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Social policy issues within the framework of EU development cooperation for Latin America

Summary

The article sets out to unravel the overall picture, describe and analyze recent developments in the EU-Latin America development cooperation focusing on social issues. The region has the highest Gini coefficient worldwide and due to EU's special attention to deprived regions in the course of European integration, the subject of social cohesion had become an axis in bi-regional relations. The article focuses on normative analysis of the EU documents and declarations of the EU – Latin America and Caribbean summits held since 1999. Subsequently, programmes financed by the EU are examined in the view of social issues importance.

Key words: Development cooperation, international social policy, Latin America, European Union

In the studies on international social policy researchers note parallel phenomena of the globalization of social policy pursued at the national level, including through interactions between countries (Ervik, Kildal, Nilssen 2009, Bauman 2000), and secondly

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“socialization” of global policies by international organizations (Deacon 1997, Deacon 2007, Morales-Gómez, 1999). With both these phenomena we encounter within activities of the European Union (hereinafter EU). Social issues have played in European integration increasingly important role acting simultaneously as a counterbalance to the economic reforms, in particular to the establishment of the Single Market. Such understanding of the *sui generis* organization’s activity gradually was passing not only beyond the national Member States boundaries (cross-border programmes), but also outside the EU in the form of pre-accession programmes and assistance within European Neighbourhood Policy (hereinafter ENP) and development cooperation.

The studies draw attention to the European social policy term ambiguity (Anioł 2010; Anioł, Zawadzki, Duszczuk 2011). Analytical categories examined from the perspective of neofunctionalism emphasize the *spillover* effect as the activities of the Communities were originally based on mainly economic grounds, spreading increasingly into social issues (previously reserved only for the states), not only in the implementation of the four freedoms (free movement of people, goods, services and capital) and their growing importance due to the jurisdiction of the European Court of Justice, but also focusing on the redistribution of wealth and assistance to disadvantaged regions. Social elements are secondary to the economic competencies through constitutional asymmetry (treaties provisions), while improving coordination and institutionalization of EU social policy is constant and distinguishing for this specific supranational system (Anioł 2010).

It should be noted that, in the framework of EU external policies, involvement in development aid was originally associated with the past of most founding members, therefore, directed to former colonies (selected African countries). Extending cooperation umbrella to Latin America should be linked with Iberian countries accession. EU development policy in theory meets most principles of “clinical economy” (Sachs 2005). Praxis leaves far more doubts on effectiveness of cooperation and its real impact on social policies.

The normative analysis of social issues in EU external policy can be carried out in two stages, ie, in the bi-regional political documents and internal EU papers (presenting the view of the EU administration and not necessarily EU members²), then in the study on how those political principles are implemented in multi-level cooperation.

Final declarations of the bi-regional summits

The first bi-regional EU – Latin America and the Caribbean summit took place in Rio de Janeiro (28–29.06.1999). In the final declaration many references to social development can be found what illustrates that social issues were a matter of concern to both regions

² Development cooperation is a shared competence of the EC and Member States (complementary to national policies) *Joint statement by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission on European Union Development Policy: ‘The European Consensus’* [OJ C 46, 24.02.2006]

from the starting point. The text predominantly diplomatically praises the improvements achieved in the region. The summit names the relations as strategic, which even unfilled with content is a kind of ennoblement and an indication of the interest of the EU that reveals the possibility of further strengthening the relationship. In the 3 main dimensions of collaboration, social issues arise in the last place – preceded by political dialogue and economic relations based on the liberalization of trade and capital flows. The most important findings for the development of relations in the direction of social issues seem to be a commitment to investment, commitment to social justice and the requirement for a long-term growth, increased resources, the range of social programmes, and above all, sharing experiences in the field of social policies³.

The second summit (Madrid 18.05.2002) was supposed to advance to a new stage in relations between the partners. The declaration is definitely shorter and does not bring new content in the topic of social policy⁴. The document refers to common values, what is emphasized as a special link that exists between the regions. In addition to the top-level meetings, a number of thematic governmental conferences took place before the summit, and a mechanism for monitoring performance was planned. This way relations were gradually intensified and the Union was gaining credibility to act as a new type of donor pursuing the same axiological goals in internal and external relations.

The summit of the greatest importance was held in Guadalajara (28–29.05.2004) after 10 new EU countries (preaccession funds beneficiaries) had joined the ranks. In the preamble to the final declaration, there are numerous references to the protection of human rights, respect for the principles recognized by the United Nations, and to the promotion of socio-economic development to ensure peace in both regions. The document emphasizes the central role of the United Nations in promoting economic and social development, eradicating poverty and hunger. The second part of the declaration is devoted to social cohesion. In addition to the references to the Millennium Development Goals, as a framework for cooperation and a set of indicators to assess progress, the heads of states and governments stressed the “*determination to build fairer societies by strengthening social cohesion, especially bearing in mind the principle of global common responsibility.*” The means to achieve the objective is combating poverty and social inequality, xenophobia and discriminatory practices (based on sex, race, beliefs, ethnic origin) and violence, particularly against women and domestic. A separate paragraph is devoted to the EUROsociAL programme – emphasizing its importance and promoting the exchange of experiences. In addition, the EU provides a continuous support of the following programmes: AL-Invest, @LIS, URB-AL, ALFA, Al an⁵.

³ Final Declaration of the EU-LAC Summit is available on the EU-LAC Foundation website: <http://eulacfoundation.org/documents/1999-rio-declaration> (access date 2/20/2014).

⁴ Statement available at: <http://eulacfoundation.org/documents/2002-madrid-declaration> (access date 2/20/2014).

⁵ Declaration available at: <http://eulacfoundation.org/documents/2004-guadalajara-declaration> (access date 2/20/2014).

The declaration of the third summit is ambitious. In addition to traditional formulations of peace and cooperation, the act contains specific commitments on funding and details of the socio-economic objectives. The line presented in Guadalajara was continued at the next summit (Vienna, 12.05.2006). Regular forums devoted to social cohesion were established and the Parliamentary Assembly of the EU and Latin America was set up. The text of the declaration extended means of achieving social cohesion to the information and communication technologies, and emphasized the achievements of the intergovernmental forum “Alliance for Social Cohesion through Digital Inclusion”⁶.

Declaration of the V bi-regional summit (Lima 16.05.2008) reveals changes in the understanding of term social cohesion, highlighting increasingly environmental issues. The theme of the conference was climate change and poverty, although the declaration provides that the issue of social cohesion defines the axis of the relations. It also highlights the multi-level implementation of commitments. According to the declaration promotion of social cohesion is a moral, political and economic imperative. Following such a strong statement there are further financial commitments for cooperation. Declaration of Lima is much more complex and it strongly emphasizes shared responsibility and implementation priorities which are important to local communities as well as their social development⁷.

The VI summit does not refer so often to social cohesion but only mentions it next to the social inclusion of vulnerable individuals and groups. Summit in Madrid (2010) could be a breakthrough for a greater EU involvement in Latin America. It seemed that the Spanish Presidency had all the tools and will to strive for this state of affairs. However, both the meeting and the final declaration did not bring new quality to the relationship⁸. The EU – Latin America and Caribbean Foundation was created, which promotes inter-regional workshops and conferences. Madrid Plan of Action was a form of structuring relations for better monitoring of activities⁹.

The last summit (Santiago de Chile, 26–27.01.2013) was the first where the partner of the Union were not individual states, but the Community of Latin American and the Caribbean. This formula was given to build symmetry in relations. It is stressed that earlier decisions should be exercised in the “socially constructive” spirit, but the emphasis is on economic issues¹⁰. Social cohesion is still an important goal in the action plan for

⁶ Statement available at: <http://eulacfoundation.org/documents/2006-vienna-declaration> (access date 2/20/2014).

⁷ Statement available at: <http://eulacfoundation.org/documents/2008-lima-declaration> (access date 2/20/2014).

⁸ Statement available at: <http://eulacfoundation.org/documents/2010-madrid-declaration> (access date 2/20/2014).

⁹ The Action Plan is available at: <http://eulacfoundation.org/documents/2010-madrid-action-plan> (access date 2/20/2014)

¹⁰ Statement available at: <http://eulacfoundation.org/documents/2013-santiago-declaration> (access date 2/20/2014).

2013-2015 as the continuation of previous cooperation¹¹. The subject appears together with the issues of regional cooperation, education and employment, in particular, the role of Social Cohesion Forum is highlighted. In the first place there are mentioned activities associated with the development of technology, knowledge and research. This is a change in the approach of partners, which could have resulted due to exhaustion of the formula based on vague goal of social cohesion (Kosiel 2012).

European Commission communications

European Commission responsible for the planning and implementation of development cooperation with Latin America presents trends and strategies in communications. In the 90s the Commission issued a number of acts: *The European Union and Latin America: the present situation and prospects for closer partnership 1996–2000*¹², *New EU-Latin America partnership on the eve of the 21st century*¹³, *Commission's objectives, in the framework of the relations between the European Union and Latin America, in view of the 3rd Summit of Heads of State and Government of the European Union and Latin America and the Caribbean to be held in Guadalajara (Mexico) on 28 May 2004*¹⁴. In those acts EC develops a strategy of dialogue on social cohesion and support for the development assistance.

Among the documents published by the EC in the last decade, the most important is *Stronger Partnership between the European Union and Latin America*¹⁵. For the EU, it is a period of preparation for the new Financial Perspectives (2007–2013). Social cohesion was chosen the main theme of political cooperation. The Commission gives reference to the findings in Guadalajara and explains the choice by social conditions in the region (with the statistics), but also by the fact that the development of national policies in several countries in Latin America and sub-regional level initiatives were established. Importantly, the document notes that although most countries in the region are among the medium income, a vast number of poor people live there. GDP *per capita* index does not reflect the actual situation of the majority of society (the unequal distribution of income and related to this: exclusion, lack of access to the labour market, public goods and services). In addition to the general statements in the communication, there are listed measures to enhance social cohesion by social welfare and tax policies (their efficiency, transparency and justice), the investment in more and better jobs, fight against discrimination, and improvement of basic public services.

The Communication shows the EU's concern on migration and its impact on relationships and countries of origin (brain drain, demographic problems in local communities, etc.) and refers to the solutions proposed in its communication on migration from

¹¹ The Action Plan available at: <http://eulacfoundation.org/documents/2013-santiago-action-plan> (access date 2/20/2014)

¹² COM (95) 495 final (23.10.1995).

¹³ COM (99) 105 final (9.03.1999).

¹⁴ COM (2004) 220 final (7.04.2004).

¹⁵ COM (2005) 636 final.

developing countries. Despite the critical reception, the EC's proposals seem to be well structured and have a clear message as to the involvement of the EU in the framework of the financial perspective; it also requires activity on the other side.

In 2009, the EC presents evaluation and vision of challenges in communication *The European Union and Latin America: Global Players in Partnership*¹⁶. The document continues to concentrate on the previous themes, in particular issues of migration. The EC emphasizes that through cooperation with Inter-American Development Bank, the United Nations Economic Commission for Latin America and the Caribbean, the United Nations Programme for Development, the World Bank and the International Monetary Fund, has brought together the concept of promoting social cohesion.

The evaluation of achievements at this stage seems to be too optimistic. It rightly notes that Latin American countries have carried out a number of reforms, but it is debatable that the center of gravity is related with the controversial climate change. Importantly, the Commission proposes to introduce twinning (between the administrations of EU counterparts and the country where twinning is implemented). This model is widely used to the EU circle of closest countries, ie candidates and ENP. In addition, there is suggestion to copy one utility from ENP – creating on the principle of leverage the Investment Facility for Latin America. The proposals appear to raise the prestige of the relationship and bring them closer to the EU to devote more attention and resources. On the other hand, concern on migration shows that the EU is reliant to more control with the Global Approach to Migration¹⁷. The Communication calls for cooperation in the 'global' subjects, including social issues.

Multi-level cooperation for the improvement of the social situation Bilateral level

In the framework of the bilateral cooperation analysis below includes cooperation between the EU on one side and Latin America countries on the other (projects and budget assistance). Funds are allocated from the Instrument for Development Cooperation for the activities tailored for each country (due to the different needs, political issues and involvement of beneficiaries in the co-operation – the level of support in the area of themes and amount is different). The following analysis of documents collected under the European External Action Service of all countries in the region shows how important element of social issues.

In cooperation with Argentina in the last financial perspective aid was provided for 3 subjects (65 million guaranteed): education to improve social and professional integration (32.9% of funds), the competitiveness of small businesses (35%) and the strengthening of relations with the EU (32.1%). The document highlights the strategic national

¹⁶ SEC (2009) 1227.

¹⁷ Currently Global Approach to Migration and Mobility. For more information visit: http://ec.europa.eu/news/external_relations/111121_en.htm (date of access 03.05.2012).

policy guidelines for Argentina (*good governance*), to ensure economic growth and restore economic confidence, strengthening social cohesion¹⁸. In the previous funding period (2000–2006) initial objectives were verified after the economic crisis in late 2001 and the objectives of poverty reduction and strengthening social cohesion were upgraded from last to first place¹⁹.

Bolivia, at the same time, could count on € 234 million of aid: generating economic opportunities (41%), support for government action against drug production and trafficking (33.5%) and sustainable management of natural resources (25.5%)²⁰. Mid-term review also led to the strengthening of the role of social cohesion and regional integration.

Brazil received less aid (€ 61 million), and the topics of cooperation focus on relations with the EU (70%) and environmental aspects of sustainable development (30%). While in relations with EU social cohesion does not pretend to be a priority, whereas in domestic politics it is extremely important²¹.

Aid sent to Chile is relatively low (€ 41 million) and focuses on the issues of social cohesion (40%), education – academic exchanges and research grants (20%), innovation and competitiveness (40%)²².

Colombia received relatively high support (€ 160 million). Key themes are: peace and stability, including alternative development (70%), law, justice and human rights (20%), performance, competition and trade (10%)²³.

Costa Rica receives funds in the amount of € 34 million, and the priorities are primarily to promote social cohesion (75%) and regional integration (25%)²⁴.

Cooperation with Ecuador is based on two almost equivalent issues: increase of social policy (54%) and creating sustainable economic opportunities with improving regional integration (46%). For these purposes EU booked € 137 million for 2007–2013²⁵.

Republic of Salvador has a similar theme model of cooperation with EU as Costa Rica with significantly higher funds (€ 121 million). Investments are directed to priorities: social cohesion and public safety (70%) and economic growth, regional integration and trade (30%)²⁶.

Guatemala in cooperation shows the opposite trend than Salvador and Costa Rica. The amount of € 135 million is allocated to social cohesion and public safety which

¹⁸ Document available at: http://eeas.europa.eu/argentina/csp/07_13_en.pdf, pp. 6–7. For more information visit: http://eeas.europa.eu/argentina/index_en.htm (date of access 03.05.2012).

¹⁹ With 3 new projects *Apoyo a los Proyectos Alimentarios Comunitarios – APAC*, 10 mln EUR; *Mejora de la Eficiencia y de la Competitividad de la Economía Argentina*, 6,2 mln EUR; *Mejora de la eficiencia y de la Competitividad de las PyMEs del Sector Forestal Industrial – 6 mln EUR*.

²⁰ The strategic document and other information about EU cooperation with Bolivia at: <http://eeas.europa.eu/Bolivia/index.htm> (date of access: 03.05.2012).

²¹ More on: http://eeas.europa.eu/brazil/index_en.htm (date of access 03.05.2012).

²² More on: http://eeas.europa.eu/chile/index_en.htm (date of access 03.05.2012).

²³ More on: http://eeas.europa.eu/colombia/index_en.htm (date of access 03.05.2012).

²⁴ More on: http://eeas.europa.eu/costarica/index_en.htm (date of access 03.05.2012).

²⁵ More on: http://eeas.europa.eu/ecuador/index_en.htm (date of access 03.05.2012).

²⁶ More on: http://eeas.europa.eu/el_salvador/index_en.htm (date of access 03.05.2012).

consists of 35% of the funds, while economic growth and regional integration have more funds (65%)²⁷.

The EU development cooperation with Honduras presents € 223 million. Three main topics are: social cohesion (50%), forest management (30%), improving legal system and public safety (20%)²⁸.

Mexico has only 55 million to spend. Priorities in cooperation with the EU include: social cohesion and dialogue, on the choice of policies to implement (40%), issues of sustainable economy and competitiveness (35%) as well as education and culture (25%)²⁹.

Nicaragua has funds of € 214 million for good governance and democracy (17.5%), education and vocational training (35%), macroeconomic support and economy friendly to investors (44.5%) and institutional support programmes in the various sectors of the economy (5%)³⁰.

Support to Panama (€ 38 million) is divided into two priorities: modernization and strengthening of institutions in order to promote social cohesion (75%) and regional integration (25%)³¹.

EU development aid for Paraguay is €117 million and has two directions: education (81.2%) and issues of regional and international economic integration³².

Peru receives support (€ 132 million) mainly in the field of integrated social development of specific regions in order to enhance social cohesion (80%), as well as on improving the management and support of the rule of law (20%)³³.

The sum of € 31 million allocated for the purpose of development cooperation with Uruguay is divided between two priorities: social and regional cohesion (60%) and innovation, research and economic development (40%)³⁴.

Venezuela in development cooperation with the EU has been granted € 40 million. On the modernization and decentralization of state half of funds are allocated and the other half on a fair, sustainable economic growth and diversified production³⁵.

In annexes to the strategic documents for each country the analysis of social and environmental protection can be found, which is characteristic for the EU's approach to the sustainable development with emphasis on local cooperation with civil society actors.

²⁷ More on: http://eeas.europa.eu/guatemala/index_en.htm (date of access 03.05.2012).

²⁸ More on: http://eeas.europa.eu/honduras/index_en.htm (date of access 03.05.2012).

²⁹ More on: http://eeas.europa.eu/mexico/index_en.htm (date of access 03.05.2012).

³⁰ More on: http://eeas.europa.eu/nicaragua/index_en.htm (date of access 03.05.2012).

³¹ More on: http://eeas.europa.eu/panama/index_en.htm (date of access 03.05.2012).

³² More on: http://eeas.europa.eu/paraguay/index_en.htm (date of access 03.05.2012).

³³ More on: http://eeas.europa.eu/peru/index_en.htm (date of access 03.05.2012).

³⁴ More on: http://eeas.europa.eu/uruguay/index_en.htm and http://eeas.europa.eu/uruguay/csp/07_13_en.pdf (date of access: 03.05.2012).

³⁵ More on: http://eeas.europa.eu/venezuela/index_en.htm (date of access 03.05.2012).

Sub-regional level

Strategic documents for regional organizations are similar in form to the ones created in bilateral relations. In the last Finance Perspective 2007–2013 they include: Latin America as a whole, Central America, Mercosur and the Andean Community.

In a document prepared for the broadest possible group of countries³⁶ EU emphasizes a particular interest in issues of social cohesion and placing cooperation within the implementation of international obligations enshrined in the Millennium Development Goals.

For the Andean Community EU provided € 50 million investment for regional economic integration (40%), economic and social cohesion (40%), prevention of illicit drug cultivation and distribution (20%)³⁷. Compared to the previous document aid was reduced and the priorities changed.

The strategic document describing the EU's relations with Central America³⁸ focuses on the issue of regional integration. Allocated € 75 million was mostly projected for this purpose. In the case of cooperation with this region support line has been maintained – only the titles changed³⁹. Form of political co-operation with Central America known as the San José dialogue initiated in 1984 to present priority topics include additional, i.e. economic and social development.

The relationship with members of Mercosur is set primarily on the promotion of regional integration, especially markets⁴⁰. For this purpose € 50 million for projects is earmarked⁴¹. This is the only case of programme, which lists social cohesion among the “other purposes and policies” as part of the information society. Simultaneously it is indicated that social issues are resolved at other levels (bilateral programmes with individual Mercosur countries).

Regional level – horizontal programmes

Due to the nature of horizontal programmes and their particular focus on the promotion of social cohesion they are essential in the perspective of this analysis.

Programme ALFA (*América Latina – Formación Académica*, Latin America – Academic Training) started in 1994⁴². It was developed according to the following

³⁶ More on the web: http://eeas.europa.eu/la/rsp/07_13_en.pdf (date of access: 03.05.2012).

³⁷ More on Europeaid: http://ec.europa.eu/europeaid/where/latin-america/country-cooperation/andean-community/andean-community_en.htm (Date of access: 03.05.2012).

³⁸ More on the European External Action Service: eeas.europa.eu/ca/rsp/07_13_en.pdf (date of access: 03.05.2012).

³⁹ More on the EC: http://ec.europa.eu/europeaid/where/latin-america/country-cooperation/central-america/central-america_en.htm (Date of access: 03.05.2012).

⁴⁰ More on: http://eeas.europa.eu/mercosur/rsp/07_13_en.pdf (date of access: 03.05.2012).

⁴¹ More on the EC: http://ec.europa.eu/europeaid/where/latin-america/country-cooperation/mercosur/mercosur_en.htm (date of access: 03.05.2012).

⁴² Council Regulation No 443/92 of 25 February 1992 on financial and technical assistance to, and economic cooperation with, the developing countries in Asia and Latin America [Official

priorities: reform of higher education institutions and educational systems of the beneficiary countries, to improve their quality, accessibility and increase importance in the region, the development of skilled human resources, with particular attention to disadvantaged groups, support for the creation of a common area of higher education in Latin America and promote its relationship with the EU⁴³.

The first principle of the programme is the collaboration of academic networks. They learn from each other and jointly seek methods instead of receiving a ready-to-use product or solution to the problem. Only a group of at least 6 educational institutions (3 of each region), could present a joint project. Projects implemented in the different phases of the programme have a wide range of topics: from workshops on the management of universities, improvement of administration to the specific scientific and technical trainings. In the pilot phase, inter alia, a publication about adapt curricula to the market economy was issued⁴⁴. For example, in the early stages engineering and technology projects dominated thematically (64 projects). Others were implemented within the framework of: social sciences and economics (41) education (37), environment (23), medical sciences (14), architecture and urban planning (8) and law (7)⁴⁵.

At an programme began to operate in 2002. It included research for PhD students, as well as training for high-level officials and future decision-makers in institutions or academic centers in Latin America and EU. Scholarships were to improve labour opportunities for graduate students and researchers in their countries of origin. Studies and training in the EU took place in the framework of mobility projects at universities and research centers and other organizations, including companies interested in training their employees or adapting structures. During the five annual competitions (2003–2007)⁴⁶ over 3300 scholarships to study at EU universities were granted⁴⁷.

EUROsociAL technical cooperation is an initiative which sole purpose is to promote social cohesion in Latin America. This promotion should be carried out through the exchange of experiences between public administrations responsible for the administration of justice, education, employment, taxes, and health (relevant sectors carried out by

Journal L 052] and Regulation (EC) No 1905/2006 of the European Parliament and of the Council of 18 December 2006 establishing a financing instrument for development cooperation, OJ EC Series L 378/41 of 27.12.2006.

⁴³ EC, *EC-LA Guide Development Cooperation 2008-2010* at http://ec.europa.eu/europeaid/where/latin-america/documents/ec-la_development_cooperation_guide_2008-2010_en.pdf

⁴⁴ More on: <http://www.alfa-kickstart.org/> (date of access 03.05.2012).

⁴⁵ Report available at http://ec.europa.eu/europeaid/where/latin-america/regional-cooperation/alfa/documents/informe-final_evaluacion.pdf 03.05.2012).

⁴⁶ Currently under *Erasmus Mundus – External Cooperation Window* special contests for citizens in Latin America.

⁴⁷ 90% of the funds allocated for scholarships and doctoral studies (age limit: 45 years), 10% for vocational training for officials in higher positions (30–50 years and an additional minimum of 7 years of work). The cost of accommodation and travel in 75% were covered by project, the rest paid by student. More on: <http://www.programalban.org/> (date of access 01.05.2010).

consortia of institutions). Its aim is to strengthen the institutional capacity of the public administration directly implementing social cohesion policies. In the design projects resembles twinings. EUROsociAL is open to institutions interested in participating in the political processes and institutional reforms that aim to increase assistance and social cohesion in the region.

The internal coherence of the programme is guaranteed by the cross-body for coordination and guidance in the composition of representatives of all the consortia. The strategic guidelines of the programme are described by the Joint Committee (EC, Inter-American Development Bank, the Economic Commission for Latin America and the United Nations Development Programme). The Joint Committee was supposed to take care also of the development of the region and meeting the Millennium Development Goals.

The EUROsociAL activities were directed at three target groups: senior officials on social policy; experts, research centers, universities, organizations of workers and employers, civil society, etc., and officials at executive level (responsible for the implementation of social policies and aid programmes).

EUROsociAL led a number of projects to achieve political awareness and exchange of experience. These activities were aimed at gathering the necessary knowledge about the social conditions of the region (situation analysis necessary to implement new strategies, programmes and policies). Information and promotional campaigns were directed mainly to the political decision-makers and people who actively participate in the creation and implementation of policies especially middle-rank officials responsible for the ongoing administration of public funds.

AL-Invest Programme (*América Latina – Apoyo a la Inversion*) supports the internationalization of small and medium-sized enterprises to strengthen their presence in European markets. The programme is one of the longest running. The intended effect is to seize the opportunities of regional integration and trade agreements with the European Union. It offers: technical assistance, presence at trade fairs and exhibitions, business meetings, workshops on technology in Europe and Latin America, analyzing the prospects for the markets, establishment of contacts with European organizations, information on administrative procedures and EU funds and tenders, exchange of experiences, knowledge and technology. Contract services are carried out by Eurochambres (Association of European Chambers of Commerce and Industry). Since its inception, the programme organized 140,000 business meetings and managed to acquire € 500 million in trade agreements. AL-INVEST is committed to the task of strengthening the capacity of associations and bringing closer business culture between Latin America and the EU.

EURO-SOLAR is an initiative of the European Commission to promote sustainable development. The main objective is to promote the use of renewable energy sources for social development in Bolivia, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, Paraguay and Peru. The programme refers to the traditional electrification projects, adding to the energy generation a number of other social goals, such as improving access

to education and health care, promotion of productive activities, the ability to create community and gender equality.

The programme includes the installation of 600 sets generating and accumulating energy from renewable sources. The equipment consists of photovoltaic panels (in some cases also wind generators) and is transferred to the ownership of local communities (300 thousand inhabitants) with no access to electricity. The kit includes five laptops, multifunction printer, projector, device necessary for satellite Internet access and IP telephony (antenna, modem), filter for water, refrigerator, and batteries. Programme does not limit to the installation, but also involves the training of residents in the use and maintenance of equipment. In addition, it should be emphasized that such systems are an alternative to isolated (for technical or financial reasons) rural areas.

Programme @LIS Alliance for Information Society (*Alianza para la Sociedad de la Información Europa – América Latina*) was officially launched at the Seville ministerial meeting of the EU – Latin America on the Information Society in 2002. With the programme funds 19 demonstration projects were implemented in the field of local governance, education, cultural diversity, health and e-inclusion. The aim of the programme is to promote policy dialogue and regulation aimed at strengthening relations between the regions, improvement of infrastructure networks between the scientific communities, incentive to dialogue and cooperation among policy makers, civil society and academia. As telecommunications is an effective tool to promote integration among peoples of the region, implementing the project emphasizes that in the current economic crisis, development of information, communication technologies and increasing efficiency in the use of them are crucial for the region, taking into account the potential to provide services to the population (education, health and administrative services).

URB-AL is a horizontal programme aimed at urban areas. The objectives of the programme include:

- development of direct and lasting relations between local regions through the dissemination of best practices in the field of urban policies,
- strengthening the capacity of local social, economic and cultural development of urban areas,
- developing a plan to improve the structural capacity of the local authorities (including training of staff),
- improving the conditions for the development of small and medium-sized cities within internationalization,
- promotion of local development best practices.

URB-AL projects were to promote social cohesion in urban areas. Mainstreaming exchange of experience gave a broader perspective in the context of thematic networks.

ALURE Programme (América Latina – Uso de Energía Racional) was created in 1995 as a collaboration for the rationalization of energy (electricity, oil, gas and energy efficiency). Objectives of the programme include improving the services provided by energy companies in the region, to promote trade links with their European counterparts,

contributing to the policy, regulatory and institutional framework, and at the same time these actions should facilitate sustainable development.

Activities of ALURE were to assist in energy market reorganization, decentralization and commercialization of energy systems (with a constant increase of the private sector share)⁴⁸. The assumption was that the intended plants' competitiveness improvement would result in better adaptation to higher environmental standards⁴⁹.

Investment Facility for Latin America⁵⁰ is a copy of the Neighbourhood Investment Facility. It provides funding grants to support significant investments (in conjunction with another type of public funding of beneficiary country, private or international loans) in terms of interconnection and energy infrastructure, transport, including energy efficiency and renewable energy systems, environment, social cohesion and development of private sector. For such investments' additional support in 2009–2013 was allocated € 125 million⁵¹. The programme aims to encourage the implementation of costly investments involving many parties in financing.

Conclusions

The Latin American region is very diverse in terms of socio-economic and political situation. Nevertheless, what is characteristic for the whole area, is significant social inequalities combined with other elements that deteriorate state of social cohesion of each country concerned. Since the region has the highest Gini coefficient in the world, and also because of the related problems in discriminatory access to public use goods, development cooperation with the EU has been directed to issues of social cohesion. This is shown both in the analysis of bi-regional and internal EU documents as well as in cooperation strategies and programmes.

Development cooperation, both within the specific priorities and in cross-cutting issues, is being implemented at different levels. Bilateral cooperation programmes and collaboration with a group of countries have dissimilar characteristics. As shown in the analysis social issues have different weight. For some countries, this is the primary point of development cooperation with the EU, while for others the issue of lesser importance. However, what they have in common is that social issues are always on the plate and constitute a top priority for a group of 17 countries altogether.

⁴⁸ More on: <http://www.eclac.cl/publicaciones/xml/7/4947/lcl1410i.pdf> (date of access: 02.05.2011).

⁴⁹ Data from the University of Seville: <http://www.esi2.us.es/IQA/proy/proy11.htm> (date of access: 02.05.2011).

⁵⁰ Information about the inauguration on: <http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/10/196&format=HTML&aged=0&language=EN&guiLanguage=en> (Date of access: 02.05.2011).

⁵¹ More at: http://ec.europa.eu/europeaid/where/latin-america/regional-cooperation/laif/index_en.htm and http://ec.europa.eu/europeaid/where/latin-america/regional-cooperation/laif/in-detail_en.htm (date of access: 02.05.2011).

Formula of strategic documents is another form adapted directly from structural policy within the European Union, where every country has agreed with the European Commission national strategic frameworks. The same form of documents and action plans is used in the case of EPS. Mid-term strategies review also “spilled” to the ground of development cooperation. Therefore, as shown above, social issues as they became crucial inside EU, they also represent its values outside in documents of development cooperation with Latin America. Likewise inside EU development cooperation does not impose exact formulas in social policy. As ‘soft policy’ tool it rather encourages states to better align policies to their needs (while reducing bureaucracy and corruption), by giving fora and experts for exchanging best practices, discussing examples, financing some infrastructure, workshops and missions. Thus, most of political recommendations stay merely wishful thinking.

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Streszczenie

Artykuł prezentuje i poddaje analizie ostatnie zmiany będące efektem współpracy pomiędzy Unią Europejską a Ameryką Łacińską skupiające się na kwestiach społecznych. Region Ameryki Łacińskiej ma obecnie najwyższy na świecie współczynnik Giniego i dzięki specjalnym działaniom podejmowanym przez Unię Europejską a skierowanym do ubogich państw regionu, kwestia spójności społecznej stała się osią wzajemnych relacji. Artykuł skupia się na analizie aktów prawnych Unii Europejskiej oraz porozumień zawartych

pomiędzy Unią Europejską a Ameryką Łacińską i Karaibami od 1999 r. Programy finansowane przez Unię Europejską są rozpatrywane w kontekście ważnych kwestii społecznych.

Słowa kluczowe: współpraca na rzecz rozwoju, międzynarodowa polityka społeczna, Ameryka Łacińska, Unia Europejska

Cytowanie

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