic crisis puts more people out of a job and makes more people dependent on social protection, the risk of homelessness in all member states of the European Union is increasing.

Targeted, integrated policies that mitigate the overall impact of homelessness are good examples of investments with high rates of return. Providing permanent housing and support measures for the homeless and preventing the circumstances which might lead to homelessness has long-term social and economic benefits including lower public expenditure on shelters and crisis support services, healthcare, increased employment, higher tax revenues and lower judicial system costs and contributes to a better social cohesion.

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<sup>70</sup> Disadvantaged groups are groups of persons that experience a higher risk of poverty, social exclusion, discrimination and violence than the general population. Disadvantaged groups include, but are not limited to, ethnic minorities, migrants, people with disabilities, isolated elderly people and children. Their vulnerability to discrimination and marginalisation is a consequence of social, cultural, economic and political conditions and not a quality inherent to certain groups of persons. Women and girls belonging to these groups are often subjected to multiple discrimination and gender-based violence. However, they have limited access to protection, support and redress when their rights are violated (definition of the European Institute for Gender Equality).

<sup>71</sup> Social services are central to creating a caring, inclusive and productive society. Social services are organised in different ways across Europe with different roles and responsibilities. These may include protecting and promoting the wellbeing of children and young people, empowering families and communities, enabling those furthest from the labour market to access employment and other meaningful activity, helping people with disabilities live more independently, and caring for people in the later years of life. Social services increasingly work closely with other services including employment, health, housing, education and regeneration. These may be delivered by public, non-profit or for-profit organisations, and are typically funded through tax and insurance, and regulated by public bodies.

In the EU context, “social services of general interest” are seen to “play a crucial role in improving quality of life and providing social protection” and cover: social security, employment and training services, social housing, child care, long-term care, social assistance services (definition of the European Social Network <http://www.esn-eu.org/what-are-social-services/index.html>).

Prevention and early intervention are in many ways the most cost-effective policies for confronting homelessness but are also those policies that better guarantee people's human rights, as the right to adequate housing, access to healthcare, quality of life and empowerment and autonomy of marginalised groups. Reintegration costs increase sharply after somebody has become homeless. A person's mental and physical health deteriorates quickly once exposure to homelessness starts.

Good coordination between welfare, housing and homelessness policies is a precondition for effective delivery. Housing policies and corresponding taxation and mortgage policies, if well designed, can contribute to preventing homelessness and housing exclusion. These policies guarantee that everybody can afford to pay for a home, and those who cannot, are entitled to receive a home provided by the Public Sector.

Once a person becomes homeless, it is necessary to put in practice a range of policy measures to promote their reintegration. One of these measures consists in the provision of an emergency or temporary accommodation. The reintegration into the labour market seems to be very difficult for homeless people. For this reason, measures that aim to improve their employability, for example consisting in life-long learning, are very useful. Merging housing provision with employability measures is a good approach to a successful reintegration of homeless. Nevertheless, it is necessary to take into consideration each specific case and it will not be always possible to require the participation in employability measures as a conditionality to access to housing provision.

#### ➤ **Home help. Health care**

Home help consists in the support provided at home by care services in order to respond to the needs of elderly population, people with disabilities or other groups in need of long-term care (see the paragraph "Care for children and elderly").

The right to health is an inclusive right. This right is often associated with the right of access to health care and the building of hospitals. But the right to health also includes other factors that can help us lead a healthy life: safe drinking water and adequate sanitation, safe food, adequate nutrition and housing, healthy working and environmental conditions, health-related education and information, gender equality<sup>72</sup>.

Health status is also strongly linked to poverty. A better access to specific services can contribute significantly to reducing inequality in society and thus reduce the level of poverty across various groups. Health and poverty cause a vicious downward cycle. Ill health may sometimes be a cause of poverty (health problems might prevent people from fully participating in the labour market) or may be a cause of discrimination. Poverty can be also a causal factor of poor health because,

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<sup>72</sup> Office of the United Nations High Commissioner for Human Rights, World Health Organisation, *The right to health*, n. 31, 2008.

usually, poor population does not have access to healthcare, have less access or face discriminations in the health systems.

Health and social care budgets are facing significant strains due to economic crisis. The demand of health care is higher because of an ageing population, the increase of long-term conditions, health inequalities and the fact that the population with mental health conditions is increased. The current model in the provision of services is often not suitable for responding to the new needs derived from this new context. Following the social investment paradigm, healthcare should be more focused on prevention and in the personalisation of the models of care and also in improving the existing services and in the diversification of the provider landscape, which can be better prepared to meet the range of health and social care need.

## 4. LAC welfare reforms and the Social Investment paradigm

In this section, welfare reforms of the 5 LAC countries selected (Chile, Peru, Uruguay, Costa Rica and Dominican Republic) <sup>73</sup> in the policy areas included under the social investment paradigm (early childhood education and care, parental leave and family allowances; primary and secondary education; care for children and elderly; tertiary education, life-long learning and employment policies; home help and healthcare) are analysed with the frame of the social investment paradigm in order to identify their commonalities with it.

### Early childhood education and care

| URUGUAY   | COSTA RICA   | CHILE   | PERU   | DOMINICAN REPUBLIC   |
|---|--|---|--|--|
| <ul style="list-style-type: none"> <li>Plan de Equidad</li> <li>Ley General de Educación</li> <li>Código de la niñez y la adolescencia</li> </ul> | <ul style="list-style-type: none"> <li>Ley No. 8809, de 28 de abril de 2010, de Creación de la Dirección Nacional de Centros de Educación y Nutrición y de Centros Infantiles de Atención Integral</li> <li>Política Nacional para la Niñez y la Infancia Costa Rica (2009-2021)</li> <li>Red Nacional de Cuido y Desarrollo Infantil</li> </ul> | <ul style="list-style-type: none"> <li>Ley n° 20.710 de 2013</li> <li>Ley n° 20.835 de 2015: Ley que crea la subsecretaría de educación Parvularia, y la Intendencia de educación Parvularia</li> <li>Ley n° 20.379 de 2009 – Chile Crece Contigo:</li> <li>Ratificación de los Protocolos facultativos de la Convención sobre los derechos del niño</li> </ul> | <ul style="list-style-type: none"> <li>Programa Nacional Cuna Más</li> <li>Decreto Legislativo n° 1297 para la protección de niñas, niños y adolescentes sin cuidados parentales o en riesgo de perderlos</li> </ul> | <ul style="list-style-type: none"> <li>Mesa Consultiva de la Primera Infancia</li> <li>Plan Nacional de Protección y Atención Integral a la Primera Infancia “Quisqueya Empieza Contigo”</li> <li>Programa Centros de Atención Integral a la Primera Infancia</li> <li>Instituto Nacional de Atención Integral a la Primera Infancia</li> <li>Proyecto de Fortalecimiento de la Educación Inicial</li> </ul> |

<sup>73</sup> The list of the welfare reforms in the 5 LAC countries and its main contents can be found in Annex 3.

|  |   |  |  |  |
|--|---|--|--|--|
|  | <ul style="list-style-type: none"> <li>• Ley No. 904, de 19 de octubre de 2016, para la prevención y el establecimiento de medidas correctivas y formativas frente al acoso escolar</li> <li>• Ley No. 8654, de 1 de agosto de 2008, relativa al derecho de los niños, niñas y adolescentes a la disciplina sin castigo físico ni trato humillante</li> </ul> |  |  |  |
|--|---|--|--|--|

**Table 2: LAC welfare reforms in the early childhood education and care.**

Welfare reforms carried out in recent years in the field of early education and care in the five LAC countries taken into consideration seem to follow the general principles of the social investment paradigm. However, it is necessary to make some clarifications.

In some countries, provisions aim at all children who fall into the category of early childhood. These provisions respond perfectly to the social investment paradigm, which does not make differences between children. By promoting an investment in education and care in early childhood, they strengthen the society of the future. This is the case of the General Education Law of Uruguay (*Ley General de Educación*) and the National Policy for Children and early childhood of Costa Rica (*Política Nacional para la Niñez y la Infancia*) and the National Plan of Protection and Comprehensive Care for Early Childhood of Dominican Republic (*Plan Nacional de Protección y Atención Integral a la Primera Infancia “Quisqueya Empieza Contigo”*). Chile is the country that is most aligned with the principles of the social investment paradigm since most of its laws are addressed to all children without distinctions. However, in other countries, specific programs aim at the most vulnerable populations, particularly children in poverty. For example, the Equity Plan of Uruguay (*Plan de Equidad*), the Education and Nutrition Centers and the Children's Centers of Integral Care of Costa Rica (*Centros de Educación y Nutrición y de los Centros Infantiles de Atención Integral*); the National Program “Cuna Más” of Peru, the Centers for Integral Early Childhood Care of the Dominican Republic (*Centros de Atención Integral a la Primera Infancia*). Another group targeted by this type of program is children and adolescents without parental care or at risk of losing them, as in the case of Peru.

Other actions carried out in this field have been the creation of networks at a national level, such as the National Child Care and Development Network in Costa Rica (*Red Nacional de Cuidado y*

*Desarrollo Infantil*) of public and universal access and financial solidarity that articulates the different modalities of public and private provision of services.

Institutions exclusively dedicated to early childhood have also been established, such as the Office of the Deputy Minister for Early Childhood Education in Chile (*Subsecretaría de Educación Parvularia*), the National Institute for Comprehensive Early Childhood Care in the Dominican Republic (*Instituto Nacional de Atención Integral a la Primera Infancia*) and other bodies of a political nature, such as the Advisory Board of the First Childhood also in the Dominican Republic (*Mesa Consultiva de la Primera Infancia*).

However, although some of the reforms carried out in the field of early childhood in LAC in recent years follow the principles of social investment, there have been also other reforms that follow alternative approaches as they are focused on certain rights of children that the social investment paradigm takes for granted. For example, the prohibition of violence against children at school as is the case of Law No. 8654, 1st August 2008 on the right of children and adolescents to discipline without physical punishment or humiliating treatment of Costa Rica (*Ley relativa al derecho de los niños, niñas y adolescentes a la disciplina sin castigo físico ni trato humillante*).

### Family allowances

| URUGUAY  | COSTA RICA   | CHILE  | PERU | DOMINICAN REPUBLIC  |
|--|--|--|------|---|
| <ul style="list-style-type: none"> <li>Ley n. 18.227. Nuevo sistema de asignaciones familiares a menores en situación de vulnerabilidad</li> </ul> | <ul style="list-style-type: none"> <li>Reglamento a la Ley de Desarrollo Social y Asignaciones Familiares Estrategia Puente al desarrollo</li> </ul> | <ul style="list-style-type: none"> <li>Ingreso Ético Familiar</li> </ul> |      | <ul style="list-style-type: none"> <li>Subsidio por Maternidad Subsidio por Lactancia</li> <li>Programa “Progresando con Solidaridad” (PROSOLI): “Comer es Primero”</li> <li>Programa de Incentivo a la Asistencia Escolar</li> <li>Programa de Atención Integral de Base Familiar y Comunitaria</li> </ul> |

**Table 3: LAC welfare reforms in the area of family allowances.**

In all the countries, with the exception of Peru, where a bill was submitted in 2013 to amend the Family Allowances Act of 1989 (*Ley de asignaciones familiares*), which has not been approved yet, there have been reforms in the area of family allowances. The objective of these reforms is to guarantee some minimum rights to children, either directly or through the delivery of a family allowance to their families, in order to guarantee their development.

Family allowances can be of different types depending on the following aspects:

- Personal scope of application: it can be collective or individual. If family allowances are individual they are addressed to a single person. This is the case of Uruguay, where family allowances are directed to minors in vulnerable situations. In Costa Rica the beneficiaries are low-income workers in poverty or extreme poverty that are in charge of other relatives

who meet specific requirements. On the other hand, when family allowances have a collective nature, as in Chile, they target families in extreme poverty. In Dominican Republic the beneficiaries are households with minors under 5 years old or with pregnant women.

- Allowance's nature: in general, in most of the countries' family allowances consist in a monetary allocation, but they can also consist in family and community-based care services, as in the case of the Dominican Republic.
- Allowance's scope: in general, they serve to meet needs such as food, rent of housing, payment of personal assistant, purchase of technical support tools, medical expenses, and rehabilitation for people with disabilities and costs of education and vocational training. In Dominican Republic family allowances aim to purchase basic food.
- In general, the perception of family allowances is conditioned to the compliance with certain requirements, for example, in the Dominican Republic they are conditioned to compliance with co-responsibilities in health and education or school attendance.

## Parental leave

| URUGUAY   | COSTA RICA | CHILE  | PERU  | DOMINICAN REPUBLIC   |
|---|------------|--|---|--|
| <ul style="list-style-type: none"> <li>• Ampliación del ámbito de aplicación del subsidio por maternidad a trabajadoras independientes</li> <li>• Extensión a los padres del derecho a un subsidio por inactividad compensada</li> <li>• Subsidio parental para cuidados del recién nacido:</li> <li>• Beneficiarios de la licencia especial por adopción y legitimación adoptiva</li> <li>• Licencias especiales con goce de sueldo para los trabajadores de la actividad privada: en ocasión del nacimiento de sus hijos</li> </ul> | xxxx       | <ul style="list-style-type: none"> <li>• Las trabajadoras tendrán derecho a un descanso de maternidad de seis semanas antes del parto y doce semanas después de él</li> <li>• El padre tendrá derecho a un permiso pagado de cinco días en caso de nacimiento de un hijo. Este permiso también se otorgará al padre que se encuentre en proceso de adopción</li> </ul> | <ul style="list-style-type: none"> <li>• Ley que concede el derecho de licencia por paternidad a los trabajadores de la actividad pública y privada</li> <li>• Derecho la trabajadora gestante gozar de 49 días de descanso prenatal y 49 días postnatal.</li> <li>• Extensión goce del derecho de descanso prenatal y postnatal de la trabajadora gestante en los casos de nacimiento de niños con discapacidad</li> </ul> | <ul style="list-style-type: none"> <li>• Resolución No. 211-14 que aprueba el Convenio No. 183 sobre Protección de la Maternidad 2000, adoptado por la OIT</li> <li>• Ley 16-92 sobre Código de Trabajo de República Dominicana (1992): "El empleador está obligado a conceder al trabajador (...) dos días para el caso de alumbramiento de la esposa o de la compañera debidamente registrada en la empresa</li> </ul> |

Table 4: LAC welfare reforms in the area of parental leave.

Reforms carried out in the field of parental leave in LAC follow the principles of the social investment paradigm.

Regarding maternity leave, duration and scope of application have been extended. For example, regarding the scope of application, in Uruguay maternity leave has been extended to self-employed.

In addition, parental leave is also used to promote gender equality in childcare. In all the countries analysed, except in Costa Rica where during the period that has been taken into consideration there have been no reforms in this area, parental leave has been extended to fathers. However, parental leaves for fathers are characterized by being of very small duration and much smaller compared to those that correspond to the mother. The duration varies from 5 days in Chile to 2 days in the Dominican Republic.

There are also some specific parental leaves, such as special license in case of adoption in Uruguay and the extension of the duration of parental leave in case of birth of children with disabilities. Also in Uruguay, working mothers are offered the right to request a reduction of working hours.

### Primary and secondary education

| URUGUAY  | COSTA RICA | CHILE   | PERU  | DOMINICAN REPUBLIC  |
|--|------------|---|---|---|
| <ul style="list-style-type: none"> <li>Programa Inter-in 2008</li> </ul> | xxx        | <ul style="list-style-type: none"> <li>Instalación de un sistema nacional de aseguramiento de la Calidad de la educación</li> <li>Ley de inclusión escolar</li> </ul> | <ul style="list-style-type: none"> <li>Aprendiendo en Casa.</li> <li>Tutoría para el bienestar de las niñas, niños y adolescentes</li> <li>Proyecto Educativo Nacional al 2021</li> <li>Reforma Magisterial de Mejora para las Condiciones Educativas</li> <li>Programa Educación para el Empleo</li> </ul> | <ul style="list-style-type: none"> <li>Plan Decenal de Educación 2008-2018</li> <li>Iniciativa Dominicana por una Educación de Calidad (IDEC)</li> <li>Plan Nacional de Alfabetización “Quisqueya Aprende Contigo”</li> <li>Pacto Nacional para la Reforma Educativa en la República Dominicana 2014-2030</li> <li>Programa de Alimentación Escolar</li> <li>Programa de Equidad para la Educación Básica desarrollado</li> </ul> |

Table 5: LAC welfare reforms in the area of primary and secondary education.

Reforms carried out in the field of primary and secondary education are focused on the promotion of the quality of education, for example in the case of Chile and the Dominican Republic. Moreover, in Peru, in order to enhance the quality of education, improvements in the working conditions of teachers in the public sector and in the quality of professional technical training and job placement have been put in practice.

Guaranteeing quality education regardless economic resources is becoming central in the 5 LAC countries taken into consideration. For example, in Chile, the School Inclusion Law (*Ley de inclusión escolar*) has been approved, which allows families to choose the establishment that better suits them, regardless of their economic capacity.

Reforms also aim to offer education to people who did not finish their primary or secondary education, as is the case of Peru and the Dominican Republic. For example, in Peru, in order to facilitate access to education, a distance-learning program for people over 15 years old that have not completed their primary or secondary school has been implemented (Learning at Home Program - *Programa Aprendiendo en casa*).

All these reforms have as principal objective to strengthen development, socialization and social and civic inclusion through education.

### Care for children and elderly

| URUGUAY   | COSTA RICA   | CHILE  | PERU   | DOMINICAN REPUBLIC  |
|---|--|--|--|---|
| <ul style="list-style-type: none"> <li>• Subsidio a la vejez para personas en situación de indigencia o extrema pobreza</li> <li>• Sistema Nacional Integrado de Cuidados</li> <li>• Plan Nacional de Cuidados 2016-2020</li> </ul> | <ul style="list-style-type: none"> <li>• Política Nacional en Discapacidad 2011-2012 (PONADIS)</li> <li>• Ley para Promoción de la Autonomía Personal de las Personas con Discapacidad</li> <li>• Fortalecimiento del Consejo Nacional de la Persona Adulta Mayor (CONAPAM)</li> <li>• Red de atención progresiva para el cuidado integral de las personas adultas mayores en Costa Rica</li> <li>• Programa Construyendo Lazos de solidaridad 2017</li> </ul> | <ul style="list-style-type: none"> <li>• Normas sobre igualdad de oportunidades e inclusión social de personas en situación de discapacidad, con especial foco en niñez y adolescencia</li> <li>• Programa Pago Cuidadores de Personas con Discapacidad</li> <li>• Ley que crea el Servicio Nacional del Adulto Mayor</li> </ul> | <ul style="list-style-type: none"> <li>• Reglamento de Funcionamiento del Centro Integral de Atención al Adulto Mayor</li> <li>• Ley de la Persona Adulta Mayor</li> <li>• Ley General de la Persona con Discapacidad</li> </ul> | <ul style="list-style-type: none"> <li>• Centros de Atención Integral para la Discapacidad</li> </ul> |

Table 6: LAC welfare reforms in the area of care for children and elderly.

In Peru, Costa Rica, Dominican Republic and Chile there are specific care programmes for different groups. These programmes are focused on certain groups of people in need of care such as the disabled, the elderly, etc. However, in Uruguay, an integrated national system of care and a National Plan of Care (*Plan Nacional de Cuidados*) for all people in situations of dependency were created.

One of the main focus of care policies in the 5 LAC countries taken into consideration are the elderly. For example, in Chile the National Service for the Elderly (*Servicio Nacional del Adulto Mayor*) was created; in Costa Rica, the Progressive Care Network for the integral care of the elderly (*Red de atención progresiva para el cuidado integral de las personas adultas mayores*) was created; in Peru, the Regulations for functioning of the Comprehensive Center for the Care of the Elderly (*Reglamento de Funcionamiento del Centro Integral de Atención al Adulto Mayor*) and the



Law for Elderly People (*Ley de la Persona Adulta Mayor*) have been adopted. In addition, there are also specific programs for people who, in addition to an old age, have also another condition that makes them especially vulnerable. For example, in Costa Rica in 2017, the Building Solidarity Ties Program (*Programa Construyendo Lazos de solidaridad*) was implemented, targeting older people who are also dependent. In Uruguay, an old-age benefit has been introduced for older people living in poverty or extreme poverty.

Care policies in LAC are also focused on disabled people. There are national policies aimed at promoting the autonomy of people with disabilities in Costa Rica, and particularly of children and adolescents in Chile. In addition, a service for caregivers of people with disabilities has been created in Chile in order to provide them with a salary. In Peru, the General Law of Persons with Disabilities (*Ley General de las Personas con Discapacidad*) has been enacted and its purpose is to establish the legal framework for the promotion and protection, under conditions of equality, of the rights of persons with disabilities. In the Dominican Republic, Comprehensive Care Centers for the disabled (*Centros de Atención Integral para la discapacidad*) are created, targeted specifically for children with special needs.

### Tertiary education

| URUGUAY | COSTA RICA | CHILE | PERU   | DOMINICAN REPUBLIC |
|---------|------------|-------|--|--------------------|
| xxx     | xxx        | xxxx  | <ul style="list-style-type: none"> <li>• Ley Universitaria: creación de la SUNEDU (Superintendencia Nacional de Educación Superior Universitaria)</li> <li>• Programa Beca 18</li> </ul> | xxx                |

Table 7: LAC welfare reforms in the area of tertiary education.

Only in Peru there was a reform in the field of tertiary education. Its aim, as in the case of primary and secondary education, is to guarantee the quality of the education as well as promote that young people with high academic performance and low resources can access and conclude their technical academic training.

### Life-long learning

| URUGUAY  | COSTA RICA | CHILE   | PERU | DOMINICAN REPUBLIC |
|--|------------|---|------|--------------------|
| <ul style="list-style-type: none"> <li>• Educación no formal</li> <li>• Programa Aprender Siempre (PAS)</li> <li>• Programa Uruguay Estudia</li> </ul> | xxx        | <ul style="list-style-type: none"> <li>• Evaluación y Certificación de Competencias Laborales</li> <li>• Programa Más Capaz</li> <li>• Programa de Formación en el Puesto de Trabajo</li> </ul> | xx   | xx                 |

Table 8: LAC welfare reforms in the area of life-long learning.

Reforms in the field of life-long learning took place only in Uruguay and Chile.

In Uruguay, reforms have been focused on non-formal education and on the culture of life-long learning, with the aim of favouring inclusion and social participation, in an active and intelligent way.

In Chile, a fundamental aspect of non-formal education has been promoted: certification of competences acquired in informal and non-formal learning contexts. In Chile, reforms are also focused on supporting the access and permanence in the labour market of vulnerable people, such as women, young people and people with disabilities (*Programa Más Capaz*). In addition, the Workplace Training Program (*Programa de Formación en el Puesto de Trabajo*) aims at generating actions to facilitate the inclusion in the labour market of unemployed or the sustainability in employment for those already hired, through the development of training initiatives.

### Employment policies

| URUGUAY   | COSTA RICA   | CHILE   | PERU  | DOMINICAN REPUBLIC  |
|---|--|---|---|---|
| <ul style="list-style-type: none"> <li>• Instituto Nacional de Empleo y Formación Profesional (INEFOP)</li> <li>• Reforma seguro de desempleo</li> <li>• Programa “Uruguay Trabaja”</li> <li>• Empleo Juvenil. Normas para su fomento</li> <li>• Programa Yo estudio y trabajo</li> </ul> | <ul style="list-style-type: none"> <li>• Programa Empléate</li> <li>• Programa mi Primer Empleo</li> <li>• PRONAE 4X4</li> </ul> | <ul style="list-style-type: none"> <li>• Ley que incentiva la inclusión de personas con discapacidad al mundo laboral</li> <li>• Programa Inversión en la comunidad</li> <li>• Subsidio al Empleo de la Mujer               <ul style="list-style-type: none"> <li>• Subsidio al empleo</li> <li>• Programa Transferencias al Sector Público</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>• Programa Trabajo Perú</li> <li>• Programa Nacional para la Promoción de Oportunidades Laborales “Vamos Perú”</li> <li>• Programa Fortalece Perú</li> <li>• El Programa Nacional de Empleo Juvenil Jóvenes Productivos</li> </ul> | <ul style="list-style-type: none"> <li>• Programa Juventud y Empleo (PJE)</li> <li>• Seguro de Riesgos Laborales</li> </ul> |

Table 9: LAC welfare reforms in the area of employment policies.

Regarding unemployment benefits, the reforms that have taken place in Uruguay follow the social investment paradigm as their objective is to promote philosophy of the activation of the person by conditioning the perception of unemployment benefits to the attendance at courses of training or retraining that are implemented in the field of the Ministry of Labour and/or the National Institute for Employment and Vocational Training. In addition, compatibility of unemployment benefits with another paid activity is permitted.

The reforms that have taken place at the institutional level follow also the principles of the social investment paradigm, particularly in Uruguay where the National Institute for Employment and Vocational Training was created (*Instituto Nacional de Empleo y Formación Profesional*).

Youth employment is one of the most important issues in the 5 LAC countries taken into consideration, with special attention to the most vulnerable populations. For example, in Uruguay, the aim is to promote the decent work of young people and monitoring the transition from school to work. For this reason, employment contracts for first work experience and for work experience for graduates are regulated. In Costa Rica, the *Empléate* programme has been developed for people in the range of 17 to 24 years old, who do not study or work and who are also in an unfavourable socioeconomic condition. In Costa Rica, the My First Job programme (*Mi Primer Empleo*) has also been developed. In Chile, there is a wage subsidy (*subsidio al empleo*) for young workers, who belong to one of the poorest 40% of the population of Chile. The Strengthens Peru Programme (*Programa Fortalece Perú*) aims to improve and expand Public Employment Services in order to promote young people inclusion in the formal economy. The National Program of Youth Employment Productive Youth in Peru (*Programa Nacional de Empleo Juvenil Jóvenes Productivos*) aims at the inclusion of vulnerable young people (discriminated because of their ethnicity, gender and/or disability) and at labour inclusion of rural and urban young people. In the Dominican Republic, the Youth and Employment Program (*Programa Juventud y Empleo*) aims to improve the employability of young people with low incomes and at social risk.

In the area of active employment policies, an inclusive labour market is promoted, favouring the inclusion of people who are less likely to find a job. Thus, the Uruguay Works Program (*Uruguay Trabaja*) is aimed at long-term unemployed people, offering them social and educational support for the development of labour market integration processes. In Chile, policies are promoted for specific groups such as the disabled, promoting their labour inclusion, and also for women who belong to the most vulnerable sector of the population through the women's wage subsidy (*subsidio al empleo de la mujer*). In Chile with the Programme Transfers to the Public Sector (*Programa Transferencias al Sector Público*), training and delivery of tools promote also the employability and the subsequent inclusion in the labour market of beneficiaries. The Peru Work Program (*Programa Trabajo Perú*) is aimed at the population in conditions of poverty and extreme poverty and its objective is to generate employment, develop productive capacities and promote sustained and quality employment, with the purpose of increasing income and improving employability.

There are also programs that are not aimed at a specific group, such as the Peruvian National Program for the Promotion of Labour Opportunities *Vamos Perú*, which aims to promote employment, improve job skills and increase employability levels.

Regarding Minimum income schemes, in Costa Rica, the PRONAE 4X4 program has been launched, which promotes the development of communities and people through temporary economic subsidies.

Regarding access to enabling services, in the Dominican Republic, Occupational Risk Insurance was adopted, which includes in-kind benefits such as medical care, dental care, glasses and orthopaedic devices.

## Home Help

| URUGUAY   | COSTA RICA  | CHILE | PERU  | DOMINICAN REPUBLIC  |
|---|---|-------|---|---|
| <ul style="list-style-type: none"> <li>• Prestación de asistencia obligatoria por parte del Estado a las personas en situación de calle</li> <li>• Declaración de interés general ejecución del Plan Nacional de Integración socio-habitacional Juntos</li> </ul> | <ul style="list-style-type: none"> <li>• Política nacional para la atención a las personas en situación de abandono y situación de calle 2016-2026</li> </ul> | xxx   | <ul style="list-style-type: none"> <li>• Programa Nacional Vida Digna</li> <li>• Programa del Ministerio de la Mujer y Poblaciones Vulnerables</li> </ul> | <ul style="list-style-type: none"> <li>• Programa de “Hogares de Paso”</li> <li>• Programa “Ángeles de CONANI”</li> <li>• Proyecto “Fortalecimiento del Sistema de Protección en su capacidad de reducción de la incidencia de niños y niñas en situación de calle y riesgo en la República Dominicana</li> </ul> |

Table 10: LAC Welfare reforms in the area of home help.

Policies for homeless people in Peru and in the Dominican Republic are focused on certain sectors of the population. In the Dominican Republic, the *Hogares de Paso* programme aims to provide a safe context for children and adolescents; and the “*Ángeles de CONANI*” programme aims to providing a home for children in extreme poverty with severe disabilities; there is also a project that aims at strengthening the protection system and its capacity to reduce the incidence homeless children in the Dominican Republic. In Peru, the National Life-Worth (*Programa Nacional Vida Digna*) Program is aimed at homeless older people.

In Uruguay, a reform establishes that homeless people of any age can be taken to shelters or other places where they can be adequately assisted, even without their consent, if a doctor determines in writing the existence of any of the indicated risks (provision of compulsory assistance by the State to people in street situation - *prestación de asistencia obligatoria por parte del Estado a las personas en situación de calle*).

## Healthcare

| URUGUAY  | COSTA RICA  | CHILE  | PERU | DOMINICAN REPUBLIC   |
|--|---|--|------|--|
| <ul style="list-style-type: none"> <li>• Creación del Sistema Nacional Integrado de Salud</li> </ul> | <ul style="list-style-type: none"> <li>• Se ha enfocado en “Avanzar” de la atención de la enfermedad hacia la promoción de la salud, posicionando la salud como valor social</li> <li>• Política Nacional de Salud Mental 2012 – 2021. Ministerio de Salud</li> </ul> | <ul style="list-style-type: none"> <li>• Régimen de Garantía prestaciones de carácter promocional, preventivo, curativo</li> </ul> | xxx  | <ul style="list-style-type: none"> <li>Plan Decenal de Salud 2006-2015</li> <li>Programa Nacional de Atención Integral a la Salud de los y las Adolescentes</li> </ul> |

Table 11: LAC welfare reforms in the area of healthcare.

Reforms in this area have been focused on the promotion of healthy life habits by encouraging citizen participation in order to contribute to the improvement of the quality of life. The National Integrated Health System (*Sistema Nacional Integrado de Salud*) has been created in Uruguay with this scope. Costa Rica has focused on "advancing" from disease care to health promotion, positioning health as a social value and directing and conducting the interventions of social actors towards the monitoring and control of determinants of bad health. In Chile, a Guarantee System has been established for promotional, preventive, curative, rehabilitation and palliative activities. Mental health has also been given particular importance and in Costa Rica the National Mental Health Policy 2012-2021 has been adopted. In the Dominican Republic, specific programs have been implemented aimed at the comprehensive health care of children and adolescents and at the prevention of pregnancy in adolescents and the reduction of children and maternal mortality.

## 5. Shared values in social policies in LAC and the EU

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After analysing welfare reforms in the 5 LAC countries selected (Chile, Peru, Uruguay, Dominican Republic, Costa Rica) it can be concluded that, since 2008, LAC countries have been implementing welfare reforms that fall in line with the principles of the social investment paradigm and that can be classified in some of the key areas considered in it. However, not all the 5 countries selected follow these principles in the same way and that they are not implementing reforms in all the key areas mentioned in the SI paradigm.

On the one hand, for example, in the policy area "Early childhood education and care", various differences between the LAC countries can be observed: while Chile is the country that is most aligned with the principles of social investment paradigm since most of its laws are addressed to all children without distinctions, the majority of the other countries adopted specific programmes aimed at the most vulnerable populations, particularly children in poverty. This is the case in Uruguay, Costa Rica, Peru and Dominican Republic. Arguably, this can be explained through the higher rates of children in poverty in these countries, making them a very clear target.

In the area of "family allowances", there are differences in the scope of application among countries. In Uruguay and Costa Rica family allowances have an individual scope (minors in vulnerable situations in Uruguay, and low-income workers in poverty or extreme poverty in Costa Rica) while in Chile they have a collective nature (families in extreme poverty).

On the other hand, in the policy area "parental leave" there are no differences between the LAC countries analysed. All the countries have implemented reforms aimed at extending the duration

and the scope of application, particularly to fathers in all the countries, but also to self-employed mothers in Uruguay.

Arguably, the 5 LAC countries selected are more focused on the policy areas considered in the social investment paradigm under the principle of “return”. These policy areas are early childhood and care, family allowances, parental leave, primary and secondary education and care for children. The majority of the welfare reforms implemented in these areas are focused on children. This can be explained by following the principle of “return” as, according to it, the investment at an early stage will be translated in a return over the life cycle, notably in terms of employment prospects or labour incomes. According to the social investment paradigm, the investment should be done in an early stage to prevent disadvantage, starting from children, and LAC welfare reforms seem to share this principle.

Policies related to children in LAC countries are particularly focused on especially vulnerable groups of population like economically deprived groups or migrants. Albeit, in principle, the social investment paradigm is not particularly focused on vulnerable populations, experiences of LAC countries in that area should be interesting for the EU, as it experiences raising inequalities and exclusion.

There are also welfare reforms in the area of employment policies that are based on the principle of “prepare rather than repair”. For example, in Uruguay unemployment benefits are based on the principle of the activation of the person and their earning is conditioned by the attendance at courses of training or retraining that are implemented by the Ministry of Labour and/or the National Institute for Employment and Vocational Training. Moreover, active labour market policies are also promoted, particularly programmes aimed at creating a more inclusive labour market, as the Uruguay Works Program (*Uruguay Trabaja*), which is aimed at long-term unemployed people, offering them social and educational support for the development of labour market integration processes. Once again, as in the case of the “Early childhood education and care”, a high number of the programmes implemented in LAC countries are focused on vulnerable populations. This is also the case, for example, with the “Peru Work Program (*Programa Trabajo Perú*)”, which is aimed at the population in poverty and extreme poverty and whose objective it is to generate employment, develop productive capacities and promote sustained and quality employment, with the purpose of increasing income and improving employability. As it can be noted, LAC countries are very concerned about the importance of vocational educational training and try to promote that in order to increase the employability.

One of the main focus of the employment policies implemented in LAC countries is youth employment. Programmes aimed at promoting the inclusion of young people in the labour market have been implemented in all the 5 countries taken into consideration. Some programmes aim at the most vulnerable young people. For example, this is the case in the National Program of Youth Employment Productive Youth in Peru (*Programa Nacional de Empleo Juvenil Jóvenes Productivos*) and the Youth and Employment Program in Dominican Republic (*Programa Juventud y Empleo*).

The “over the life course” principle seems to be the least developed social investment paradigm in LAC. LAC welfare reforms are more focused on children and on elderly but less in the period from childhood to old age. Children and elderly are the two foci of the care policies in the 5 LAC countries analysed. In the field of elderly, as LAC countries are implementing interesting reforms and considering that the phenomena of ageing population is a global one, collaboration between EU and LAC in that area could be key in order to identify possible solutions for the challenges concerning the sustainability of welfare systems.

Even though the principle of “over the life course” seems to be the least developed one, it is true that the reforms related to youth employment are focusing in facilitating the transition from school to work and under this point of view, it should be considered that they follow the “over the life course” principle.

Some of the reforms implemented in the LAC countries selected had the support of the EU cooperation programmes analysed in part III of this report. Particularly, the National Plan of Care (*Plan Nacional de Cuidados*) in Uruguay and the *Empléate* Programme in Costa Rica received the support of EUROsociAL. This highlights that, not only are the welfare reforms in both regions inspired by the same values, priorities and approaches, but also, as emerged from part III of this report, LAC countries are interested in learning from the EU in order to implement their welfare reforms.

In the other cases, even though the LAC countries implemented their reforms without the support of the EU, it can be said that, although not oriented directly by the EC social investment paradigm the welfare reforms are guided by the paradigm’s principles.

In the policy areas considered under the social investment paradigm in which there have not been significant reforms in LAC, particularly tertiary education and life-long learning (in the field of life-long learning, Chile has adopted a reform regarding the certification of competences that is a topic of high importance in the EU), the exchange with the EU could be positive to LAC in order to inspire policy makers to implement reforms also in these areas.

## 6. Concluding Remarks

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It can be concluded from the analysis that LAC countries’ reforms are in conformity with the principles of the social investment paradigm. even if such a paradigm is not explicitly taken into consideration. Therefore, it is possible to conclude that the social investment paradigm can become an axis for EU – LAC relations in the social dimension, allowing, nevertheless, for flexibility in its application. So, the two regions can and should collaborate more in this area in order to learn from each other, in particular under the new approach to development envisioned in the document “*Emerging challenges and shifting paradigms. New perspectives on international cooperation for development*”, discussed in the previous part of this report. The problem seems to

lie, rather, on the EU side. EU institutions other than the European Commission, and EU member states, should abandon the traditional view according to which they are already “developed” and have nothing to learn from countries in a lesser stage of development. The acceptance by all EU institutions and member states of the multidimensional nature of development seems to be a necessary requirement for a future more fruitful and intense system of EU – LAC relation in the social dimension. This could cover all the areas embraced by the social investment paradigm: early childhood education and care; family allowances; parental leave; employment policies; primary, secondary and tertiary education, care for children and elderly, life-long learning, home health, healthcare.

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## VI. COMMON CONCLUSIONS – A SYNTHESIS

When analysing the social dimension of the EU-LAC relations, it is important to emphasise that there is no bi-regional forum in the field of social policy between the two regions. For this reason, in the different focus areas of this report, the national and sub-regional situation in the field of social policies has been analysed separately, in order to identify whether it could be possible to articulate a structured bi-regional dialogue and cooperation between the EU and LAC.

In this perspective, the main insights that emerge from each focus area are as follows:

**Focus area I: Cooperation programmes.** The main conclusion that emerges from the analysis of actions and results supported by the most important cooperation programmes in the field of social inclusion and welfare reforms promoted by the EU in LAC, namely EUROsocial, SOCIEUX and NIPs (for the Caribbean), is that the EU cooperation is well appreciated in LAC countries and that LAC social policy makers remain, in general, interested in learning about the “EU social model” (i.e. the different EU member states models and national experiences) although this interest has declined in the last ten years. LAC countries are also interested in regional cooperation with other LAC countries and in the promotion by the EU of South-South cooperation. The analysis also showed that this interest in social policy reforms and models in the EU is quite scattered and that there is no clear trend detectable regarding a specific policy issue that is of particular interest for all LAC countries, although certain topics, such as information management, seem to be a cross-country issue. Nonetheless, the analysis illustrates certain areas where some common trends are visible and which could be used as a basis to further adapt the scope and content of future cooperation programmes:

- **Justice:** Justice is not only one of the most active priority areas of EUROsocial, being in the focus of multiple LA countries; it also has been a clear focus area of the NIP for Jamaica. Revisiting the narrative of common “shared values” between the EU and LAC, this is an interesting fact as it shows a common interest in concepts of social justice and arguably points towards a similar conception of social justice in both regions.
- **Employment policies:** Employment policies are a key area in EUROsocial, SOCIEUX and NIP for the Dominican Republic. More specifically, it is possible to establish that LAC social policy makers are particularly interested in professional qualifications, vocational education and training and youth employment.
- **Social protection:** It is the main topic of SOCIEUX (EU Expert Facility on Social Protection), one of the main working areas of EUROsocial and is also covered by the NIP of Jamaica. Hereby, LAC countries are particularly interested in the protection of vulnerable groups, specifically in poverty reduction and care for children and elderly.

EUROsociAL II and EUROsociAL + instrumental approach is also appreciated, in particular because it allows also for South-South and intra-LAC cooperation and exchanges.

**Focus area II: Discourse.** The main conclusion that emerges from this focus area is that there is only a very limited interest from EU social policy makers and experts in concrete LAC welfare reforms as social progress in LAC is considered to be at a lower level than in EU member states. Partly, this lack of interest can be explained by the lack of knowledge in relevant EU committees and fora on social policies and welfare reforms being implemented in LAC. However, this is not the only reason, as most EU experts knowledgeable of LAC welfare experiences share also this view. Therefore, although EU cooperation, in particular in the EUROsociAL framework, is conceived as a peer-to-peer support (potentially with a degree of bi-directionality), these programmes have been implemented unilaterally as if their only objective was to transfer EU welfare experiences to LAC and not to allow EU social policy makers to learn from LAC experiences.

According to this report, such an approach should be radically revised because of two main reasons:

- First, because, as revealed by some of the interviewed experts, it is a fact that some EU member states, in particular Eastern ones, share problems with LAC countries and can find inspiration and learn from reforms they have implemented. This fact is recognized and not contentious for multilateral organisations like the World Bank and the same should occur in the bi-regional EU – LAC framework. Cooperation programmes can be useful for the EU to learn from LAC as, even if indirectly, it is possible that EU experts that participate in the actions promoted learn more about LAC social policies which can influence the discourse in the EU.
- Secondly, because all EU institutions and the EU member states should take duly into account the new paradigm of international cooperation for development put forward in the CELAC/OECD/EC-DEVCO document “Emerging challenges and shifting paradigms: new perspectives on international cooperation for development”<sup>74</sup>. The acceptance of a more multidimensional approach to development and of the notion of “development in transition”, as well as the recognition that all countries in the world face “development problems” in one or another dimension, seem to be the necessary condition for a fruitful new era of EU – LAC cooperation in the social area and for a strengthening of the EU’s global role.

More particularly, the expert consultation also highlighted some very specific areas, where LAC experiences could be of interest to European policy makers;

- Transparency in the public sector and evaluation of public policies (e.g. Paraguay);

<sup>74</sup> <https://www.cepal.org/en/publications/44002-emerging-challenges-and-shifting-paradigms-new-perspectives-international>

- Protection of minors, particularly the sensitivity in dealing with children and the need to improve certain aspects of the process (e.g. Chile);
- Programmes for the inclusion of specific groups, such as young people, in the labour market (e.g. Costa Rica);
- Integrated care policy (e.g. Uruguay).

**Focus Area III: Concepts.** The reforms introduced by LAC countries fit the social investment paradigm proposed by the European Commission. Therefore, this paradigm offers the possibility of defining clear areas of cooperation between EU and LAC that would allow maintaining a continuous dialogue and a mutually and reciprocally enriching exchange of experiences. In policy areas defined by the social investment paradigm in which there have not been significant reforms in LAC, particularly tertiary education and life-long learning, the exchange with EU could be positive to LAC. But the EU and its member states could also learn from LAC experiences in policy areas where LAC countries have been really active in the last 10-15 years. .

**The common conclusion** is that a bi-regional dialogue, truly bi-directional, on social issues between the EU and LAC would be useful and should be promoted. However, this requires abandoning on both sides the traditional approach according to which the EU and its member states place themselves on the already-developed, upper, nothing-to learn side and LAC states remain confined in the developing, lower, nothing-to teach/all-to-learn opposite side. This approach does not correspond to the 2020 realities after the economic crisis. New paradigms on social policy and on international cooperation for development must be internalised on both sides, and very in particular on the EU side.

More in particular, some specific thematic areas or topics emerge from the analysis as being prone for a strengthened bi-regional EU-LAC cooperation. The macro-areas are particularly justice, employment and social protection. Regarding specific topics, youth employment and active labour market policies have been identified as examples of topics of high interest for both regions. To conclude this report, the next part offers five potential starting points for evolving EU-LAC relations towards a mutually beneficial framework.

## VII. RECOMMENDATIONS

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In a global context that has changed, and keeps changing, dramatically in the last twenty years, EU – LAC relations in the social dimension can and should be reinvigorated. In the light of this report, the following recommendations can be put forward to this effect.

### **Recommendation I. Completely updating the discourse on Development and Social Policy at the bi-regional level**

The underlying approach to EU – LAC relations in the social area has been based in two unsaid assumptions: The EU and its member states have solved their development problems while LAC countries haven't; and, in terms of social policy, the European model of welfare state (or its different models) have given rather satisfactory solutions to the main issues, which can be offered as a model, or transferred, to LAC countries.

These two assumptions, whatever their validity in the past, do not hold at present.

First, the processes that have taken place in the last two decades in the two regions (EU enlargement to Central and Eastern countries; economic growth in some LAC countries; the deep and persistent effects of the economic crisis, in particular in the EU) all run against the two assumptions.

Secondly, at the global level, a new approach to Development has developed. The logic of the Sustainable Development Goals is not that of the previous Millennium Development Goals.

The very timely publication in September/October 2018 of the report *“Emerging Challenges and Shifting Paradigms. New perspectives on International Cooperation for Development”* offers the opportunity for, and creates the need of, changing the discourse. The report is the joint effort of an international organization whose leadership in the areas of development and social policies has always been recognized by the EU and its member states (OECD), an organization both multilateral and regional as ECLAC/CEPAL, and the EC Directorate that has taken at its charge most EU – LAC programmes on social policy /DG DEVCO). Therefore, it has all the legitimacy to become the basis for the needed change of approach: Development and social policy reform are, and must be considered, a common EU – LAC challenge and not issues that concern only LAC countries and “to be taught” by EU member states.

### **Recommendation II – A bi-regional forum on social policies should be set up**

As mentioned several times in the report, there is no permanent bi-regional forum that deals with social issues, even those closer to the EU perspective like social inclusion, protection or cohesion. Creating it is an absolute need. The purpose of such a forum should be to monitor and evaluate ongoing social trends in both regions and to formulate common positions on global issues relevant

to both regions in order to strengthen the weight of both LAC and the EU in the multilateral/global policy environment. Furthermore, establishing such a forum dedicated to these topics would not only allow LAC countries to formulate positions and common needs, but it would also contribute to raising awareness of LAC social progress in the EU.

### **Recommendation III – The European Commission should promote its Social Investment paradigm at the bi-regional level**

This report has proved that the Social Investment paradigm is useful in order to analyse LAC countries' social policies. Therefore, it could be applied in order to articulate the bi-regional dialogue and give more specific content to the already emerged new approach to development (see recommendation I). It would also help to lessen the contrary reaction from many LAC quarters to the abuse of concepts like “cohesion”, which is often still perceived as a sort of EU export of their internal perspective.

As discussed in this report, the main obstacle to use Social Investment as a leading thread for bi-regional EU – LAC dialogue and cooperation on social issues lies in EU member states and in EU institutions other than the European Commission. However, promoting this approach, in particular at the bi-regional level, is in full accordance with the distribution of competences on social policies between the EU and its member states and should become a priority for the European Commission.

### **Recommendation IV – A very ambitious EU cooperation programme to exchange welfare experiences between EU and LAC should be established**

In the next EU financial period 2021-2026, the establishment of a very ambitious cooperation programme to exchange welfare experiences between the EU and LAC is also an absolute priority and is the best means to implement the previous three recommendations. It is perfectly possible on the basis of the previous EUROsociAL II and EUROsociAL + programmes. It simply requires enlarging its budgetary allocation (which is perfectly possible within the MFF lines for internal social policies and external action). The programme should remain demand-driven as the two last phases of EUROsociAL, but promote also an active involvement of all the EU countries, particularly Eastern countries, and not only the ones that traditionally have a more developed relationship with LAC.

A parallel/twin programme for the Caribbean should also be established, “sub-regionalizing” the past NIPs. As these programmes would allow, like EUROsociAL, for South-South exchanges of experiences, they could also be used to strengthen EU's, and EU -LAC's, role and presence within the multilateral/global framework and their cooperation with multilateral agencies (World Bank, UN specialized agencies, ECLAC/CEPAL...). This would also strengthen the role of the European Commission as promoter/initiator of policies at the EU level, in conformity with the EU Treaties since the Treaty of Rome.

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**Recommendation V – Joint research programmes in the field of social policy between EU and LAC should be strengthened**

Within the EU's Research Framework Programmes, including Horizon 2020, the topic of EU – LAC relations has not been sufficiently addressed (EULAC Focus is rather an exception). This should change: A wide range of projects (perfectly fundable within the MFF lines for research and external relations) should address, from a bi-regional perspective and involving experts on internal policies, the issues prioritized in the new ECLAC-OECD- EC/DEVCO paradigm for development and in the Social Investment paradigm. This is also one of the best ways to implement the first three recommendations.

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## APPENDIX

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### 1. Interviews

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#### - EUROSOCIAL II

##### Interview guide Coordinators EUROsocial

The European Union and Latin America and the Caribbean have enjoyed privileged relations since the first bi-regional Summit, held in Rio de Janeiro (Brazil) in 1999, which established a Strategic Partnership. Since then, the Heads of State and Government from both regions have met every two years.

One of the main aims of the Strategic Partnership is to deepen the bi-regional relations and develop a joint global vision around topics of mutual interest. The strong historical, cultural and economic ties between the countries of both regions create a solid basis for comprehensive dialogues at all levels and throughout a wide array of fields.

Nevertheless, there is a widespread acceptance that EU-CELAC relations are not meeting the high expectations existing in both regions and that the bi-regional political dialogues risk losing relevance due to global power shifts, rise of new regional schemes and focus on bilateral relations, among other.

EULAC Focus is a research project funded under Horizon2020 of the European Union for the period 2016-2019 with a clear aim of strengthening the EU-CELAC Strategic Partnership by revigorating and strengthening existing initiatives and proposing new and innovative areas of cooperation between both regions in the fields of culture, scientific cooperation and social issues. The main activities are:

- Analyse the institutional and political framework for the Strategic Partnership.
- Critically review the bi-regional cooperation to date in the cultural, scientific and social areas.
- Survey emerging trends and topics from bi-regional cooperation and initiatives in the three fields, identifying bright spots and successful initiatives.
- Propose a set of scenarios, visions and an Action Plan for the bi-regional cooperation in cultural, scientific and social issues.
- Focus specifically on the following cross-cutting issues: Mobility, Inequality, Diversity and Sustainability.
- Address beneficiaries in both regions through dissemination of the research results, open source publications and conferences.



The partners implementing EULAC Focus represent both regions and a variety of actors that are involved in the bi-regional political dialogue in science, culture and social issues. IILA is one of these institutions.

In particular, IILA is in charge of the analysis of the main cooperation projects on this matter implemented in the last few years between EU and LAC. One of the objectives of the analysis is to identify which precise EU experiences in the social sector have aroused the interest of Latin American and Caribbean countries in their effort to improve social policies.

The work carried out by EUROsociAL II represents a privileged field of observation for analyzing the social dimension of EU-CELAC relations as this program is specifically designed to support countries efforts to improve the design, manage, implement and monitor inclusive, efficient and sustainable social protection systems. Our objective is to analyse the activities of EUROsociAL in order to better understand its scope and build interpretations that allow us to answer the main research questions: does EUROsociAL II trajectory confirm that Latin-American policymakers have an interest in welfare systems and their policies for social cohesion? If so, in what specific areas? And what kind of collaboration they demand from Europe? Does the experience of the program show that European countries who have intervened in Latin America are interested in the changes in social policies that have taken place in this region in recent years?

Considering the experience of EUROsociAL II:

1. In general terms, is there a Latin-American interest for the denominated “European social model” (in its different declinations)? In which aspects? If there is not an interest, which could be the reasons?
2. If you answered yes to the first question, has this interest changed over the years? What are the reasons for this interest? Are there significant differences between the different Latin-American countries?
3. In which specific areas of public policies is there a higher demand for European support? What reasons may explain the greater relevance of certain topics?
4. The European contribution provided by EUROsociAL II, has been useful for guiding reform processes and the development of public policies from the point of view of their designs and operability? In which form the intervention of EUROsociAL II has contributed? Can you give an example? If the technical assistance provided by EUROsociAL was not useful, what reasons can explain it?
5. What are the activities offered by EUROsociAL (exchange visits, seminars, expert advising...) in which Latin-American countries have a greater interest? In your opinion, which are more useful for guiding reform processes and the development of public policies?
6. If there are cases in which despite EUROsociAL II’s intervention (through the financing of the respective activities), it was not translated into concrete reforms, what can be the reasons?
7. If there were not a program like EUROsociAL II, dedicated to exchanges between Europe and LA, would Latin American countries also show an interest in Europe? For example, do

- other international and non-European cooperation organisations operating in Latin America receive demands for exchange and collaboration with European countries?
8. How do you envisage in perspective the articulation or conjugation between South-South exchanges/collaborations and also those with China or USA and those with Europe?
  9. From the European side, is there an interest in social cohesion policies in Latin America? What type and in which experiences?
- What suggestions could you make for strengthening and improving bi-regional relations in social cohesion and making them more bi-directional?

## 2. Matrix Subtask 5.2.2

**Example – Guide: Welfare reforms in Spain since 2008 in the policy areas related to the social investment paradigm**

### Early childhood education and care. Parental leave and family allowances

**Early childhood education and care:** the reforms in this area follow the principles of the social investment paradigm because they recognize the need for early schooling in order to promote educational success among children, the need to facilitate the conciliation of professional and family life for men and women and the importance of the access to adequate resources in early childhood.

- **“Educa3”** programme, set up by the central Government in 2008, and initially aimed at investing 1,087€ million till 2012 to co-finance (50-50 with the Autonomous Regions) the creation of new childcare centres for children 0-3 years of age, and to set up social programmes for childcare that may help parents reconcile work and family life. The conservative Government in early 2012 cancelled this programme and only €400 million were finally spent in it by the central Government.

*El Plan Educa3, apostando por el primer ciclo de Educación Infantil*

Rosa Peñalver Pérez. Directora General de Evaluación y Cooperación Territorial. Ministerio de Educación

<http://www.mecd.gob.es/revista-cee/pdf/n12-penalver-perez.pdf>

### **Family allowances**

- **Cash transfers to low-income families with children** (“Prestación familiar por hijo a cargo”). Regulated in “Real Decreto 1335/2005, de 11 de noviembre, por el que se regulan las prestaciones familiares de la Seguridad Social”. Between 2008 and 2011 this amount was increased to €558 a year. The cash transfer schemes that had been significantly increased in 2008 were cut by nearly half in June 2010 (transfers for low-income families with children were reduced again to €291 a year).

[http://www.seg-social.es/Internet\\_1/Normativa/index.htm?dDocName=095297&C1=1001&C2=2010&C3=3036&C4=4015](http://www.seg-social.es/Internet_1/Normativa/index.htm?dDocName=095297&C1=1001&C2=2010&C3=3036&C4=4015)

- **Creation of a one-time universal allowance of 2,500€** at the birth of a child. It was only effective from July 2007, to January 2011. It was created by “Ley 35/2007, de 15 de noviembre, por la que se establece la deducción por nacimiento o adopción en el Impuesto sobre la Renta de las Personas Físicas y la prestación económica de pago único de la Seguridad Social por nacimiento o adopción”  
[https://boe.es/diario\\_boe/txt.php?id=BOE-A-2007-19745](https://boe.es/diario_boe/txt.php?id=BOE-A-2007-19745)  
Derogated by “Real Decreto-ley 8/2010, de 20 de mayo, por el que se adoptan medidas extraordinarias para la reducción del déficit público”  
<https://boe.es/buscar/doc.php?id=BOE-A-2010-8228>
- **Tax incentives to help families**, and most notably those in more vulnerable situations (disabled and elderly people as well as large families) entered into operation in January 2015. The tax incentive consist in a tax deduction of 1.200€.

### Parental leave

- **Unpaid leave to care for children or dependent relatives:** Royal Decree 259/2009 on measures regulating Social Security benefits (“Real Decreto 295/2009, de 6 de marzo, por el que se regulan las prestaciones económicas del sistema de la Seguridad Social por maternidad, paternidad, riesgo durante el embarazo y riesgo durante la lactancia natural”) regulated the unpaid leave to care for children (3 years), or dependent relatives (2 years), was regulated (the return to the same job position is protected during the first year, period after which only the job is guaranteed).  
[http://www.boe.es/diario\\_boe/txt.php?id=BOE-A-2009-4724](http://www.boe.es/diario_boe/txt.php?id=BOE-A-2009-4724)
- **Extension of paternity leave:** Law 9/2009, on extension of the duration of paternity leave in cases of birth, adoption or reception (“Ley 9/2009, de 6 de octubre, de ampliación de la duración del permiso de paternidad en los casos de nacimiento, adopción o acogida”) in force from January 1st 2017 extended paternity leave until 4 weeks.  
<https://www.boe.es/buscar/act.php?id=BOE-A-2009-15958>

### Primary and secondary education

- **Organic Law for the Improvement of Educational Quality** (“Ley Orgánica para la Mejora de la Calidad Educativa” –LOMCE- 2013)  
<https://boe.es/boe/dias/2013/12/10/pdfs/BOE-A-2013-12886.pdf>
- Royal Decree 1105/2014, which establishes the basic curriculum of the **Compulsory Secondary Education** (“Real Decreto 1105/2014, de 26 de diciembre, por el que se establece el currículo básico de la Educación Secundaria Obligatoria y del Bachillerato”)  
<https://boe.es/boe/dias/2015/01/03/pdfs/BOE-A-2015-37.pdf>

### Care for children and elderly

- **Early Childhood Protection Act 2015** (“Ley 26/2015, de 28 de julio, de modificación del sistema de protección a la infancia y a la adolescencia”) address situations of risk and helplessness for children, voluntary guardianship, as well as foster care and adoption

[https://www.boe.es/diario\\_boe/txt.php?id=BOE-A-2015-8470](https://www.boe.es/diario_boe/txt.php?id=BOE-A-2015-8470)

- **Long-Term Care Act 2006** (“Ley 39/2006, de 14 de diciembre, de Promoción de la Autonomía Personal y Atención a las personas en situación de dependencia”) introduced the right to receive attention and established institutional framework to address care needs supporting families

<https://boe.es/buscar/doc.php?id=BOE-A-2006-21990>

### **Tertiary education, life-long learning. Employment policies**

#### **Life-long learning**

- **National Youth Guarantee System** (“Plan nacional de aprobación de la garantía juvenil”) approved in 2013. The objective is that all Young people under 25 receive a good job offer, education, apprenticeship or internship in a period of four months after completing formal education or having become unemployed.

[http://www.empleo.gob.es/ficheros/garantiajuvenil/documentos/plannacionalgarantiajuvenil\\_es.pdf](http://www.empleo.gob.es/ficheros/garantiajuvenil/documentos/plannacionalgarantiajuvenil_es.pdf)

#### **Employment policies**

- **Reduction of benefits, more strict eligibility conditions, obligations and sanctions**, as well as elimination of certain benefits

Royal Decree 20/2012, on measures to guarantee budget stability and foster competitiveness (“Real Decreto-ley 20/2012, de 13 de julio, de medidas para garantizar la estabilidad presupuestaria y de fomento de la competitividad”)

<http://www.boe.es/boe/dias/2012/07/14/pdfs/BOE-A-2012-9364.pdf>

- **Further restriction of the conditions for receiving benefits, and to strengthen obligations for job-seekers**

Law 1/2014 on the protection of part time workers and other urgent economic and social measures (“Ley 1/2014, de 28 de febrero, para la protección de los trabajadores a tiempo parcial y otras medidas urgentes en el orden económico y social”).

<http://www.sepe.es/LegislativaWeb/verFichero.do?fichero=09017edb801afa83>

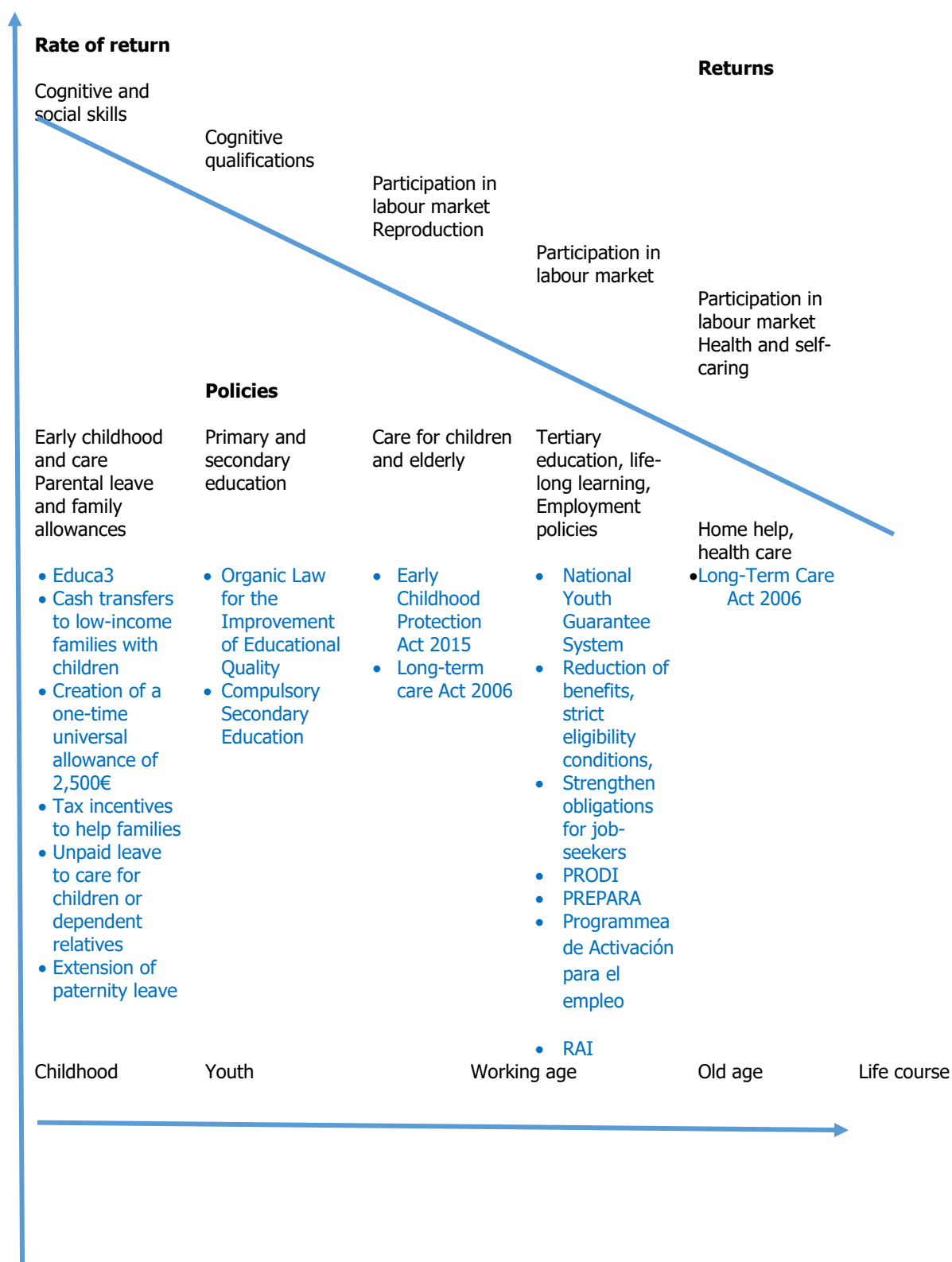
- **PRODI –Temporary Programmeme for Protection and Insertion** introduced by Law 14/2009 that regulates Temporary Programmeme for Protection and Insertion (“Ley 14/2009, de 11 de noviembre, por la que se regula el programme temporal de protección por desempleo e inserción”).

- **PREPARA -Professional Requalification Programmeme** introduced by Royal Law-Decree 1/2011, of urgent measures to promote the transition to stable employment and the retraining of the unemployed (Real Decreto-ley 1/2011, de 11 de febrero, de medidas urgentes para promover la transición al empleo estable y la recualificación profesional de las personas desempleadas) <https://boe.es/boe/dias/2011/02/12/pdfs/BOE-A-2011-2701.pdf> and extended by Royal Law-Decree 1/2016 until the unemployment rate is higher than 18% [https://www.boe.es/diario\\_boe/txt.php?id=BOE-A-2016-3647](https://www.boe.es/diario_boe/txt.php?id=BOE-A-2016-3647).

- **Employment Activation Programmeme (Programmea de Activación para el empleo)** introduced by Royal Decree 16/2014, which regulates Employment Activation Programmeme (“Real Decreto-ley 16/2014, de 19 de diciembre, por el que se regula el Programmea de Activación para el Empleo”) <https://www.boe.es/boe/dias/2014/12/20/pdfs/BOE-A-2014-13249.pdf> and was extended by Royal Law-Decree 7/2017 <https://www.boe.es/boe/dias/2017/04/29/pdfs/BOE-A-2017-4678.pdf>  
These social assistance schemes contributed to reducing the number of unemployed workers not receiving any cash transfers after finishing their right to a contributory unemployment benefit.
- **Renta Activa de Inserción (RAI):** a programme intended for long-term unemployed workers over the age of 45 introduced by Royal Decree 1369/2006 which regulates the programme of active income of insertion for unemployed with special economic needs and difficulty to find employment (“Real Decreto 1369/2006, de 24 de noviembre, por el que se regula el programmea de renta activa de inserción para desempleados con especiales necesidades económicas y dificultad para encontrar empleo”). <http://www.boe.es/boe/dias/2006/12/05/pdfs/A42716-42721.pdf>

#### Home help. Health care

- **Long-Term Care Act 2006** (“Ley 39/2006, de 14 de diciembre, de Promoción de la Autonomía Personal y Atención a las personas en situación de dependencia”) introduced the right to receive attention and established institutional framework to address care needs supporting families <https://boe.es/buscar/doc.php?id=BOE-A-2006-21990>



### 3. Welfare reforms in LAC countries

#### Early childhood education and care according to the social investment paradigm

| URUGUAY  | COSTA RICA   | CHILE  | PERU  | DOMINICAN REPUBLIC  |
|--|--|--|---|---|
| <p>• <b>Plan de Equidad:</b> Aumento de la Cobertura y mejora de la calidad en la Atención a la Primera Infancia (Niños en situación de pobreza de 0 a 3 años) --- proceso de transformación de los CAIF (Centros de atención a la infancia y a la familia)</p> <p>• <b>Ley General de Educación:</b> La educación en la primera infancia comprenderá el ciclo vital desde el nacimiento hasta los tres años, y constituirá la primera etapa del proceso educativo de cada persona, a lo largo de toda la vida</p> <p>• <b>Código de la niñez y la adolescencia:</b> derechos de los niños, deberes del Estado y de los progenitores</p> | <p>• <b>Ley No. 8809, de 28 de abril de 2010, de Creación de la Dirección Nacional de Centros de Educación y Nutrición y de Centros Infantiles de Atención Integral</b> - Contribuir a mejorar el estado nutricional de la población materno-infantil y el adecuado desarrollo de la niñez, que viven en condiciones de pobreza y/o riesgo social.</p> <p>Favorecer la incorporación de las personas responsables de su tutela al proceso productivo y educativo del país</p> <p>• <b>Política Nacional para la Niñez y la Infancia Costa Rica (2009-2021).</b></p> <p>La Política Nacional para la Niñez y la Adolescencia (PNNA), como marco político de largo plazo, establece la dirección estratégica del Estado costarricense en la efectiva promoción, respeto y garantía de los derechos humanos de TODOS los niños,</p> | <p>• <b>Ley n° 20.710 de 2013:</b> "Para el Estado es obligatorio promover la educación parvularia, para lo que financiará un sistema gratuito a partir del nivel medio menor (de 2 a 3 años), destinado a asegurar el acceso a éste y sus niveles superiores. El segundo nivel de transición (5 a 6 años) es obligatorio, siendo requisito para el ingreso a la educación básica</p> <p>• <b>Ley n° 20.835 de 2015:</b> Ley que crea la <b>subsecretaría de educación Parvularia</b>, y la Intendencia de educación Parvularia: órgano de colaboración directa del Ministro de Educación en la promoción, desarrollo, organización general y coordinación de la educación parvularia de calidad para la formación integral de niños y niñas, desde su</p> | <p>• <b>Programa Nacional Cuna Más</b> programa social focalizado, cuyo objetivo es mejorar el desarrollo infantil de niñas y niños menores de 3 años de edad en zonas de pobreza y pobreza extrema, para superar las brechas en su desarrollo cognitivo, social, físico y emocional</p> <p>• <b>Decreto Legislativo n° 1297</b> para la protección de niñas, niños y adolescentes sin cuidados parentales o en riesgo de perderlos</p> | <p>• <b>Mesa Consultiva de la Primera Infancia</b> de la República Dominicana: elaboraron los "Lineamientos de Política Pública a favor de la Primera Infancia"</p> <p>• <b>Plan Nacional de Protección y Atención Integral a la Primera Infancia</b> "Quisqueya Empieza Contigo": de servicios de atención de la primera infancia, así como ampliar su cobertura y calidad mediante estrategias dirigidas a niños y niñas de cero a cinco años, sus familias y las comunidades</p> <p>• <b>Programa Centros de Atención Integral a la Primera Infancia:</b> atención a la primera infancia (desde los 45 días de nacidos hasta los 4 años y 11 meses), en especial a los menores expuestos a los niveles de mayor pobreza del país - para mejorar sus competencias en el cuidado integral de los niños y niñas a su cargo, ofreciéndoles atención y cuidado, salud, nutrición, educación inicial y oportuna, entre otros servicios esenciales. Se ofrecen servicios de estimulación temprana, educación inicial, nutrición, salud,</p> |

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|  | <p>niñas y adolescentes.</p> <p>Antes, las políticas no contemplaban el desarrollo de los derechos humanos de todo el sector poblacional de niños, niñas y adolescentes, sino solo de quienes se encontraban en situación de “carencia”</p> <ul style="list-style-type: none"> <li>• Red Nacional de Cuido y Desarrollo Infantil: con la finalidad de establecer un sistema de cuido y desarrollo infantil de acceso público, universal y de financiamiento solidario que articule las diferentes modalidades de prestación pública y privada de servicios en materia de cuido y desarrollo infantil, para fortalecer y ampliar las alternativas de atención infantil integral.</li> <li>• Ley No. 904, de 19 de octubre de 2016, para la prevención y el establecimiento de medidas correctivas y formativas frente al acoso escolar</li> <li>• Ley No. 8654, de 1 de agosto de 2008, relativa al derecho de los niños, niñas y adolescentes a la disciplina sin castigo físico ni trato humillante</li> </ul> | <p>nacimiento hasta su ingreso a la educación básica</p> <ul style="list-style-type: none"> <li>• Ley n° 20.379 de 2009 – Chile Crece Contigo: La misión de este subsistema es acompañar, proteger y apoyar integralmente, a todos los niños, niñas y sus familias. Acceso expedito a los servicios y prestaciones que atienden sus necesidades y apoyan su desarrollo en cada etapa de su crecimiento</li> <li>• Ratificación de los Protocolos facultativos de la <b>Convención sobre los derechos del niño</b> relativos a la Participación de niños en los Conflictos armados (2003), a la Venta de niños, a la Prostitución Infantil y la utilización de niños(as) en la Pornografía (2003) y, a la aprobación del Protocolo facultativo relativo a Comunicaciones directas</li> </ul> |  | <p>y orientación a las familias</p> <ul style="list-style-type: none"> <li>• <b>Instituto Nacional de Atención Integral a la Primera Infancia:</b> responsable de gestionar la prestación de servicios de atención integral de calidad a niños y niñas durante la Primera Infancia, de 0 a 5 años de edad, y a sus familias</li> <li>• <b>Proyecto de Fortalecimiento de la Educación Inicial:</b> educación inicial de menores de 5 años con atención priorizada a la población residente en hogares con ingresos por debajo de la línea de pobreza y en pobreza extrema</li> </ul> |
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| URUGUAY   | COSTA RICA  | CHILE   | PERU   | DOMINICAN REPUBLIC   |
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| <ul style="list-style-type: none"> <li>Ley n. 18.227. Nuevo sistema de asignaciones familiares a menores en situación de vulnerabilidad servidas por el BPS - hogares en situación de vulnerabilidad socioeconómica o estén en atención de tiempo completo en establecimientos del Instituto del Niño y Adolescente del Uruguay o en instituciones que mantengan convenios con dicho Instituto</li> </ul> | <ul style="list-style-type: none"> <li><b>Reglamento a la Ley de Desarrollo Social y Asignaciones Familiares:</b> La población meta de este beneficio serán las personas trabajadoras de bajos ingresos (entiéndase en condición de pobreza o pobreza extrema) de conformidad con los criterios del IMAS, que tengan a su cargo hijos o hijas con discapacidad permanente según diagnóstico o epicrisis emitido por la Caja Costarricense de Seguro Social, CCS.S, o hijos menores de edad con discapacidad, o mayores de 18 años y menores de 25 años, siempre y cuando sean estudiantes de una institución de educación superior o de capacitación laboral, técnica. El beneficio económico se otorgará para atender necesidades tales como: alimentación, alquiler de vivienda, pago de asistente personal, compra de herramientas técnicas de apoyo, gastos médicos, o rehabilitación para las personas con discapacidad y la atención de gastos de capacitación laboral, técnica y / o universitaria.</li> <li><b>Estrategia Puente al desarrollo:</b> Estrategia de Atención a la Pobreza - mecanismo de articulación de los programas, proyectos y acciones que buscan garantizar el efectivo derecho de acceso a los bienes, servicios y productos, que ofertan las instituciones y organizaciones públicas y privadas a nivel nacional dirigidos a personas en condición de pobreza</li> </ul> | <ul style="list-style-type: none"> <li>Ingreso Ético Familiar que establece Bonos y Transferencias Condicionadas para las Familias de Pobreza Extrema y Crea el Subsidio al Empleo de la Mujer</li> </ul> | <p>Proyecto de ley modificación asignaciones familiares <b>NO aprobado</b></p> | <ul style="list-style-type: none"> <li><b>Subsidio por Maternidad</b> consiste en el pago en dinero a la trabajadora afiliada al régimen contributivo, equivalente a 14 semanas de salario cotizable durante el período de Descanso por Maternidad.</li> <li><b>Subsidio por Lactancia</b> establece pagos a favor del menor a través de su madre trabajadora y afiliada al régimen contributivo por un periodo de 12 meses</li> <li><b>Programa “Progresando con Solidaridad” (PROSOLI):</b> Programa de transferencias monetarias condicionadas de tercera generación a cambio del cumplimiento de corresponsabilidades en salud y educación.</li> <li><b>“Comer es Primero”</b> que abarca una transferencia monetaria de RD\$700 mensual para la compra de alimentos básicos otorgada a hogares con menores de 5 años o con mujeres embarazadas</li> <li><b>Programa de Incentivo a la Asistencia Escolar:</b> ayuda económica mensual, efectiva durante el período de clases y pagada bimestralmente por un monto de RD\$150 a cada jefe de familia beneficiaria por cada hijo -hasta un máximo de 4- entre 6 y 16 años</li> <li><b>Programa de Atención Integral de Base Familiar y Comunitaria:</b> Oferta servicios de educación inicial, salud, nutrición, formación, protección, sensibilización y movilización de la comunidad - atención integral a menores de 3 y 4 años</li> </ul> |

## Family Allowances

### Parental leave

| URUGUAY   | COSTA RICA | CHILE  | PERU   | DOMINICAN REPUBLIC  |
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| <ul style="list-style-type: none"> <li>Ampliación del ámbito de aplicación del subsidio por maternidad a trabajadoras independientes</li> <li>Extensión a los padres del derecho a un subsidio por inactividad compensada</li> <li>Subsidio parental para cuidados del recién nacido: pueden solicitar de forma indistinta madres y padres, quienes durante la duración del mismo reducirán a la mitad su jornada laboral</li> <li>Beneficiarios de la licencia especial por adopción y legitimación adoptiva tienen, además, derecho a reducir su jornada de trabajo a la mitad, durante 6 meses (trabajadores públicos y privados)</li> <li>Licencias especiales con goce de sueldo para los trabajadores de la actividad privada: en ocasión del nacimiento de sus hijos, el padre tendrá derecho a una licencia especial que comprenderá el día del nacimiento y los dos días siguientes</li> </ul> | xxxx       | <ul style="list-style-type: none"> <li>Las trabajadoras tendrán derecho a un descanso de maternidad de seis semanas antes del parto y doce semanas después de él</li> <li>El padre tendrá derecho a un permiso pagado de cinco días en caso de nacimiento de un hijo. Este permiso también se otorgará al padre que se encuentre en proceso de adopción</li> </ul> | <ul style="list-style-type: none"> <li>Ley que concede el derecho de licencia por paternidad a los trabajadores de la actividad pública y privada: la <b>licencia por paternidad</b> es otorgada por el empleador al padre por cuatro (4) días hábiles consecutivos</li> <li>Derecho la trabajadora gestante gozar <b>de 49 días de descanso prenatal y 49 días postnatal</b>. El goce de descanso prenatal podrá ser diferido, parcial o totalmente, y acumulado por el postnatal, a decisión de la trabajadora gestante</li> <li>Extensión goce del derecho de <b>descanso prenatal y postnatal de la trabajadora gestante en los casos de nacimiento de niños con discapacidad</b></li> </ul> | <ul style="list-style-type: none"> <li>Resolución No. 211-14 que aprueba el Convenio No. 183 sobre Protección de la Maternidad 2000, adoptado por la OIT en Ginebra. G.O. No. 10761 del 9 de julio de 2014 (2017): estipula que, en el caso de la madre ser empleada, tiene derecho a <b>14 semanas de licencia por maternidad</b></li> <li>Ley 16-92 sobre Código de Trabajo de República Dominicana (1992): “El empleador está obligado a conceder al <b>trabajador (...) dos días para el caso de alumbramiento de la esposa</b> o de la compañera debidamente registrada en la empresa</li> </ul> |

### Primary and secondary school

| URUGUAY   | COSTA RICA | CHILE  | PERU  | DOMINICAN REPUBLIC   |
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| <ul style="list-style-type: none"> <li><b>Programa Inter-in 2008:</b> El objetivo del programa</li> </ul> | xxx        | <ul style="list-style-type: none"> <li>Instalación de un <b>sistema nacional de aseguramiento de la Calidad de la</b></li> </ul> | <ul style="list-style-type: none"> <li><b>Aprendiendo en Casa.</b> Programa a distancia que beneficia a personas mayores de 15 años que no</li> </ul> | <ul style="list-style-type: none"> <li><b>Plan Decenal de Educación 2008-2018:</b> tiene como propósitos “garantizar el derecho a la educación de</li> </ul> |

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| <p>es contribuir a la integración de niños y niñas a la educación sistemática en las escuelas públicas fortaleciendo el desarrollo, la socialización y los procesos de enseñanza y de aprendizaje, a partir de la coordinación interinstitucional</p> | <p><b>educación</b> que abarca la educación parvularia, básica y media y su fiscalización: el Sistema tendrá por objeto, asimismo, propender a asegurar la equidad, entendida como que todos los alumnos tengan las mismas oportunidades de recibir una educación de calidad</p> <ul style="list-style-type: none"> <li>• <b>Ley de inclusión escolar</b> que regula la admisión de los y las estudiantes, elimina el financiamiento compartido y prohíbe el lucro en establecimientos educacionales que reciben aporte del estado: Esta iniciativa: Permite que las familias tengan la posibilidad de elegir el establecimiento que más les guste sin que eso dependa de su capacidad económica. Ahora es el Estado quien aportará recursos para reemplazar gradualmente la mensualidad que pagan las familias.</li> </ul> | <p>podieron terminar su primaria o secundaria</p> <ul style="list-style-type: none"> <li>• <b>Tutoría para el bienestar de las niñas, niños y adolescentes.</b> La Atención Tutorial Integral tiene por finalidad brindar un acompañamiento efectivo a los estudiantes de las instituciones educativas de la Jornada Escolar Completa, para contribuir con su desarrollo integral en las dimensiones personal, de los aprendizajes y social comunitario, mediante la implementación de acciones planificadas de prevención y orientación acerca de diversos problemas asociados, sobre todo, al bajo rendimiento, la deserción o el rezago escolar</li> <li>• <b>Proyecto Educativo Nacional al 2021:</b> La Educación que queremos para el Perú - Todos desarrollan su potencial desde la primera infancia, acceden al mundo letrado, resuelve problemas, practican valores, saben seguir aprendiendo, se asumen ciudadanos con derechos y responsabilidades, y contribuyen al desarrollo de sus comunidades y del país combinando su capital cultural y natural con los avances mundiales</li> <li>• <b>Reforma Magisterial de Mejora para las Condiciones Educativas:</b> régimen laboral único para todos los docentes del sector público, de forma tal que los maestros y maestras actuales y futuros puedan contar con beneficios y oportunidades similares</li> <li>• <b>Programa Educación para el Empleo:</b> Se basará en el mejoramiento de la calidad de la formación técnico profesional y la inserción laboral. Se fortalecerán las capacidades metodológicas de los docentes con el fin de</li> </ul> | <p>calidad; asegurar que la población menor de 5 años reciba un año de educación inicial y ocho de educación básica; garantizar la comprensión lectora y el desarrollo lógico matemático en el nivel básico; establecer estándares de calidad y un sistema de evaluación; promover la equidad educativa y estimular la participación de la familia”</p> <ul style="list-style-type: none"> <li>• <b>Iniciativa Dominicana por una Educación de Calidad (IDEC):</b> Iniciativa creada para mejorar la calidad de la educación a partir de la definición de 10 políticas educativas, 30 prioridades y 87 acciones. Tiene el objetivo de propiciar un amplio consenso nacional que contribuya a la transformación profunda del sistema educativo con la participación de todos los sectores interesados</li> <li>• <b>Plan Nacional de Alfabetización “Quisqueya Aprende Contigo”:</b> El Plan tiene como propósito reducir en 6,6% el índice de analfabetismo existente en personas de 15 años y más al propiciarles el acceso a la educación y la inclusión social y ciudadana</li> <li>• <b>Pacto Nacional para la Reforma Educativa en la República Dominicana 2014-2030:</b> pacto para la calidad de la educación como respuesta a la situación de emergencia en el sistema educativo caracterizado por cuatro problemas fundamentales</li> <li>• <b>Programa de Alimentación Escolar:</b> programa de cobertura universal para estudiantes de los niveles inicial y básico del sistema público con Jornada Escolar Extendida. Tiene el propósito de reducir la deserción escolar, el ausentismo y la deficiencia en los</li> </ul> |
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|  |  |  | que puedan perfeccionar la enseñanza a favor de jóvenes estudiantes de determinados sectores | aprendizajes<br><ul style="list-style-type: none"> <li>• <b>Programa de Equidad para la Educación Básica desarrollado:</b> El Programa se orientó a mejorar la educación rural, promover la equidad en el área urbano-marginal y fortalecer la gestión educativa</li> </ul> |
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### Care for children and elderly

| URUGUAY  | COSTA RICA   | CHILE  | PERU  | DOMINICAN REPUBLIC  |
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| <ul style="list-style-type: none"> <li>• <b>Subsidio a la vejez para personas en situación de indigencia o extrema pobreza:</b> para personas de 65 o más años de edad y menores de 70 años que, careciendo de recursos para subvenir a sus necesidades vitales, integren hogares que presenten carencias críticas para sus condiciones de vida</li> <li>• <b>Sistema Nacional Integrado de Cuidados:</b> promoción del desarrollo de la autonomía de las personas en situación de dependencia, su atención y asistencia</li> <li>• <b>Plan Nacional de Cuidados 2016-2020:</b> Garantizar el</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Política Nacional en Discapacidad 2011-2012 (PONADIS)</b></li> <li>• <b>Ley para Promoción de la Autonomía Personal de las Personas con Discapacidad</b></li> <li>• <b>Fortalecimiento del Consejo Nacional de la Persona Adulta Mayor (CONAPAM)</b></li> <li>• <b>Red de atención progresiva para el cuidado integral de las personas adultas mayores en Costa Rica</b></li> <li>• <b>Programa Construyendo Lazos de solidaridad 2017</b> Surge ante la necesidad de encarar programas específicamente dirigidos a mejorar la calidad de los servicios de largo plazo para personas adultas mayores con dependencia.</li> </ul> | <ul style="list-style-type: none"> <li>• normas sobre igualdad de oportunidades e inclusión social de personas en situación de discapacidad, con especial foco en niñez y adolescencia</li> <li>• <b>Programa Pago Cuidadores de Personas con Discapacidad:</b> Permite a cuidadores y cuidadoras de personas con dependencia severa acceder a un beneficio (estipendio) no postulable</li> <li>• <b>Ley que crea el Servicio Nacional del Adulto Mayor:</b> velará por la plena integración del adulto mayor a la sociedad, su protección ante el abandono e indigencia, y el ejercicio de los derechos que la Constitución de la República y las leyes le reconocen</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Reglamento de Funcionamiento del Centro Integral de Atención al Adulto Mayor:</b> El presente Reglamento, tiene por objetivos: <ul style="list-style-type: none"> <li>a) Asegurar espacios saludables integrales de socialización, beneficiando a la población adulta mayor a través de un servicio que les proporcione un espacio para realizar tareas y actividades que refuercen sus capacidades creativas e imaginativas en el uso del tiempo libre y de esta manera se integre plenamente al desarrollo social, económico, político y cultural de la Provincia de Huaura, contribuyendo a mejorar su calidad de vida.</li> <li>b) Incrementar los niveles de participación social de la persona adulta mayor a través de actividades recreativas y participativas dentro y fuera de la Provincia de Huaura.</li> <li>c) Promover actividades que refuercen el nivel de conocimiento e información de las personas adultas mayores respecto al ciclo de vida y al proceso de envejecimiento mediante actividades de capacitación que desarrolle el programa.</li> </ul> </li> <li>• <b>Ley de la Persona Adulta Mayor:</b> principios generales - Promoción y protección de los derechos</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Centros de Atención Integral para la Discapacidad:</b> tienen el propósito de brindar un espacio para el cuidado, educación, rehabilitación y atención de los niños con necesidades especiales, para facilitar su proceso de crecimiento y tratamiento tanto en el espacio cognitivo, físico como emocional, creativo y de relación con su entorno. Se dedican a la evaluación, diagnóstico y la rehabilitación de menores de cero a diez años con trastornos del espectro autista, parálisis cerebral infantil y síndrome de Down</li> </ul> |

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| derecho de las personas en situación de dependencia a recibir cuidados en condiciones de calidad e igualdad, promoviendo el desarrollo de la autonomía, la atención y asistencia a las personas en situación de dependencia |  |  | de las personas adultas mayores; Seguridad física, económica y social; Protección familiar y comunitaria; Atención de la salud centrada en la persona adulta mayor<br>• <b>Ley General de la Persona con Discapacidad:</b> la finalidad de establecer el marco legal para la promoción, protección y realización, en condiciones de igualdad, de los derechos de la persona con discapacidad, promoviendo su desarrollo e inclusión plena y efectiva en la vida política, económica, social, cultural y tecnológica |  |
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### Tertiary Education

| URUGUAY | COSTA RICA | CHILE | PERU   | DOMINICAN REPUBLIC |
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| xxx     | xxx        | xxxx  | <ul style="list-style-type: none"> <li>• <b>Ley Universitaria:</b> creación de la SUNEDU (Superintendencia Nacional de Educación Superior Universitaria). Los principales objetivos de esta institución son verificar el cumplimiento de las condiciones básicas de calidad tanto en universidades públicas como privadas; así como autorizar su funcionamiento</li> <li>• <b>Programa Beca 18:</b> es un programa del Estado peruano que busca que los jóvenes, hombres y mujeres, con alto rendimiento académico y bajos recursos económicos, puedan acceder y concluir su formación académica técnica y/o profesional en reconocidas universidades e institutos, brindándoles oportunidades de desarrollo en el marco de la política de inclusión social que viene implementando el gobierno</li> </ul> | xxx                |

### Life-long learning

| URUGUAY   | COSTA RICA | CHILE  | PERU | DOMINICAN REPUBLIC |
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| <ul style="list-style-type: none"> <li>• <b>Educación no formal:</b> educación no formal, en el marco de una cultura del aprendizaje a lo largo de toda la vida, comprenderá todas aquellas actividades, medios y ámbitos de educación, que se desarrollan fuera de la educación formal, dirigidos a personas de cualquier edad,</li> </ul> | xxx        | <ul style="list-style-type: none"> <li>• <b>Evaluación y Certificación de Competencias Laborales:</b> Créase el Sistema Nacional de Certificación de Competencias Laborales, en adelante "El Sistema", que tiene por objeto el reconocimiento formal de las competencias laborales de las personas, independientemente de la forma en que hayan sido adquiridas y de si tienen o no un título o grado académico otorgado por la enseñanza formal de conformidad a las disposiciones de la ley N° 18.962, Orgánica Constitucional de Enseñanza; así como</li> </ul> | xx   | xx                 |

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| <p>que tienen valor educativo en sí mismos y han sido organizados expresamente para satisfacer determinados objetivos educativos en diversos ámbitos de la vida social, capacitación laboral, promoción comunitaria, animación sociocultural, mejoramiento de las condiciones de vida, educación artística, tecnológica, lúdica o deportiva, entre otros</p> <ul style="list-style-type: none"> <li>• <b>Programa Aprender Siempre (PAS):</b> promueve el acceso a propuestas educativas durante todas las etapas de la vida en diferentes contextos ambientales y culturales, con un fuerte enclave territorial. Las propuestas permiten contemplar diversos intereses y problemáticas nacidas de variedad de espacios socio-culturales que integran a diversos grupos de la población</li> <li>• <b>Programa Uruguay Estudia:</b> Su objetivo es contribuir a la formación de personas jóvenes y adultas para su inclusión y participación social, activa e inteligente, en los procesos de desarrollo humano del Uruguay democrático, social, innovador, productivo e integrado</li> </ul> |  | <p>favorecer las oportunidades de aprendizaje continuo de las personas, su reconocimiento y valorización</p> <ul style="list-style-type: none"> <li>• <b>Programa Más Capaz:</b> El objetivo del programa es apoyar el acceso y permanencia en el mercado laboral de mujeres, jóvenes y personas con discapacidad, que se encuentren en situación de vulnerabilidad, mediante la capacitación técnica y en habilidades transversales y la intermediación laboral, para favorecer su empleabilidad</li> <li>• <b>Programa de Formación en el Puesto de Trabajo:</b> objetivo generar acciones para facilitar la inserción laboral de las personas desempleadas, o la conservación de la fuente laboral de los trabajadores ya contratados, a través del desarrollo de iniciativas de capacitación y/o de entrega de beneficios a empleadores de acuerdo con las líneas de acción que más adelante se indican</li> </ul> |  |  |
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#### Employment Policies

| URUGUAY  | COSTA RICA   | CHILE  | PERU  | DOMINICAN REPUBLIC  |
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| <ul style="list-style-type: none"> <li>• <b>Instituto Nacional de Empleo y Formación Profesional (INEFOP):</b> la administración del Fondo de Reconversión Laboral, el asesoramiento al Poder Ejecutivo en políticas de</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Programa Empléate:</b> es un programa del Ministerio de Trabajo y Seguridad</li> </ul> | <ul style="list-style-type: none"> <li>• Ley que incentiva la inclusión de personas con discapacidad al mundo laboral</li> <li>• Programa Inversión en la comunidad cuyo objetivo es generar puestos de trabajo de carácter</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Programa Trabajo Perú:</b> es un programa del Ministerio de Trabajo y Promoción del Empleo, para la Generación del</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Programa Juventud y Empleo (PJE):</b> El PJE tiene por objetivo mejorar la empleabilidad de la</li> </ul> |

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| <p>empleo, capacitación y formación profesional, a través del MTSS, que tiene a su cargo la fijación de las políticas sectoriales en la materia; el diseño y gestión de programas y acciones en materia de empleo y formación profesional, sobre la base de las políticas establecidas por el Poder Ejecutivo; la promoción y participación en el diseño de un sistema de certificación de conocimientos y acreditación por competencias; la promoción de la formación continua de los trabajadores y desocupados y el apoyo a los emprendimientos productivos; y la referida articulación de las políticas.</p> <p>• <b>Reforma seguro de desempleo:</b> Se permite la compatibilidad del seguro de desempleo con otra actividad remunerada, ampliación causal reducción, flexibilización del periodo previo de generación, disminución término máximo de la prestación por desempleo en los casos de suspensión total y reducción de trabajo como consecuencia de la suspensión total en uno de los empleos; introducción de un esquema de prestaciones decrecientes, aumento del término de la prestación para trabajadores mayores de 50 años, extensión del término de la prestación debido a causas macroeconómicas, cambios en el monto máximo y mínimo a percibir,</p> | <p>Social dirigido a personas en el rango de los 17 a los 24 años, que no estudian ni trabajan y que además, se encuentran en una condición socioeconómica desfavorable. Opera mediante transferencias condicionadas para apoyar capacitación técnica-ocupacional, según las necesidades del mercado de trabajo. El Programa opera en alianza con organizaciones y empresas del sector productivo, así como con centros de formación públicos y privados.</p> <p>• <b>Programa mi Primer Empleo</b></p> <p>• <b>PRONAE 4X4:</b> El Programa Nacional de Empleo es una herramienta del Ministerio de Trabajo y</p> | <p>temporal preferentemente en regiones o comunas en que la situación de cesantía es igual o superior al promedio nacional</p> <p>• <b>Subsidio al Empleo de la Mujer:</b> Se establece un subsidio al empleo de las trabajadoras dependientes regidas por el Código del Trabajo y de las trabajadoras independientes, el que será de cargo fiscal. Tendrán acceso a este subsidio al empleo aquellas trabajadoras dependientes e independientes que tengan entre 25 y 60 años de edad y que pertenezcan al 40% socioeconómicamente más vulnerable de la población</p> <p>• <b>Subsidio al empleo:</b> Tendrán derecho al subsidio al empleo aquellos empleadores respecto de sus trabajadores dependientes señalados en el inciso anterior que cumplan con los siguientes requisitos:</p> <p>a) Que el trabajador tenga entre 18 y menos de 25 años de edad;</p> <p>b) Que el trabajador integre un grupo familiar perteneciente al 40% más pobre de la población de Chile conforme a lo establecido en el inciso final del artículo 10 de esta ley, y</p> <p>c) Que las remuneraciones brutas mensuales del trabajador sean inferiores a \$360.000. Además, el empleador para tener</p> | <p>Empleo Social Inclusivo, cuyo objetivo es generar empleo, desarrollar capacidades productivas y promover el empleo sostenido y de calidad, con el propósito de incrementar los ingresos y mejorar la empleabilidad de la población en condición de pobreza y pobreza extrema</p> <p>Genera empleo temporal. Beneficia a la población desempleada y subempleada en condición de pobreza y pobreza extrema. Financia proyectos de infraestructura básica con uso intensivo de mano de obra no calificada, en zonas urbanas y rurales. Desarrolla habilidades a través del empleo temporal. Promueve el empleo sostenido y de calidad</p> <p>• <b>Programa Nacional para la Promoción de Oportunidades Laborales “Vamos Perú”</b> objeto de promover el empleo, mejorar las competencias laborales e incrementar los niveles de empleabilidad en el país.</p> <p>servicios:</p> <p>a) Capacitación Laboral: este servicio atiende la</p> | <p>población joven de bajos ingresos y en situación de riesgo social. Ofrece capacitación laboral teórico-práctica y una primera experiencia laboral mediante pasantías en empresas. Entre sus objetivos específicos están: aumentar las posibilidades de empleo de la población de menores ingresos, preparar mano de obra joven calificada, fortalecer la relación del sector empresarial con los institutos de capacitación y contribuir a la formación ocupacional de miles de jóvenes.</p> <p>• <b>Seguro de Riesgos Laborales:</b> Incluye prestaciones en especie como atención médica, asistencia odontológica, prótesis, anteojos y aparatos ortopédicos;</p> |
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| <p>posibilidad de interrupción del subsidio.</p> <p>El nuevo régimen adiciona como causal de pérdida del subsidio, el hecho de que, en caso de empleados despedidos, transcurrido la mitad del periodo de servicio de la prestación, el trabajador no asistiere, sin causa justificada, a los cursos de capacitación o de reconversión laboral que se implementen en el ámbito del MTSS y/o el INEFOP, de acuerdo a lo que establezca la reglamentación.</p> <ul style="list-style-type: none"> <li>• <b>Programa “Uruguay Trabaja”:</b> se orienta a la inserción laboral de personas desocupadas de larga duración, pertenecientes a hogares en situaciones de vulnerabilidad socioeconómica. El Programa consiste en un régimen de acompañamiento social y formativo para el desarrollo de procesos de integración al mercado laboral.</li> <li>• <b>Empleo Juvenil. Normas para su fomento:</b> Tiene por objeto promover el trabajo decente de las personas jóvenes, seguimiento al tránsito entre la educación y el trabajo. Se regulan los contratos de primera experiencia laboral y el de práctica laboral para egresados. La continuidad en los estudios, la reducción y compatibilización de su horario, así como los emprendimientos juveniles y su financiamiento. Regula las cooperativas juveniles. Modifica disposiciones</li> </ul> | <p>Seguridad Social impulsado por el Banco Popular que promueve el desarrollo de las comunidades y las personas mediante subsidios económicos temporales. Impulsa proyectos para mejorar las condiciones de vida de la población desempleada o subempleada.</p> | <p>derecho al subsidio al empleo deberá haber pagado las cotizaciones de seguridad social correspondientes al trabajador que originó el subsidio, dentro del plazo legal establecido para ello.</p> <ul style="list-style-type: none"> <li>• <b>Programa Transferencias al Sector Público:</b> El objetivo del Programa Transferencia al Sector Público es complementar las acciones propias de las instituciones públicas en convenio con Sence, con capacitación que entregue herramientas que faciliten las condiciones de empleabilidad y posterior inserción laboral de los/as beneficiados/as</li> </ul> | <p>demanda del mercado, y responde al crecimiento y demás variaciones en las necesidades de los sectores productivos, mediante la especialización de los y las trabajadores( as); b) Asistencia Técnica para Emprendedores: este servicio promueve el emprendimiento en base a ideas de negocio técnicamente viables, con el fin de coadyuvar la generación de empleo formal; e) Intermediación Laboral: este servicio intermedia entre los participantes y las empresas que requieren personal.</p> <ul style="list-style-type: none"> <li>• <b>Programa Fortalece Perú:</b> programa que tiene como objetivo el mejoramiento y ampliación de los servicios del Centro de Empleo (CE) para la inserción laboral formal de la población juvenil económicamente activa; esperando mejorar la efectividad, eficiencia y pertinencia de los servicios que ofrecen los CE para fortalecer la articulación de los jóvenes urbanos</li> </ul> | <p>y las prestaciones en dinero como subsidio por discapacidad temporal, indemnización por discapacidad, pensión por discapacidad y pensión por sobrevivencia</p> |
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| <p>relacionadas al financiamiento de las cuentas individuales integradas por aportes patronales y personales.</p> <p>• <b>Programa Yo estudio y trabajo:</b> se enmarca en el ámbito de las políticas públicas tendientes a reducir la tasa de desempleo en jóvenes y la desvinculación de los mismos del sistema educativo.</p> |  |  | <p>con las empresas privadas buscadoras de trabajadores.</p> <p>• <b>El Programa Nacional de Empleo Juvenil Jóvenes Productivos:</b> no sólo busca la inclusión de los jóvenes vulnerables, discriminados por su condición de etnia, género y/o discapacidad sino, también, busca la "inclusión laboral" de los jóvenes rurales y urbanos.</p> <p>"Jóvenes Productivos" contribuirá a canalizar los recursos del Estado y de diversas fuentes que están destinadas a otorgar prestaciones de capacitación, con orientación a aumentar la tasa de inserción en el mercado formal de jóvenes en pobreza y extrema pobreza. En ese sentido, se hará efectiva la generación de oportunidades de empleo en los jóvenes de los 24 departamentos.</p> <p>"Jóvenes Productivos" es el resultado de la iniciativa del gobierno orientada</p> |  |
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|  |  |  | <p>a trabajar por los jóvenes, sobre todo de aquellos que están desempleados, en situación de pobreza y pobreza extrema.</p> <p>El Programa busca insertarlos al mercado laboral y generar emprendimientos para el desarrollo de un trabajo digno e independiente.</p> |  |
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# Home help

| URUGUAY  | COSTA RICA   | CHILE      | PERU   | DOMINICAN REPUBLIC   |
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| <ul style="list-style-type: none"> <li>• <b>Prestación de asistencia obligatoria por parte del Estado a las personas en situación de calle:</b> Las personas de cualquier edad, que se encuentren en situación de intemperie completa, con riesgo de graves enfermedades o incluso con riesgo de muerte, podrán ser llevadas a refugios u otros lugares donde puedan ser adecuadamente asistidas, aun sin que presten su consentimiento, siempre que un médico acredite por escrito la existencia de alguno de los riesgos indicados en la presente disposición y sin que ello implique la privación correccional de su libertad</li> <li>• <b>Declaración de interés general ejecución del Plan Nacional de Integración socio-habitacional Juntos:</b> El objetivo del plan es brindar a familias carenciadas un hogar</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Política nacional para la atención a las personas en situación de abandono y situación de calle 2016-2026:</b> Personas de 0 años en adelante, con factores de riesgo que inciden en la falta o insuficiente respuesta del grupo familiar de convivencia o de redes de apoyo comunitario, que generan riesgo o situaciones de abandono, que pueden verse exacerbadas por condición de pobreza, situación de dependencia o necesidad de asistencia, temporal o permanentemente, para realizar actividades de la vida diaria, por la falta o la pérdida de autonomía física, psíquica o intelectual</li> </ul> | <p>xxx</p> | <ul style="list-style-type: none"> <li>• <b>Programa Nacional Vida Digna:</b> Programa del Ministerio de la Mujer y Poblaciones Vulnerables cuyo objetivo es restituir y proteger los derechos de las personas adultas mayores en situación de calle, mejorando sus condiciones de vida</li> <li>• Programa del Ministerio de la Mujer y Poblaciones Vulnerables con el objetivo de restituir los derechos de las niñas, niños y adolescentes en situación de calle (trabajo infantil, vida en calle, mendicidad y/o explotación sexual) para que logren su</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Programa de “Hogares de Paso”:</b> Es un servicio gratuito que busca proporcionar un contexto seguro para niños y adolescentes que necesitan ser protegidos de las situaciones en que se encuentran</li> <li>• <b>Programa “Ángeles de CONANI”:</b> Consiste en proveer un hogar para niños en extrema pobreza, con discapacidades severas</li> <li>• <b>Proyecto “Fortalecimiento del Sistema de Protección en su capacidad de reducción de la incidencia de niños y niñas en situación de calle y riesgo en la República Dominicana”:</b> el Proyecto permitió diseñar un modelo de intervención integral para menores en la calle y en uso de drogas</li> </ul> |

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| donde vivir |  |  | desarrollo integral y prevenir mayor exposición a situaciones de riesgo |  |
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### Healthcare

| URUGUAY   | COSTA RICA  | CHILE  | PERU   | DOMINICAN REPUBLIC  |
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| <ul style="list-style-type: none"> <li>• <b>Creación del Sistema Nacional Integrado de Salud:</b> actividades dirigidas a las personas y al medio ambiente que promuevan hábitos saludables de vida, estimulando la participación ciudadana a efectos de contribuir en el mejoramiento de la calidad de vida de la población; priorice al usuario y la calidad de la atención; gestión a través del modelo de seguro social; Los beneficiarios aportan según su capacidad contributiva y reciben atención según sus necesidades de salud</li> </ul> | <ul style="list-style-type: none"> <li>• Se ha enfocado en “Avanzar” de la atención de la enfermedad hacia la promoción de la salud, <b>posicionando la salud como valor social</b> y dirigiendo y conduciendo las intervenciones de los actores sociales hacia la vigilancia y el control de los determinantes de la salud, basados en evidencia y con equidad”</li> <li>• Política Nacional de Salud Mental 2012 – 2021. Ministerio de Salud</li> </ul> | <ul style="list-style-type: none"> <li>• Régimen de Garantía prestaciones de carácter promocional, preventivo, curativo, de rehabilitación y paliativo, y los programas que el Fondo Nacional de Salud deberá cubrir a sus respectivos beneficiarios, en su modalidad de atención institucional, conforme a lo establecido en la ley Nº 18.469s en Salud:</li> </ul> | <ul style="list-style-type: none"> <li>• Decreto Legislativo que dicta <b>Medidas Destinadas a Mejorar la Calidad del Servicio y Declara de Interés Público</b> el Mantenimiento de la Infraestructura y el Equipamiento en los Establecimientos de Salud a Nivel Nacional</li> <li>• Decreto Legislativo que autoriza los Servicios Complementarios de Salud</li> </ul> <p>NOTA: Perú se encuentra con reformas activas de su sistema de Pensiones y de Salud aunque estas no han sido aprobadas aún. En caso de desear profundizar en dichos tópicos, se recomienda ingresar al sitio web de los correspondientes ministerios.</p> | <p>Plan Decenal de Salud 2006 - 2015: El Plan asume un enfoque de derechos que supera los enfoques asistencialistas que históricamente han prevalecido y se relaciona con un concepto de ciudadanía, como sujetos de derechos y deberes.</p> <p>Programa Nacional de <b>Atención Integral a la Salud de los y las Adolescentes</b></p> <p>Plan Nacional de Prevención del Embarazo en Adolescentes</p> <p>Plan Nacional de Reducción de la Mortalidad Infantil y Materna</p> <p>Plan Estratégico de Respuesta Nacional a la Tuberculosis 2015-2020</p> <p>Plan Estratégico Nacional para la Respuesta a las ITS y al VIH-SIDA</p> |