

View and method

Office of Programming and Coordination

International and Ibero-American Foundation for
Administration and Public Policies (FIIAPP)

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1. 1. BACKGROUND

Social cohesion is one of the key priorities of the European Union (EU) and Latin America (LA) relationship, as affirmed at successive summits. Within the framework of the Guadalajara summit (2004), the Heads of State and of the Governments agreed to provide this biregional priority with resources and contents, launching EUROsociAL, a technical cooperation program, which reflects the mounting concern over social cohesion, seen as a “common challenge” for the EU and LA.

EUROsociAL Intends to consolidate a regional space for EULA policy dialogue around social cohesion. It is an horizontal and institutional cooperation programme, which mobilises public European and Latin American expertise, in a peer learning exercise, with a regional approach of collaborative work, in order to face common challenges in policy design, implementation, management and evaluation, with positive impact on social cohesion.

The first phase of the programme (2005-2010) achieved significant progress with regard to the concept of social cohesion, which has become a frame of reference, increasingly used in developing public policies in a region which continues to be the most unequal in the world. Through conferences, study visits, exchanges of experience, technical assistance and pilot projects, the political decision-makers and public officials of Latin America and Europe have had the opportunity to share, with their peers, best practice in public policies to increase social cohesion. EUROsociAL I played a part in shaping new public policies, introducing innovations into existing policies and strengthening the institutional capacity of the public administrations dealing with those policies. EUROsociAL I also supported the creation of new international agreements, important for social cohesion.

At the Madrid summit (2010), the EU and Latin American States once again committed themselves to social cohesion, approving EUROsociAL second phase, starting 2011 for a four years period. With €40 million budget, its objective is to support public policies aiming at improving social cohesion and also to strengthen the institutions which carry out those policies

The last CELAC-EU summit held in Santiago de Chile in January 2013, reinforced EUROsociAL II as an instrument for appropriate dialogue to promote social cohesion. The Santiago Action Plan encourage to establishing associations between the public administrations of the EU and of the LAC, by reinforcement and institutional cooperation, to support the administration and application of social policies, justice and taxation among others. These associations may also involve different Latin American and Caribbean countries in a triangular cooperation.

What does EUROsocial aspire to?

Contribute to the design, reform and implementation of public policies, in Latin America, which have an impact on social cohesion.

How does it work?

As a facilitator, offering to the institutions immersed in these policy processes, the opportunity to share a wide range of similar experiences from other Latin American and European countries; giving access to knowledge which may bring innovative elements to these reforms.

What tools does it use?

Collaborative work among peers, exchange of experiences and advisory services between public institutions in Latin America and Europe: Public Technical Assistance and Advise, Study visits, Public Sector Internship, Workshops, Seminars, Training, etc.

2. THE SOCIAL COHESION FRAMEWORK IN EUROsociAL

One of the great achievements of EUROsociAL I, joining the growing concern in Latin America regarding inequality in the region, was to inject the concept of social cohesion into the Latin American debate and public agenda. Bearing in mind the definitions of the CEPAL and the Council of Europe, which are deeply rooted in a rights-based approach, the Programme in its first phase (2005-2010) created a conceptual, operational and practical framework that enabled it to structure its activities around three major interrelated axes:

- Axis 1: ACCESS: “Access to welfare, with equal opportunities and without discrimination”.
- Axis 2: STATE: “The inclusive State: sustainable public policies for social cohesion”.
- Axis 3: CITIZENSHIP: “Active citizenship that generates a sense of belonging, identity and security”.

These three axes are linked to the framework CEPAL created to monitor social cohesion in Latin America with the support of EUROsociAL I (2007) and which builds on the foundation of three interrelated pillars: GAPS, INSTITUTIONS and BELONGING. The concept of social cohesion used by CEPAL, therefore, goes beyond the confines of economic and social gaps, to also incorporate the soundness of institutions and a sense of belonging. In effect, social cohesion must be thought of differently in Latin America, with a more comprehensive vision of development. In Europe, this concept “has been heavily influenced by a supranational ethic which seeks to prevent unbridgeable social inequalities and gaps from arising, as well as overcome poverty, both within countries and among member States” (CEPAL, 2007), under the assumption that democracy is solid and, therefore, does not need to be included in the concept. But in the case of Latin America, the institutional dimensions are not as solid, and their problems and weaknesses can affect the possibilities for ensuring social cohesion.

EUROsociAL II continues to work within this framework, attempting to translate this multidimensional concept into formulations that make sense for public policies, working on two axes. On the one hand, supporting public policies aimed at reducing gaps, through the provision of public services—by offering productive opportunities (employment), specifically for younger people; by developing individual skills (education); by focusing on retention and drop-out prevention in secondary school; or by ensuring social protection for all (health and welfare) by facilitating access to health services and providing exit strategies for TPC beneficiaries and incorporating the non-contributory pillar. But also by eliminating barriers or obstacles that impact access to justice by vulnerable groups (justice), whether these be women who have been victims of gender violence, persons belonging to indigenous or native communities, young Afro-Americans, older adults, persons with psychosocial or auditory disabilities, and/or incarcerated persons.

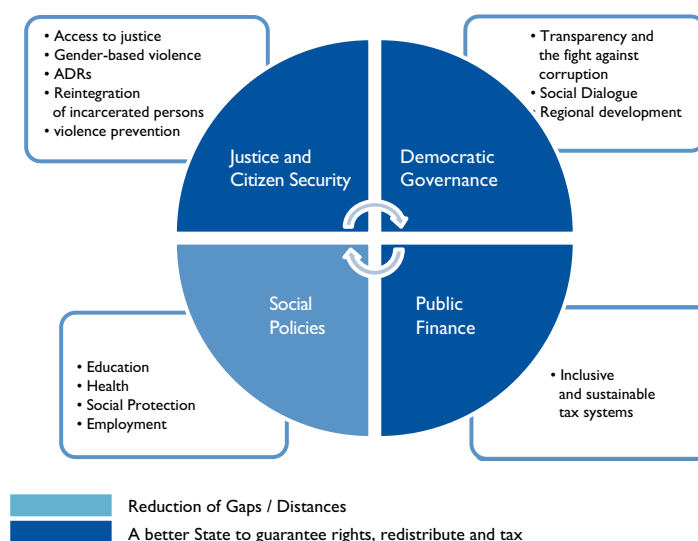
Nevertheless, as mentioned earlier, the concept of social cohesion alone would be insufficient as a basis for public policy if it did not take into account the institutional framework through which society acts on gaps and inequality. Therefore, building social cohesion also depends on the institutional framework in which it operates. It is impossible to leave out the importance of the democratic State and of law as the main, though not the only, driver of social cohesion. Hence

the importance of having transparent institutions and governments that work to fight corruption (democratic institutions); of having more efficient justice systems that make the principle of equality under the law a reality (justice); and of providing effective responses (based more on prevention than on repression) to insecurity in large cities (citizen security). It clearly means generating a democratic governance system for social cohesion. Of course, the State's role in this system should in no way be exclusive but rather one of leadership and regulation of the actions of other important stakeholders—public, semi-public and private—which therefore gives relevance to the strengthening of agencies that facilitate this dialogue and help to construct certain consensus and compacts around questions considered priorities (social dialogue).

In any case, to enable the State to fulfil this active role, it must be equipped with a greater capacity to capture and redistribute resources, and this means having inclusive and sustainable tax systems (public finances), prioritizing support for reforms that, adapted to the reality of each country, make it possible to increase the tax burden, either through new taxes or through greater tax collection efficiency, by means of a more decisive fight against tax evasion, and even encouraging taxpayer morality. Public finances (from both the revenue and the expenditure side) are considered a central element in social cohesion policies and, therefore, they receive special attention in this programme.

Lastly, it should be pointed out that under this system of democratic governance, “the territory”, has also been taken into account, not only as an important dimension of social cohesion but also as the source of many disparities and one that has not been considered sufficiently up to now. In a region that displays great territorial disparities, having an institutional architecture with instruments and explicit strategies of territorial convergence will no doubt contribute to achieving the objective of territorial cohesion (regional development).

Of course EUROsocial does not aspire to have Latin America replicate the European Welfare State but rather for it to progress towards the universality of rights and social benefits, towards the inclusion of vulnerable groups and towards the achievement of greater levels of solidarity. EUROsocial is working from these two approaches (reduction of gaps and a better State to guarantee rights, redistribute and tax) with the ultimate goal (unavoidably one of social cohesion) of building an active and participative citizenry. It involves a subjective dimension where EUROsocial hopes to have an impact.



3. STRATEGIC ORIENTATIONS

EUROsociAL II, having the same objectives as the first phase, is committed to respond to a number of challenges in order to boost the programme's efficiency and "incidence" capacity, making the most of its value added and comparative advantage over other cooperation programs, to foster change. Accordingly, it is based on the following principles:

- **Demand driven:** The programme addresses matters in which LA governments have shown a specific interest. EUROsociAL does not set the agenda, rather it joins and support the reform processes under way, in priority topics for the governments. It works under the country ownership principle.
- **Strategic approach:** The programme supports strategic policies within the agendas of the governments of the region's countries, trying to avoid small administrative matters and stand-alone Technical Assistance requests. In this connection, EUROsociAL is not a "problem-solving" programme, rather a programme to support public policies in the medium term, as a drive of change.
- **Results oriented:** The programme pursues clear and precise results, necessarily tied to the expected results of the supported public policies. For the purposes of EUROsociAL, a result is any measurable or documentable contribution to change, either of public policies or of the institutions implementing them, in order to boost social cohesion in Latin America.
- **Concentration:** The programme focuses its resources on those actions likely to generate the greatest impact, thereby avoiding scattered intervention through micro activities. This principle combines two of the previous ones (the strategic approach and the demand driven approach) in order to high-light that EUROsociAL is not a window to provide technical assistance to the Latin American institutions, rather a regional vocation programme which aims to generate positive dynamics for social cohesion.
- **Intersector approach:** The organisation of the programme around thematic areas instead of around sectors is an important step to obtain social cohesion results, but even so it is necessary to continue striving to promote cross action. Accordingly, the programme will promote interaction between different thematic areas assuming, on occasions, the role of catalyst in the coordination of players.
- **Regional dimension:** A clear value added of the Programme is its regional dimension. EUROsocial addresses shared problems among LA countries, promoting collective work, to obtain common products, or to set up communities of practice and networks. The regional vision might also inspire, feed and boost policy reforms. However, policy reforms are made at national level, and there are great differences among LA countries. Recognizing that, and beyond its regional dimension, EUROsociAL II is also context-specific, adapting its support and assistance to each specific country needs, priorities, policy development and pace.

- **South-south and triangular cooperation:** The Programme promotes cooperation between the public administrations of different Latin American countries to explore channels of mutual learning. All the participating institutions are encouraged to share experiences and to play the role both, of receiving (“demander”) and providing (“suppliers”)¹ advice, when interacting with their peers.
- **Complementarity:** The programme proposes to optimise its resources seeking alliances with other initiatives under way, both of bilateral and multilateral donors and, especially, of the European Commission.

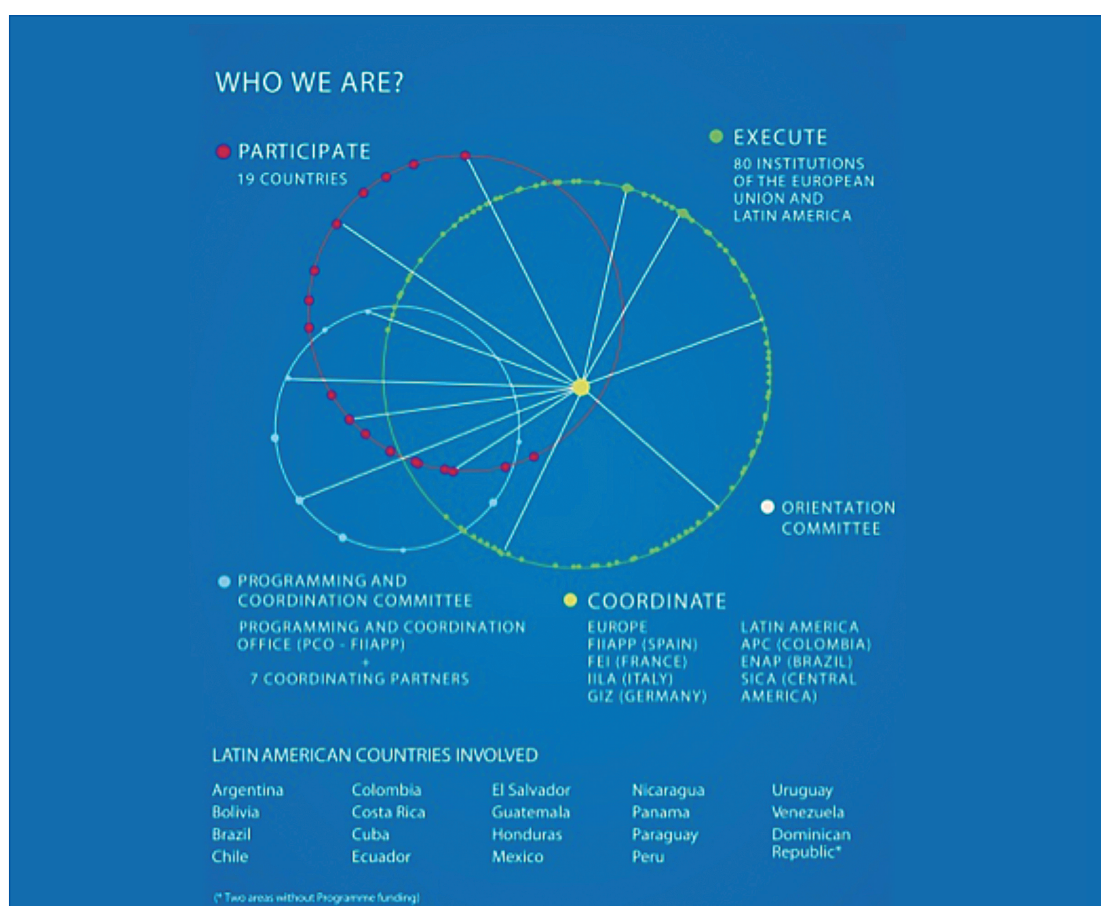
1. Terminology used in the previous phase of the programme to distinguish the institutions which offered technical assistance from those which were receiver institutions. This classification is abandoned in EUROsociAL II, where every institution become “participant”.

4. INSTITUTIONAL ARCHITECTURE AND MANAGEMENT

In December 2010, the grant contract for implementing the EUROsociAL II programme was awarded to the **consortium led by FIIAPP** (Spain)¹. The consortium is made up of **7 coordinating partners**: 4 European: GIZ (Germany), FEI (France), IILA (Italy), FIIAPP (Spain); and 3 Latin American partners: APC (Colombia), ENAP (Brazil), and SICA (El Salvador); as well as approximately **40 operational partners** representing public (or public mandate) institutions, with a specific expertise, coming from both regions.

Each one of these two groups of institutions (coordinating and operational partners) has a different role, throughout the programme's development process. The coordinating partners take part of the Programming and Coordination Committee, responsible for the in-house functions, while the operational partners implement the actions programmed and put their expertise, their public "know how" at the programme's disposal. However, there is no rigid boundary line and all the institutions involved participate to a certain extent in the design, preparation or execution of the actions being identified, in line with the priorities of the Latin American institutions.

1. Europe: FIIAPP – International and Ibero-American Foundation of Public Administration and Policies; IILA – Italian-Latin American Institute; FEI – France Expertise Internationale; GIZ – German Agency for International Cooperation; Latin America: SICA – Central American Integration System; ENAP – Brazilian National School of Public Administration; APC-Colombia – Colombian Presidential Agency for International Cooperation.



The Latin American institutions in the process of changing their policies (or institutions) for enhanced social cohesion, are the recipients, and leading players of EUROsociAL programme. The programme offers them an area of dialogue with their counterparts and a whole range of both Latin American and European experiences in similar processes, which may inspire the changes under way. EUROsociAL also meets individual needs at national level, which may arise from these exchanges, arranging bilateral technical cooperation from other countries, either European or Latin American, thereby accompanying and supporting these processes. **Approximately 150 Latin American institutions** are already involved in the programme.

Esta compleja arquitectura institucional, representa un reto para la gestión del Programa pero aporta elementos muy positivos; por una parte la riqueza de *expertise* puesta a disposición de las instituciones de AL; por otra parte su mostrada capacidad para mantener equilibrios muy necesarios: entre lo nacional y lo regional entre lo europeo y lo latinoamericano, entre la oferta y la demanda, entre la respuesta ágil y la obtención de resultados, etc.

Thematic areas and partners responsibility

In 2010, in the preparation phase of EUROsociAL II, the European Commission launched a consulting process to ascertain the priority interests of the Latin American countries, from which 10 thematic areas were selected. The consortium organized itself accordingly, assigning responsibilities to the partners, depending on its area of expertise, although no exclusive, and always guaranteeing a common vision, methodology and the uniformity of the Programme as a whole.

THEMATIC AXIS	THEMATIC AREAS	COORDINATED BY	OPERATED BY
I. Universal Access to Quality Social Services	1. Health	GIZ	ENSP-FIOCRUZ (Corporate Portal of the Brazilian National School of Public Health), FCSAI (Spanish Foundation for International Cooperation, Health and Social Affairs), ISS (Italian National Health Service), MH (Ministerio de la Salute, Italia) OISS (Latin American Social Security Organisation)
	2. Education	IILA	CIEP (French International Centre for Pedagogical Studies), OEI (Organisation of Latin American States)
II. Social Protection and Promotion active policies of employment	3. Institutionalisation and Development of Public Social Policies	IILA	ADECRI (French Agency for the Development and Coordination of International Relations), CIPPEC (Argentine Centre for the Implementation of Public Policies for Equity and Growth), CISP (Italian International Committee for the Development of the People), LPS, OISS (Latin American Social Security Organisation)
	4. Active policies of employment		CIEP (French International Centre for Pedagogical Studies), CISP (Italian International Committee for the Development of the People), ITALIA LAVORO, OEI (Organisation of Latin American States)
III. Fiscal systems and public finances which facilitate the redistribution and efficiency of expenditure	5. Public Finances	FIIAPP	ADETEF (French Association for the Development of Exchanges in Economic and Financial Technology), AEAT (Spanish State Tax Agency), ASIP (Argentine International Public Budget Association), CIAT (Inter-American Centre of Tax Administrations), ESAF (School of Tax Administration of Brazil), IEF (Spanish Institute of Fiscal Studies), MH (Spanish Ministry of Finance), OPP (Uruguayan Planning and Budget Office)
IV. Democratic institutionalism, coordination between different levels of government, promotion of the respect of the rule of law and the fight against corruption	6. Democratic Institutionalism		CEDDET (Spanish Distance Learning Centre Foundation for Economic and Technological Development)
	7. Social Dialogue		CES (Spanish Economic and Social Council), FUNDE (El Salvador National Foundation for Development)
	8. Decentralisation		FORMEZ Centre for Services, Assistance, Studies and Training for the Modernisation of the PA, SNV Netherlands Development Organisation
V. Public safety, rights and access to justice	9. Justice	FEI	CGPJ (Spanish General Council of the Judiciary), COMJIB (Conference of Ministers for Justice of Latin American Countries), FCGAE (Foundation of the General Council of the Spanish Legal Profession), IDLO (International Development Law Organization), JCI (French Justice International Cooperation)
	10. Public safety		EFUS (European Forum for Urban Security), OIJJ (International Juvenile Justice Observatory)

5. PLANNING AND PROGRAMMING PROCESS: ACTION LINES

Based on those thematic areas, once the Programme begun, in 2011, a planning process has been carried out, taking in mind the underlying EUROsociAL principles and some guidelines, mainly relevance and feasibility. That is, to ensure that EUROsociAL get involved when adding some value and when and where it might make an actual contribution **to the substantive progress of national public policies aimed at social cohesion.**

The planning had two phases: a regional one and a country specific one. Firstly a number of action lines (priority topics to focus on), were identified for the countries themselves in regional meetings. The actions (currently 22) involve various countries, which share similar problems. In some cases the group may agree to undertake a collective work, through EUROsociAL, aiming at developing common products or protocols, building consensus, negotiating standards, etc.

In a second phase, in countries displaying a priority an concrete interest for the action line, the programme become more context-specific, and through a country-based dialogue, relevant experiences to share, and advice to provide, should be identified, in order to support its concrete reform or process (preparation of law, rules or regulations, institutional strengthening, set up of a new institution, etc.)

Subsequently in a programming exercise, a road map leading to highly specific results, either individually in each country, or collectively, or both, is designed. The itinerary of activities (study visit, analytical work, seminar, institutional partnership, technical advise, etc..) should be defined in order to best contribute with their products to some actual change, and to achieve the results envisaged.

EUROsociAL's programming cycle and its results – the programme's actions – respond to a rigorous exercise, not only in line with the principles of the international development agenda: ownership, coordination and alignment, rather at all times it has endeavoured to guarantee the programme's strategic approaches, and particularly combine a balance between the demand driven approach and the results oriented approach

The Programming exercise is a learning process, constant and iterative, meaning that actions and activities programmed should be reoriented constantly to adjust, either the expected result, or the road map (itinerary of activities to achieve the result), to new realities and context in some cases, to political commitment or public management in others. Factors and drivers of success or failure should be analysed and lessons learned, incorporated.

SEE ANEX OF ACTIONS AND COUNTRIES INVOLVED IN EACH ONE

6. TOOLS

Peer-to-peer learning is the instrument EUROsociAL uses to fulfil its objectives and carry out its actions. The sharing of problems and challenges between “peer” public institutions, counterparts in different countries, not only determines how activities are planned (unlike other technical cooperation programmes) but is central to how they are executed (advisory services and other technical assistance between public institutions) and aims to expand their monitoring and evaluation (peer reviews). The intervention methodology adopted makes EUROsociAL an intervention that can be considered a cooperation ‘best practice’, particularly in middle-income countries, for a development cooperation context governed by the principles of quality and effectiveness of aid and reshaped by the economic repositioning of the different regions at the international level.

One of the competitive advantages of EUROsociAL with respect to other cooperation programmes is its swift response capacity and the flexibility of its instruments. EUROsociAL is not a “stand alone technical assistance” window, but once it has identified a clear objective and results, it may react with speed and adaptation, using its tools to meet needs in a versatile manner. These tools form a range of intervention methods regarding “public technical assistance”, aimed at collective and peer learning among counterpart institutions. In other words, they foster the creation of areas in which experts, civil servants and high-ranking officials may learn how their counterparts in other countries have addressed similar problems to those they have encountered at certain times. These tools may be grouped into:

Missions

These missions are field trips performed by members of the work team of the action in question, usually personnel of the coordinator or operational partner, or even some experts, in order to carry out essential tasks in a technical cooperation programme. The mission’s objective may be programming, coordination, monitoring of the action, problem resolution, negotiation, evaluation, economic management, etc.

Specialised advisory services

EUROsociAL mobilizes public (or private, public related) expertise from some countries (EU and AL) in order to give advice to their peers in other AL institutions and countries, in very specific and technically specialized policy issues, to advance policy change or to improve some processes. Therefore, the Technical Assistance given, should be directly related to the expected result and should have a clear effect on the progress towards that result. These services are one of the main tools of EUROsociAL. They may be of a short duration, but also of a medium duration, establishing more stable alliances and partnerships between “counterpart” (peer) public administrations.

Analytical work

Studies on the socio-economical and political-institutional reality of Latin America (and Europe), or of any specific country, on topics related with the Programme, its action lines, or specific reforms supported. The study premises and/or conclusions should contribute to the debate, inspire the action and be relevant in terms of social cohesion. The analytical work may be of various types: case studies, state of the art, economic analysis, white papers, assessments risk analyses, compared analyses (including EU), best practices, success cases, regulatory studies, sectoral and thematic studies, analyses of players, self-diagnoses, culture and organisational studies, methodologies and manuals, etc.

Meetings and Seminars

EUROsociAL may organize specialised meetings aimed at the reflection, debate and discussion of matters related with countries' interests over the lines of actions. In such meetings (including virtual ones) the participants share relevant studies, exchange experiences and good practices and analyse different points of view. Some external experts, scholars or researchers are usually invited to enrich the debate and bring into innovation. The seminars may be oriented to contribute to a concrete result in terms of change, previously defined (individual or collective); or otherwise to pursue deepening into certain topics and pave the way for further development and support of the Programme. The meetings include: seminars and dialogue tables (national, regional, sub-regional, public-private, etc.)

Workshops

There are smaller meetings involving one or more countries to carry out a joint work session on a specific theme. Unlike the Seminars or other Meetings, work meetings are usually specialised active learning meetings with highly specific objectives in which substantive progress is made in relation to some expected results of EUROsociAL intervention, at country level (or for a small group of countries)

Training courses

A training course is a learning tool specifically designed to gain in-depth knowledge and develop capabilities (skills, competences and aptitudes) of civil servants of one or various Latin American institutions. Such courses may be attended in person or via virtual sessions, and always aim to effectively apply the public policy reforms aimed at boosting social cohesion.

Exchange visits

Study visits in which a group of public employees – selected specialists – from a LA country (or a group of countries), move for a short stay in other country (EU or AL), in order to ascertain (and reflect on) a practical experience in a different environment to that in which they carry on their daily activity. The exchange visits are always inserted within the framework of an action to support a reform process under way and, accordingly, must have a direct relationship with the objectives pursued by this action. Accordingly, it is expected that they may contribute to extend the knowledge of the participating institutions in order to introduce or promote changes in their reform processes of public policies.

Internship

Work experience is a period of learning of a Latin American civil servant at a European or Latin American institution in order to ascertain at first hand the mechanisms and processes of implementing a public policy. The main objective of such a period is the inter-institutional transmission of practical, direct and specific knowledge through one or various civil servants who act as channels of this know how.

These tools are not an end in themselves, rather they organise and combine, forming accompanying itineraries (action) aimed at results in terms of reform, specific changes in public policies or institutions.

7. MANAGEMENT FOR RESULTS

Focusing on results is a management strategy which consists in achieving significant and lasting improvements to the policies of process reform supported by EUROsociAL. This strategy is applied throughout the results chain, as a way of identifying the relationships of cause and effect before they arise at each stage of the change process. This commitment to results is appropriate when introducing a decentralised management model which is characteristic of the EUROsocial programme, in which partners from various countries and specialist areas assume responsibilities in pursuit of a common goal, whilst also allowing the participating institutions to define the most appropriate way to implement this within a particular context. This goal is the culmination of a “chain of effects”. Despite the limitations implied by this simplified linear model of the effect of interventions, and taking account of the necessary reservations and precautions, generic definitions for all the links in the chain have been provided below, along with a visual depiction of the model.

EUROsociAL’s interventions are based on the concept of Action, which is understood as a monitoring programme focused on results. Given the heterogeneous nature of the areas covered by the programme and thanks to its decentralised management structure, every Action implemented in the different thematic areas can be designed taking the specific characteristics of the target sectors and institutions into account.

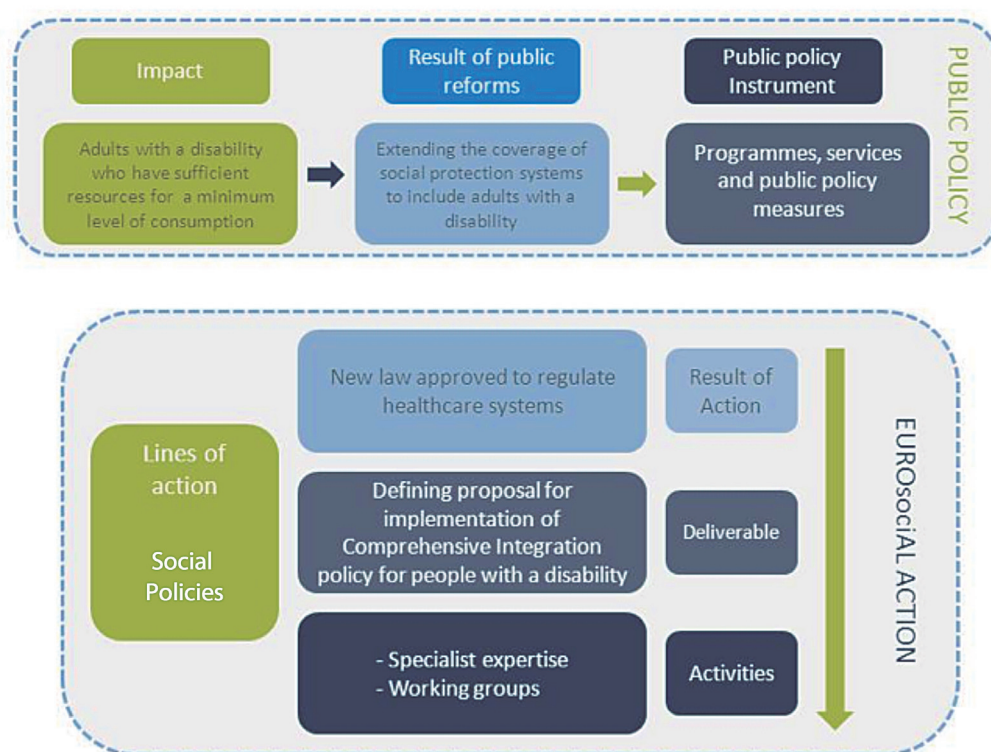
EUROsociAL supports processes of policy reform which are predominately shaped and led by political, economic and social players in Latin American countries. A cooperation programme can never claim credit for the positive results generated through national government policies. At most it can aspire to identify those models or interventions that have had a positive effect on social cohesion of internal dynamics and on decision-making processes at a national level. That is why the programme promotes changes in public policy that can only be implemented by national players and not by external cooperation partners, implying that these changes will generally depend on the political will of governments, at a national, regional or local level. It is they who have the power to legislate, design policies and social programmes, and to assign resources – both in financial and personnel terms – for their implementation.

The EUROsociAL programme, through its support and peer-to-peer public technical assistance programme, does not have the authority to provoke either direct or lasting changes, but only to contribute to them or help ensure their success. It usually achieves this through processes which remain the responsibility of others, such as local public players or agents of social change.

The lifecycle of a public policy takes in a very large number of players who influence the project in various ways throughout its distinct phases. When analyzing the impact of the programme,

these phases are divided into three (corresponding to the intervention levels of the programme). These phases are: agenda (definition of the public problem, awareness-raising, consensus-building...); formulation (design or reform, analysing alternatives, decision-making...) and implementation (processes and procedures for providing a service or for ensuring rights are complied with.) Although all these phases are interrelated, EUROsocial actions do not intend to cover all the lifecycle of a public policy, but rather to accompany processes underway at any point in the cycle, by offering support or the necessary momentum to overcome obstacles whose complexity depends to a large extent on the national context in which this public policy is being implemented. For the programme to produce results it is essential that the national players identify the phase and/or the components for which they wish to receive support. Only by doing this will the programme be able to offer all partners access to a catalogue of similar experiences in other Latin American and European countries, through its role as a regional platform. This is experience that is not transferred, but rather shared and analysed through a participatory approach and using shared learning tools.

An example is given below of how the public results chain connects to the EUROsocial ACTION:



8. MACRO AREAS OF INTERVENTION OF THE PROGRAMME

The programme is structured around four strategic axes. In the latest planning exercise, 10 thematic areas were reduced to four macros areas of intervention, whose structure is justified as follows.

A) SOCIAL POLICIES

Social Policy is the most explicit and direct manner in which the State reduces social inequality—and therefore builds social cohesion—by offering productive opportunities, developing individual skills and ensuring protection for all. This macro area is made up of the areas of Social Protection, Employment, Health and Education.

Social Protection Policies are aimed at addressing the vulnerabilities that individuals and households face on the socio-economic plane. These policies make it possible to confront situations of precariousness such as unemployment, health, disability, family circumstances or old age. Moreover, they guarantee access to numerous services that are essential for human dignity. On the other hand, Education is an especially useful mechanism for increasing opportunities for individuals and an undisputable means of achieving better living conditions. Therefore, the area of Education has also been incorporated into this macro area. In addition, the strategic importance of vocational education for opening job placement channels for youth and favouring the economic development of countries should be noted.

B) INCLUSIVE TAX SYSTEMS

In Latin America's current development phase, there is a general consensus that providing the State with a greater capacity to redistribute resources and play a more active role in promoting equality and fighting poverty cannot be put off any longer. Despite this, the current tax burden is insufficient in the majority of countries in the region, and the tax structure is deficient for meeting their goal of achieving greater social cohesion. In light of this situation, EUROsocial understands the priority nature of supporting reforms that, adapted to the reality of each country, make it possible to raise the tax burden, either through new taxes or through greater tax collection efficiency, a more decisive fight against tax evasion and an increase in taxpayer morality. At the same time, it is essential to improve the quality of spending, both in terms of allocation and effectiveness. The actions in both directions must be complementary, given that citizens will only understand that they must pay taxes if these imply the provision of public goods and services by the State. Therefore, the manner in which the government spends public resources will determine, in large part, its degree of legitimacy and its right to demand more revenue from taxpayers.

Given that one essential aspect for ensuring inclusion and cohesion is the financing of public policies, public finances (on both the revenue and the expenditure side) was considered another key macro area for intervention by the Programme.

C) DEMOCRATIC GOVERNANCE

Good governance promotes, endorses and preserves equity, participation, pluralism and development.

Improving democratic governance in a country is perhaps a less tangible and more complex mechanism than social policies, but it is one that is equally important and effective for building social cohesion. Therefore political and state institutions are required that are efficient and effective, that are seen as legitimate by their citizens, that conduct their actions under the principles of transparency and probity. Corruption, violence, impunity or lack of access to justice undermine the capacities of the State. Therefore, the strengthening of the democratic State and the rule of law is essential for the formulation of inclusive policies and efficient fulfilment of its administrative and management functions.

Under this logic, the areas of Democratic Institutions, Social Dialogue and Regional Development have been grouped under a macro area called “Democratic Governance”. This macro area places the emphasis on transparency and the fight against corruption; and on two elements considered essential in the new governance models related to the expansion and pluralization of the stakeholders who act in the public arena, and which, on the one hand aim to improve the relationship (horizontal) and facilitate dialogue between public and private stakeholders, and, on the other, to incorporate the territory, contributing to making policies more consistent, both from the vertical standpoint (multi-level) and the horizontal one (intersectoral).

While Justice and Security are considered essential for democratic governance, these areas have sufficient weight within the Programme, both in terms of the volume of resources they execute and the number of actions that comprise them, to be constituted as a macro area for autonomous intervention.

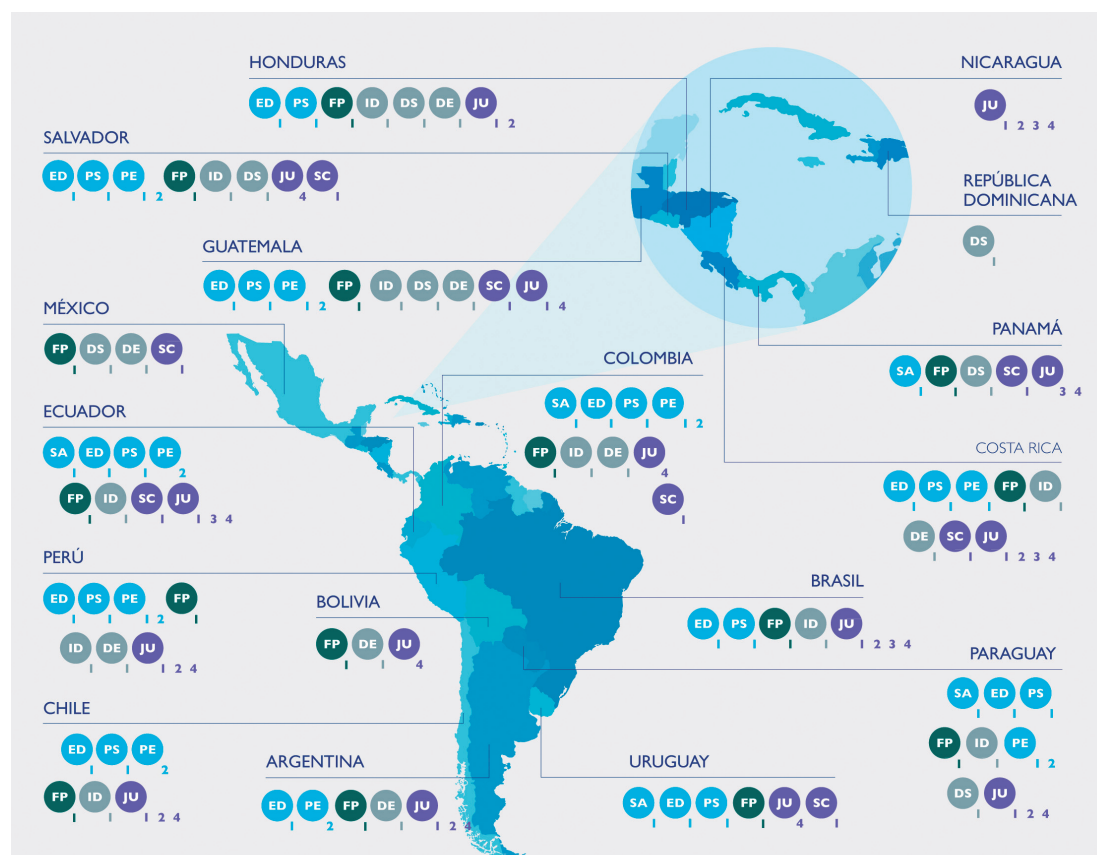
D) JUSTICE AND CITIZEN SECURITY

Justice and Security were constituted as a fourth intervention macro area. In both, we are working on coordination of the stakeholders, whether this be among institutions in the justice sector or between these institutions and other State stakeholders.

The thematic area of Justice places vulnerable persons at the centre: Women who have been victims of gender-based violence, persons belonging to indigenous or native communities, young Afro-Americans, elderly adults, persons with psychosocial or auditory disabilities, incarcerated persons are some of the groups towards which the actions of EUROsociAL are oriented. And always with the same objective: to help people in these groups overcome the barriers they face in access to justice and resolving their disputes—interpersonal or with the government—in a more expeditious, effective and understandable way, sometimes directly. In most cases this is being done by strengthening the resources, mechanisms and capacities of Public Administrations in the Justice sector for providing their services. To do this, operative action protocols are being designed to enable institutions in the Justice sector (Judiciary, Ministries of Justice, Legal Aid Corporations, Houses of Justice, etc.) to improve their mechanisms for attention and assistance to these people (Access to Justice Action) through the following: improving

and strengthening the resources and capacities of institutions for providing assistance (Public Defence for incarcerated persons), or those of Prosecutor's Offices for assisting victims of gender-based violence, or improving the investigation of these types of crimes (Gender Violence Action and Public Defenders Offices Action); strengthening institutional capacities for resolving certain types of disputes through other more suitable means (by improving restorative justice systems or establishing mediation and penal conciliation mechanisms); or providing information and advising on means of access to law (MASC Action and Access to Law Action); and lastly, working so that incarcerated individuals have better opportunities for finding employment and/or for social reintegration after their release from prison (Reintegration of Incarcerated Persons Action). In the case of Citizen Security, it is supporting the coordination of relevant and competent stakeholders for social prevention of violence, thereby approaching public security problems from a perspective centred more on the guarantee of fundamental rights and prevention than on repression.

APPENDIX: ACTIONS BY COUNTRY



MACRO-ÁREAS TEMÁTICAS / MACRO-THEMATIC AREAS

GOBERNANZA DEMOCRÁTICA / DEMOCRATIC GOVERNANCE

ID

INSTITUCIONALIDAD DEMOCRÁTICA / DEMOCRATIC INSTITUTIONS

1. Transparencia y lucha contra la corrupción / Transparency and fight against corruption.

DS

DIÁLOGO SOCIAL / SOCIAL DIALOGUE

1. Fortalecimiento de los consejos económicos y sociales / Strengthening of the economic and social councils.

DE

DESCENTRALIZACIÓN / DECENTRALIZATION

1. Desarrollo regional y cohesión territorial / Regional development and territorial cohesion.

JU

JUSTICIA Y SEGURIDAD CIUDADANA / JUSTICE AND CITIZEN SECURITY

1. Acceso a la justicia para los más vulnerables. / Access to justice for vulnerable groups.
2. Mecanismos alternativos de solución de conflictos / Alternative conflict resolution mechanisms.
3. Atención a víctimas de violencia de género / Assistance for victims of gender violence.
4. Reinserción laboral de personas condenadas / Employment prospects for former prison inmates.

SC

SEGURIDAD CIUDADANA / CITIZEN SECURITY

1. Prevención de la violencia. / Prevention of violence.

POLÍTICAS SOCIALES / SOCIAL POLICIES

SA

SALUD / HEALTH

1. Mejora de la equidad en los sistemas de salud / Improving equity in health systems.

ED

EDUCACIÓN / EDUCATION

1. Prevención del fracaso escolar, permanencia y reintegro / Prevention of school dropout school, attendance and reintegration.

PS

PROTECCIÓN SOCIAL / SOCIAL PROTECTION

1. Fortalecimiento y ampliación de sistemas integrales de protección social / Strengthening of the integral social protection systems.

PE

POLÍTICAS ACTIVAS DE EMPLEO / EMPLOYMENT

1. Sistemas de información laboral (SIL) y sistemas de observancia laboral (SOL) / Employment information systems and employment monitoring systems.
2. Sistemas nacionales de cualificaciones profesionales / National professional qualification systems.

SISTEMAS FISCALES INCLUSIVOS / INCLUSIVE TAX SYSTEMS

FP

FINANZAS PÚBLICAS / PUBLIC FINANCES

1. Sistemas fiscales inclusivos y sostenibles / Inclusive and sustainable fiscal systems.

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