

European Network Indicators of Social Quality  
- ENIQ -

“Social Quality”  
The Final Report

by  
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European Foundation on Social Quality

May 2005





## *European Foundation on Social Quality*

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The European Network Indicators of Social Quality is co-ordinated by the European Foundation on Social Quality in Amsterdam and was Financed under the European Commissions DG Research fifth Framework program; 2001-2004.

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## **Preface**

This Final Report is published by the co-ordinating team of the European Network on Indicators of Social Quality (ENIQ). The Report incorporates the 14 national reports published by the Network's participants and their assistants. Also published simultaneously are reports by the European Anti-Poverty Network and the International Council of Social Welfare, European Region based on the work of ENIQ. The Network began in October 2001 and completed its work in March 2005. It was funded under the Fifth Framework Programme of Directorate-General Research. As said, all of these reports and the deliberations of the Network contributed to this Final Report which contains a comprehensive overview of all ENIQ's activities and publications, based on the scientific and policy objectives and the applied methods to produce its outcomes.

ENIQ has been focussed mainly on the operationalisation of the four conditional factors of social quality: socio-economic security, social cohesion, social inclusion and social empowerment. This huge collective effort has produced a very original and theoretically grounded instrument for comparative research aimed at understanding the nature and experience of social quality in different countries and in assessing the impact of policy changes. The national reports also reveal the highly differentiated character of the European Union (EU) which cannot be captured by reduction to a small number of social models. At the same time there is clearly an intrinsic affinity in the emphasis on equity and solidarity between most of the countries involved. This intrinsic, philosophical affinity is intriguing for future research.

The work presented in the Network's Final Report and the national reports will contribute substantially to the major book that will be published by the end of this year. There will also be articles based on the national reports in the European Journal of Social Quality.

The preparation of this Final Report was an extremely difficult task. Developing a new approach, a new instrument, and analysing important social and economic trends and their consequences entailed considerable efforts for both established scientists and their junior scientists. The whole Network had to grapple with the theoretical aspects of social quality as well as the empirical dimensions. Therefore we want to express our deep gratitude, on behalf of the European Foundation for Social Quality, for the work done by all participants in ENIQ and their assistants. We will endeavour to ensure that this effort is not wasted and that Europe benefits from their expertise. We also want to acknowledge the excellent contributions of the staff of the European Foundation on Social Quality - Margo Keizer, Helma Verkleij, Robert Duiveman and Sarah Doornbos - to the successful completion of this project. They made substantial inputs to all stages of the Network. Finally our thanks to the European Commission for funding ENIQ and the Dutch Scientific Fund (NWO) for financing the unplanned three plenary meetings of all junior scientists who contributed with such a great enthusiasm to the work of ENIQ.

Alan Walker, Chair of ENIQ

Laurent van der Maesen, Co-ordinator of ENIQ



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# **1 Executive Summary/Overview**

## **1.1 Introduction**

The European Network on Indicators of Social Quality (ENIQ) ran from October 2001 to December 2004. It could start thanks to the support by DG Research of the European Commission, which rewarded in the context of the Framework Programme 5 the June 2000 application by the European Foundation on Social Quality. The Network consisted of 14 partner countries and two European NGOs. Over its 39 month life the Network held four meetings. All participants appointed a part-time scientific assistant. During this time three meetings were organised with all these assistants, thanks to the financial support by the Dutch Scientific Fund (NWO). Also through the creation of unique national reference groups on social quality, ENIQ has engaged more than 100 scientists and policy makers in its work.

The project had eight scientific and three policy objectives all but one of which have been met. Thanks to the efforts and commitment of the participants, the Network was able to deliver substantial additional outputs beyond those originally envisaged. These include major explorations of the four conditional factors of social quality – socio-economic security, social cohesion, social inclusion and social empowerment – all of which are key concepts for European policy; important theoretical development of the concept of social quality; and 14 national surveys of the current trends in social quality (see notes 11, 12 and 13). Although much of the work of the Network was concerned with the detailed and laborious examination of specific indicators the policy implications of its work are highly significant. In contrast to previous attempts to measure living standards, social exclusion or, more generally, quality of life, the Network has provided the basis for a holistic and theoretically grounded approach to both understanding and measuring the quality of social life as lived, day to day, by citizens in all European countries.

One of the reasons that the Network was able to make substantial progress, apart from the quality and commitment of the network itself, was that it built on the existing achievements of the European Foundation on Social Quality (EFSQ). Originating in a critique of the dominance of economic over social policy at both European and national levels, the concept of social quality was seen by European leaders, including Jacques Delors and Romano Prodi, as representing the essential combination of economic progress and social justice achieved by the EU Member States but with a strong element of a mission that is unfinished. Thus social quality was seen as a touchstone for the nature of the EU and also as a guiding light. A very small Foundation has been able to achieve so much because of the support of a large network of European scientists (more than 1000 have signed the Amsterdam Declaration on the Social Quality of Europe).

## **1.2 The actors of the Network (ENIQ)**

During its 39 month life many scientists the Network's participants and their assistants, operationalised the scientific and policy objectives of the Network, namely:

- Prof. dr Alan Walker (chair), Sheffield University, United Kingdom.
- Dr Laurent J.G. van der Maesen (co-ordinator), EFSQ, The Netherlands.

They were assisted by:

- Drs Margo Keizer, EFSQ, The Netherlands.
- Drs Helma Verkleij, EFSQ, The Netherlands.
- Drs Joyce Hamilton, EFSQ, The Netherlands.
- Drs Robert Duiveman, EFSQ, The Netherlands.
- Sarah Doornbos, EFSQ, The Netherlands.

The participants and their assistants are:

- Dr David Phillips, Sheffield University, United Kingdom.
- Dr Andrea Wigfield and Dr Suzanne Hacking, Sheffield University, United Kingdom.
  
- Prof. dr Maria Petmesidou, Democritus University of Thrace, Greece.
- Dr Perikles Polizoidis, Democritus University of Thrace, Greece.
  
- Prof dr Denis Bouget, Maison des Sciences de l'Homme Ange Guepin, France.
- Frederic Salladarre and Mourad Sandi, University of Nantes, France.
  
- Prof. dr Bea Cantillon, University of Antwerp, Belgium.
- Veerle De Maesschalck, University of Antwerp, Belgium.
  
- Dr Mika Gissler, STAKES, Finland.
- Mika Vuori, STAKES, Finland.
  
- Prof. dr Ilona Ostner, Georg-August University of Göttingen, Germany.
- Prof. dr Steffen Kühnel, Georg-August University of Göttingen, Germany.
- Michael Ebert, Georg-August University of Göttingen, Germany.
  
- Dr Erzsebet Bukodi, Hungarian Central Statistical Office, Hungary.
- Szilvia Altorjai, Hungarian Central Statistical Office, Hungary.
  
- Prof. dr Séamus O'Conneide, National University of Ireland, Ireland.
- Jean Cushen and Fearghas O'Gabhan, National University of Ireland, Ireland.

- Prof. dr Chiara Saraceno, University of Turin, Italy.
- Susanna Terracina and Ester Cois, University of Turin, Italy.
  
- Prof dr Chris de Neubourg, University of Maastricht, The Netherlands.
- Pia Steffens, University of Maastricht, The Netherlands.
  
- Dr Heloisa Perista, CESIS, Portugal.
- Pedro Perista, CESIS, Portugal.
- Isabel Baptista, CESIS, Portugal
  
- Dr Srna Mandic, University of Ljubljana, Slovenia.
- Ruzica Boskic, University of Ljubljana, Slovenia.
  
- Prof. dr Juan Monreal, University of Murcia, Spain.
- Salvadora Titos, University of Murcia, Spain.
  
- Prof. dr Göran Therborn, SCASSS, Sweden.
- Sonia Therborn, SCASSS, Sweden.
  
- Mr Fintan Farrell, European Anti Poverty Network, Belgium.
- Barbara Demeyer, University of Leuven, Belgium.
  
- Mrs Marjaliisa Kauppinen, International Council on Social Welfare, Finland.
- Aki Siltaniemi, International Council on Social Welfare, Finland.

The Network's Advisors are:

- Dr Wolfgang Beck, EFSQ, The Netherlands.
- Dr Peter Herrmann, University of Cork and ESOSC, Ireland.
- Dr Yitzhak Berman, European Centre for Social Welfare Policy and Research, Austria.
- Prof. dr Dave Gordon, University of Bristol, United Kingdom.

### **1.3 The Foundation's second book as point of departure**

The policy of the European Foundation on Social Quality is based on five pillars: (i) theorising social quality, (ii) developing its measurement instruments, (iii) applying these instruments to policy outcomes as well as circumstances in cities and regions, (iv) disseminating the Foundation's outcomes, and (v) stimulating public debates. In January 2001 the Foundation published the outcomes of the 'permanent symposium' about social quality and the outcomes of its projects in a second book; *Social Quality, A New Vision for Europe* (Kluwer Law International, 2001). In the Foreword of this book Mr. R. Prodi, the former President of the European Commission, says that "*The concept of quality is,*

*in essence, a democratic concept, based on partnership between the European institutions, the Member States, regional and local authorities and civil society. Quality conveys the sense of excellence that characterises the European social model. The great merit of this book is that it places social issues at the very core of the concept of quality. It promotes an approach that goes beyond production, economic growth, employment and social protection and gives self-fulfilment for individual citizens a major role to play in the formation of collective identities. This makes the book an important and original contribution for the shaping of a new Europe”.*

Thanks to this work the Foundation was rewarded for a manifold of grants. The most important were, first, a grant by DG Employment and Social Affairs for analysing employment policies from a social quality perspective. The main theme concerned the way the social quality approach may underpin flexibility and security in employment. The outcomes were published by Berghahn Journals in the double issue of the European Journal of Social Quality in 2003. The second important grant was rewarded by DG Research to develop a robust set of indicators with which to measure the conditional factors of social quality. This resulted in the start of the European Network on Indicators of Social Quality (ENIQ) in October 2001. More information about the EFSQ and its work is contained on the website: [www.socialquality.org](http://www.socialquality.org).

## **1.4 Aims and Objectives of ENIQ**

The main aim of ENIQ was to progress the operationalisation of social quality as a useful tool for scientists, policy makers, practitioners and citizens. The Network was focussed specifically on the development of indicators by which to measure the four conditional factors determining social quality (socio-economic security, social cohesion, social inclusion and social empowerment). The project was intended as an exploratory, path clearing, one and therefore its key scientific objectives reflected this: To design a preliminary index of social quality, to identify data gaps and requirements, to create the basis for a new yardstick with which to assess the impact of social and economic policies and to develop benchmarks for social quality. Other scientific objectives related to the processes involved in this work, engagement with wider research and policy communities and dissemination. In addition ENIQ had explicit policy objectives concerning the creation of a more rational and theoretically grounded basis for policy making at national and EU levels.

ENIQ achieved all of its objectives except the development of benchmarks. This slight reorientation was due to the Network's decisions to focus on theoretical clarification before moving to indicator development, the detailed analyses undertaken on the four conditional factors and the realisation that benchmarking should follow a comparison of the *outcomes* of the application of the preliminary index generated by ENIQ. The absence of this single element was more than compensated for by other outputs.

## 1.5 The steps made by the network

The measurement tools of the conditional factors are indicators. Indicators of social quality are thus – to be precise – ‘indicators of the conditional factors of social quality’. As said, the network’s challenge was to develop a robust set of these indicators. A condition was to clarify and to elaborate the social quality theory. This was done by applying deductive and inductive approaches that increased the understanding of the nature of the four conditional factors substantially. Thanks to four plenary sessions of the network’s participants and three plenary sessions of their assistants, all those engaged could reach an agreement on the final definition of the four conditional factors, and recognise their domains and sub-domains. This delivered the consensus necessary for the development of indicators for all sub-domains that are relevant for the understanding of the nature of the conditional factor in question.

The outcomes of this process are presented in the national reports. The following steps are made to syntonize all relevant concepts and to define the set of indicators: firstly, to determine the subject matter and definition of the conditional factors; secondly, to relate these definitions to each other as well as to the subject matter of ‘the social’; thirdly, to determine the conditional factors’ most essential domains; fourthly, to determine the nature of the sub-domains. As argued already these steps were based on the reciprocity between empirical explorations in the different countries and theoretical elaboration of the conditional factors of social quality, thus between inductive and deductive approaches.

## 1.6 Achievements

The huge amount of work carried out by ENIQ is detailed in the final report and in the 14 national reports and two NGO reports that accompany it. All of this material is being distilled into a major book scheduled for publication later this year. Here some of the main points are summarised.

*A Preliminary Index of Social Quality.*

ENIQ has produced initial indicators for the four conditional factors of social quality. This comprises 18 domains, 50 sub-domains and 94 indicators. The domains are as follows:

### **Domains of Social Quality**

<i>Socio-economic Security</i>	<i>Social cohesion</i>
<i>Financial resources</i>	<i>Trust</i>
<i>Housing and the environment</i>	<i>Other integrative norms and values</i>
<i>Health and care</i>	<i>Social networks</i>
<i>Work</i>	<i>Identity</i>
<i>Education</i>	
<i>Social Inclusion</i>	<i>Social Empowerment</i>
<i>Citizenship rights</i>	<i>Knowledge base</i>
<i>Labour market</i>	<i>Labour market</i>
<i>Services (public and private)</i>	<i>Openness and Supportiveness of Institutions</i>
<i>Social networks</i>	<i>Personal relations</i>

Thus the basis has been created for a new approach to measuring the quality of the social context of everyday life and to assessing the impact thereon of social and economic developments and policies. The painstaking process involved in creating these indicators is described in the final report. The list of proposed indicators were not plucked from thin air but, rather, each of them was chosen iteratively according to their relationship with the care theory of social quality. This is not to suggest that the indicators are unique to social quality. What is unique is the process of deriving them and, of course, the social quality framework itself.

#### *Trends in Social Quality*

The national surveys provide the first assessment of social quality and the trends affecting it.

#### *Theoretical Advances*

In establishing the foundations upon which to develop indicators of social quality ENIQ made some important theoretical contributions. First of all it re-defined and analysed the four conditional factors. Each of these analyses will comprise a chapter in the book based on ENIQ. The four definitions are as follows:

Socio-economic security	Is the extent to which people have resources over time.
Social cohesion	Is the extent to which social relations, based on identities, values and norms, are shared.
Social inclusion	Is the extent to which people have access to and are integrated into the different institutions and social relations that constitute everyday life.
Social empowerment	Is the extent to which the personal capabilities of individual people and their ability to act are enhanced by social relations.

Secondly ENIQ clarified the relationship between the constitution of people as competent social actors and their actual experience of social quality. Thus, underpinning the four conditional factors, is the process which, via the constant tension between self-realisation and the formation of collective identities, people become competent actors in the field of social quality. Essential in this process are the rule of law, human rights and social justice, social recognition/respect, social responsiveness and the individual's capacity to participate. This work is crucial to the theory on which social quality is founded but also to the construction of indicators (see below).

Thirdly, partly as a result of this theoretical development, ENIQ was able to elaborate extensively the key differences between social quality and the many different quality of life measurements. The purpose was not to downgrade an honourable tradition of quality of life research but to point out the ways in which the social quality perspective differs from it and to argue that these create a sound basis for policy decisions. The essential difference is that, in contrast to the open-ended meta-level idea of quality of life, social quality is theoretically grounded in social relations and measured by outcomes that are defined by the same theory.

#### *Methodological Advances*

In order to devise indices that are linked, through the domains, sub-domains and conditional factors of social quality, ENIQ had to devote considerable time and effort to methodology. As noted, the theory of social quality connects each of the four conditional factors but a method was required which would also connect this to each indicator. The starting point was the establishment of the trinomial nature of each conditional factor: its subject matter, its specific characteristic and its mutual relationship with the other three factors. The subject matter is represented by the definition, the specific characteristics are resources (socio-economic security), solidarity (social cohesion), access and participation (social inclusion), and enabling (social empowerment), and the mutual relationship is the interdependence of the four factors. The next stage was to establish domains as the essential assets of the conditional factors and sub-domains as the essential subsets of the domains which, as noted already, was an extensive iterative process. Both of them bear trinomial character of their respective conditional factors. Finally the indicators themselves are dependent on their domains and sub-domains and

represent the specific characteristic of the conditional factor. Thus a red thread runs from the theory of social relations underpinning social quality to each indicator. In other words each of them reflects an aspect of the extent to which people, as competent social actors, are able to simultaneously pursue self-realisation and, as citizens, the formation and participation in collective identities.

### *Multi-disciplinary Dialogue*

Another unique aspect of ENIQ was the creation of national reference groups of scientists and policy makers. These were engaged in the iterative process involved in determining the domains, sub-domains and indicators and in the search for data gaps and priorities. Some 250 scientists and policy makers were enlisted by the national participants. Multi-disciplinary dialogues were also developed through the numerous dissemination activities of the Network.

### *European NGO Perspectives*

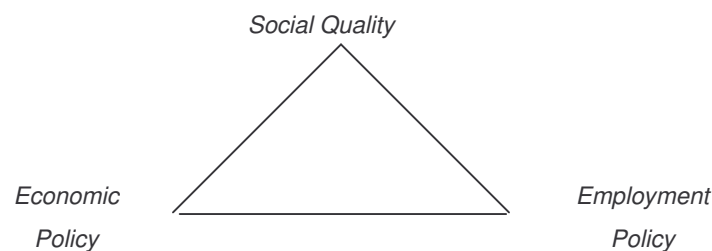
The participation of the EAPN and ISCW added important dimensions to ENIQ. As their separate reports show. They were able from a European perspective to describe and the analyse the 'fait et gestes' of the Network (ENIQ) and the consequences for their own work in Europe.

### *Dissemination*

ENIQ has generated a huge amount of material only a fraction of which is contained in the Final Report. As well as the 14 final national reports and two NGO reports there are a manifold of research papers and working papers published. All those publications are mentioned in this Final Report. The most important output from the project will be the forthcoming book on Social Quality Indicators and the double issue of the European Journal of Social Quality.

## **1.7 Policy Relevance**

It is clear that the four conditional factors on which ENIQ primarily focussed are also essential to the European social dialogue. This is why social quality figured prominently in the European Social Policy Agenda 2000-2005, as represented in this diagram.





However the relationship posited existed only in heuristic terms. What ENIQ has done is to create the basis for it to be tested in practice. By clearing the ground for the creation of a fully refined index of social quality ENIQ has offered the prospect to policy makers of both regular surveys and a yardstick by which to measure progress (both economic and social). ENIQ is highly policy-relevant, secondly, because it has clarified greatly the nature of the key policy concepts of socio-economic security, social inclusion, social cohesion and social empowerment. Thirdly, the national surveys of trends in social quality demonstrate the need to revise radically previous concepts of the EU consisting of three or four welfare models or regimes. Not only do these misrepresent the complexity and variety of social policies in the EU but they are not, like social quality, rooted in the everyday experiences of citizens.

## **1.8 Conclusions**

In this Final Reports as well as in all national reports the domains, sub-domains and indicators are presented in order to assess the data availability for these indicators. At this stage we will summarise some results of this approach:

The indicators reflect processes of interacting social beings. In comparison with other approaches, the social quality approach has paid a lot more attention to the theoretical foundation of the indicators. It distinguishes 'the social' from the economic. Or more precise, the economic is seen as an aspect of 'the social' as is the cultural, the juridical etc. This prevents the trap of explaining social policy (or welfare policy) as a productive factor for economic policy and economic growth. The social has its own *raison d'être*.

For the first time in the academic world concepts as socio-economic security, social cohesion, social inclusion and social empowerment are theoretically related with each other. The social quality theory demonstrates the intrinsic affinity of these four conditional factors. Herewith it addresses the existing scientific and policy-making fragmentation.

Thanks to the applied method we have the possibility to analyse the nature and relationships between different policy areas. For example the relationship between economic policy, social policy and employment policy – see the Lisbon strategy – cannot be properly analysed without an intermediary. Social quality and the knowledge about the nature and changes of the four conditional factors deliver the points of departure for such an intermediary.

The network has constructed indicators for measuring the nature and changes of the four conditional factors. By applying these indicators we dispose of a new tool for international comparison that is based on theoretically grounded concepts. Thanks to the application of this tools we are able to analyse the convergence and divergence between the Member States of the European Union with regard to these conditional factors of social quality. This could have added value for international comparison.

Thanks to the assessment of the data availability of the indicators – as is done in each national report – we recognise the highly differentiated character of the countries of the European Union. This differentiated character cannot be captured by a reduction to a small number of social models. At the same time we recognise an intrinsic affinity in the emphasis on equity and solidarity between most of the countries involved. This outcome of the national reports will deliver good points of departure for future research on the comparison of the essence of the developmental approach of the European Union, the USA and the Asian countries.

## 2 The project's original objectives and some of its changes

### 2.1 Introduction: arguments for new indicators

The core-business of the 'Network Indicators of Social Quality' (mentioned the Network) is the development of social quality indicators. According to the Network's participants we may conclude that after an extended dormant period lasting from the late 1980s to the early 1990s social indicators are now back in vogue. Social analysts are showing interest once again in identifying and standardising measurements of the daily circumstances of citizens. Two broad approaches have evolved within the social indicators movement. The first uses a combination of objective measures which are known to influence life chances and satisfaction (poverty, disability, pollution etc) and the second uses a more holistic and subjective approach, for example by asking individual members of the population to give an assessment of their perceived quality of life. The debate among social scientists about conceptualising for example well-being, particularly in Europe, has moved away from the idea of poverty or multiple deprivation (whether defined in relation to external criteria or self perception) as a static, distributional condition or outcome. It now encompasses a more dynamic approach based on notions of social exclusion, related to marginalisation or detachment from a moral order associated with a status hierarchy or collectivities or rights, duties and obligations. Social exclusion and social inclusion provide a wider and multidimensional approach to the quality of life than does poverty but even this has been seen by EU policy makers and academics as being unduly narrow as a basis for developing effective local, national and European public policies.

In this context an overarching conceptual frame work of social quality is being developed, identifying potential domains and indicators of the elements of social quality. It is both a valuable exercise in its own right in helping to operationally define each element or conditional factor of social quality. Therefore it can also be useful in clarifying the distinctions between these conditions and identifying possible ambiguities and omissions in relation to the conception of well-being in general which lies at the heart of the notion of social quality.<sup>1</sup> With this in mind we will present in this Chapter the rationale of the Network. To understand this rationale we have to explain the context of the Network. Then we will present its original scientific and policy oriented objectives. In this report's conclusions we will explain some changes of these objectives.

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<sup>1</sup> Y.Berman, D.Phillips, 'Indicators of Social Quality and Social Exclusion at National and Community Level', *Social Indicators Research*, 50 (2000): 329-350.

## 2.2 The Network's context

During the first stage of the European Foundation on Social Quality, from 1996 until 2001, the Network was focused on mobilising academics from all over Europe to prepare and to present the outlines of a new theory about what constitutes citizenship in the EU. They were stimulated by the critique of neoliberal globalisation and, in the case of the development of the EU, by the dominance of economic interests and economic thinking and policies. Important was to develop international standards with which to counteract the downward pressure on welfare spending (the race to the bottom). But which standards are acceptable and from which theory are they derived and why? Economic dominance demanded a renewed analysis and understanding of daily life and, contributions to new policies at European and national level. The conflict between the political-economic and social-political dimensions of the EU was most visible in the reductions in social spending and in the growing unemployment-rates resulting from the convergence criteria for EMU. Less obvious was the implied residualisation and individualisation of a manifold of public policies in the emerging US style 'third way' politics in Europe – the Transatlantic consensus – and the attempt to re-cast the EU's social protection systems into a narrow production-oriented US model. This trend is clearly demonstrated in the case of the new Eastern European Member States.<sup>2</sup> It was the risk posed by these developments which led to the conclusion that a new approach to public policies was needed, one which did not privilege economic over other goals.

The Foundation's search for a concept that both represented what the European model had sought to embody and that focused attention on the goals of social policy – re-cast from its narrow administrative form to a broader societal one – rapidly led to the term 'social quality'. This appealed to the Foundation because it conveyed, on the one hand, the achievement of the EU Member States in creating a unique blend of economic success and social development not found in either the US or East-Asia. At the same time it suggests a mission that is unfinished: a reminder of what the EU should be striving for and a guiding star for the required direction of change. Important events were the Foundation's first book on the '*Social Quality of Europe*', published in 1997<sup>3</sup> and the '*Amsterdam Declaration on the Social Quality of Europe*' published at the same time and later signed by 1000 scientists from all over Europe<sup>4</sup>.

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<sup>2</sup> Z. Ferge, 'European Integration and the Reform of Social Security in the Accession Countries', *European Journal of Social Quality*, Volume 3, Issues 1&2 (2001), pages 9-26. Her conclusion is that "the implicit model for Central Eastern Europe, which in many cases is dutifully applied, is different from the 'European model' as we knew it, and in many respects close to the original World Bank agenda. As a matter of fact high officials of the Bank do present the developments in Central-Eastern Europe as a social policy model to be followed by the current members of the Union. The weakening of the European model in the member countries may antagonise their citizens who may then use the accession countries as scapegoats. If the EU members do not follow the monetarist recipe the gap will grow between East and West", page-22.

<sup>3</sup> W. A. Beck, L.J.G. van der Maesen, A. C. Walker (eds), '*The Social Quality of Europe*', (The Hague, London, Boston: Kluwer Law International), 1997). In paperback, Bristol: Policy Press, 1998.

<sup>4</sup> '*The Amsterdam Declaration on the Social Quality of Europe*' (Amsterdam: EFSQ, 1997). The Declaration is published in the Foundation's second book, see note-5, pp.385-387

In this stage the Foundation's focussed on participating in workshops and conferences in order to present the design of this new theory and to test the preliminary outcomes in different small projects. The Foundation tried to stimulate a permanent dialogue and the outcomes were, finally, presented in its second book, namely: '*Social Quality, a New Vision for Europe*', published in the beginning of 2001.<sup>5</sup> The then President of the European Commission, mr R. Prodi, wrote in the Foreword, that "*the great merit of this book is that it places social issues at the very core of the concept of quality. It promotes an approach that goes beyond production, economic growth, employment and social protection and gives self-fulfilment for individual citizens a major role to play in the formation of collective identities. This makes the book an important and original contribution to the shaping of a new Europe*".

The work done in the first stage to develop the concept of social quality was rewarded by the European Commission. This can be seen as a recognition of the importance of the work that has been done so far and an incentive to carry on with the Foundation's task. No less than six projects are implemented with financial support from Brussels. These projects regard: (i) the development of indicators of social quality by the Network, (ii) the application of the theory to employment policies and (iii) the organisation of public debates in The Netherlands in 2001, 2002 and 2003. Based on these outcomes the Foundation formulated the following four goals for its second stage: (i) the deepening of the theory of social quality and explicating its social-philosophical points of departure, (ii) the development of measurement instruments for the application of the theory to daily life, (iii) the constructive confrontation of both theory and measurement instruments with different policy areas, and (vi) the dissemination of the outcomes and the participation in public debates. The Annual Reports of 2001, 2002 and 2003 published the way these goals were addressed and the outcomes of herewith related activities.<sup>6</sup>

## 2.3 The rationale and the objectives of the project

Having created a theoretical platform for the development of social quality during the first stage, the next, and current plan of the Foundation's work is to try to operationalise the concept as a useful tool for policy-makers, practitioners and organised citizens. This is the reason for developing measurement instruments. Priority is given to the **development of indicators** of the four conditional factors of social quality, namely: (i) socio-economic security, (ii) social cohesion, (iii) social inclusion, and (iv) social empowerment. Seen in the context of the social quality theory this priority is quite logical. These four factors or 'elements of the social' deliver the conditions for social quality. The first and very decisive step for comparing circumstances of daily life in the cities and regions of the European Union – a necessary point of departure for public policies with which to underpin democratic relations, social

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<sup>5</sup> W. A. Beck, L.J.G. van der Maesen, F. Thomése, A. C. Walker (eds) '*Social Quality: a Vision for Europe*', (The Hague, London, Boston: Kluwer Law International, 2001).

<sup>6</sup> '*Annual Report 2000*', (Amsterdam: EFSQ, July 2001), '*Annual Report 2001*' (Amsterdam: EFSQ, April 2004): '*Annual Report 2002*', (Amsterdam: EFSQ, June 2004), '*Annual Report 2003*', (Amsterdam: EFSQ, December 2004). These reports are published at the website: [www.socialquality.org](http://www.socialquality.org)

justice and equity from different parts of the Union – is understanding the nature of these conditional factors. Their nature will be measured by indicators.

In 2000 the Foundation presented an application to DG-Research of the European Commission with support by sixteen institutions all over Europe.<sup>7</sup> This project proposal was submitted to a call of the 5th Framework Programme of DG Research, more specifically in the Socio-Economic Research part of the horizontal programme 'Improving the Human Resource Potential'. By the end of December 2000 the Foundation received the approval of this proposal. The Evaluation Summary Report said: "*The project is very valuable for any national and European policy in the socio-economic sphere. It has to be carried out as an international comparative project because of the multi-dimensionality of the concept of 'social quality'. It can be expected that this project's outcomes will play an important role in the future national and European policy making*". Thanks to this funding the Foundation was able to create the Network (ENIQ), composed of representatives of sixteen institutes, running for three years, October 2001 till December 2004.

In the project proposal a distinction was made between its scientific objectives and its policy objectives. The **scientific objectives** can be summarised as follows:

- First, to design a preliminary index of 'indicators of social quality'. This index will be used to create new benchmarks for scientists and policy makers by which to assess the impact of socio-economic transformation on European citizens and, at the same time, a mechanism that enables citizens themselves to be active participants in the process of change.
- Second, to create national networks of scientists, policy makers and other research users who will contribute to the task of deriving an index of social quality.
- Third, in conjunction with Eurostat, to identify the necessary data requirements for a data base on social quality, which may be used for primary analyses.
- Fourth, to develop benchmarks for social quality, based upon an interpretation of the obtained comparative empirical data (third objective), with which to deepen essential questions regarding the indicators.
- Fifth, to create points of departure for a new yardstick with which to assess social development and the effectiveness of social policies, on European and national levels, as well as concerning regions and local levels.
- Sixth, to prepare and stimulate a multi-disciplinary dialogue on social quality and its indicators at the national and regional levels.
- Seventh, to link the work conducted on social quality indicators with parallel research by other scientists working within the social indicators.
- Eighth, to complete conclusions about the outcomes of the above mentioned scientific objectives and policy objectives (see later) and actively disseminate the results of this work.<sup>8</sup>

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<sup>7</sup> L.J.G. van der Maesen, A.C. Walker, W.A. Beck, 'Report: Indicators of Social Quality: Proposal to DG-Research of the European Commission', (Amsterdam: EFSQ, June 2000).

<sup>8</sup> See note-7.

The **policy objectives** can be summarised as follows:

- First, to assist local, national and European policy makers to develop policies regarding the four conditional factors of social quality and therefore to assess more effectively the impact of structural changes on the quality of citizens' daily circumstances.<sup>9</sup>
- Second, to create such a consistent system of relevant public policy categories that will pave the way for addressing different policy areas from the same social quality perspective. This will be based on the outcomes of the first objective.

Third, to deliver new types of contributions, with help of the outcomes of the first and second objectives, to stimulate the interconnectedness of (i) the Lisbon Strategy, (ii) the Social Agenda Policies, (iii) the development of the Constitution, and (iv) the Enlargement. It will prevent the indefensible neo-functionalistic form of reasoning. Thanks to this it will deliver an alternative approach for the classification in threefold models or regimes, squeezing all Member States into different categories.

## 2.4 Any reorientation of the objectives

With regard to the scientific objects some changes happened during the lifetime of the Network. Accomplished is the design of a preliminary index of indicators social quality (ad-1) in co-operation with members of the national networks and other colleagues all over Europe (ad-2). This elaboration absorbed a large part of the project's available time. Another important part of the time was spent to the identification of the necessary data, not only from Eurostat, but also from Eurobarometer, the European Social Survey, and the European Values Study (ad-3). In the national reports the indicators are connected with these European based data as well as specific national data. Here the Network created a really new point of departure for comparing economic, social and cultural relations in national circumstances (ad-4). In the two following Chapters we will refer to the outcomes. Up to this stage the work done by the Network was very intense. The benchmarking has not been done but the points of departure are elaborated for the developing of yardsticks. The operationalisation can not be done in abstract. The scientific work of the Network creates the basis for work with policy makers on criteria and benchmarks. (ad-5). In other words there are practical and logical reasons for its delay.

From its beginning, the Network had, first, to address four types of problems which may be seen as aspects of its scientific objectives which were not envisaged in the June 2000 application. These problems were a consequence of the European character of the Network. Scientists from fourteen different nationalities participated in this project. The key problems were: (i) all participants applied different interpretations of the social quality theory as presented in the Foundation's second study in January 2001, (ii) they applied different frames of reference for the elaboration and application of the theory, (iii) the participants and their assistants differed culturally, (iv) nearly all of them had to use a foreign language in order to communicate. This means that an unmentioned scientific objective of this

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<sup>9</sup> See note-7.



European based Network was to create a common accepted conceptual scheme and frame of reference which was lacking at the start of the Network. To address this essential objective the Network was challenged to develop some original methods in order to cope with these four problems. A core aspect was to stimulate a precise reciprocity between deductive based and inductive based analyses (see following Chapter).

Second, the participants were strongly invited to elaborate aspects of the theory in order to design the proposed index of indicators in as logical a way as possible. Thanks to the plenary sessions of the Network some crucial theoretical problems could be recognised and they demanded for a solution. This resulted in a second and unenvisaged scientific objective. The Network addressed this objective by elaborating in a great deal the four conditional factors of social quality.<sup>10</sup> All participants could take on board this elaboration for the creation of the design of indicators and for the determination of the most adequate data which should be connected with these indicators at the national level.

Thanks to this achievement, the Network or its successor has to address, third, the interpretation of the outcomes of the national reports with this theoretical and empirical elaboration of the four conditional factors in mind. In other words, the development of benchmarks and yardstick should be delayed for logical reasons. Thanks to this work we are enabled to approach the elaboration of a set of indicators (ad-1), the contribution by scientists (ad-2), the determination of adequate data (ad-3) and the interpretation of the comparison of the national reports (ad-4) on a higher and more adequate level. This should have a logical priority above the developments of benchmarks (ad-4) and yardsticks (ad-5). Notwithstanding this delay the Network was enabled to compare the consequences of the social quality approach for developing the set of indicators with the quality of life approaches (ad-7). This will be presented in the following Chapters. Finally, the Network made investments for the dissemination of its outcomes (ad-8). It (i) published this Final Report, it (ii) published fourteen national reports, and (iii) two European reports about the outcomes, it will publish (iv) a double Issue of the European Journal of Social quality about the outcomes of the national reports, it paved the way for the (v) publication of the Foundation's third book about a comprehensive overview of its outcomes in the summer of 2005, and, finally it published (vi) all the central reports about the work done by the Network on the Foundation's website.

With regard to the policy objectives we will make the following points. These objectives will be addressed in this Report's final Chapter and, very soon, in the Foundation's third book. According to the co-ordinating team, all policy objectives mentioned above are realised. The reorientation concerns a new objective, not mentioned in the June 200 application, which in fact functions as a condition for the policy objectives mentioned above. Thanks to the elaboration of the four conditional factors and the enhancing of the basis for the set of indicators we will be enabled to start a very practical based comparison of aspects of daily life in the cities and regions of the EU. The national reports enlighten

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<sup>10</sup> This elaboration will result in four Chapters of the Foundation's third book (December 2005) with which to present the Network's outcomes in a broader context.



the differences between national circumstances very clearly. This comparison is a condition for all three other policy objectives as well.



## 3 Scientific description of the Network and its results

### 3.1 Introduction

As argued above the co-ordinating team was challenged to develop some original methods in order to cope with four problems as a consequence of the European nature of the Network. It started to stimulate a relationship between deductive based analyses and inductive based analyses. The preliminary consensus about the theory – discussed during the first and second plenary session – were tentatively applied in the first data availability assessment in fourteen national contexts. The outcomes stimulated us to deepen the common interpretation of the theory. This new stage was used for a second assessment. The outcomes of this higher level exploration paved the way for the elaboration of the commonly accepted interpretation of the four conditional factors of social quality. Especially thanks to the input by the Network's participants the co-ordinating team and its advisors could start this elaboration by deriving their essence of the conditional factors from the new interpretation of 'the social', by analysing the general scientific and European policy debates about these conditions and by determining the crucial domains and sub-domains of these conditions. This resulted in the final consensus about their indicators. The outcomes of this third stage exercise paved the way for the third data availability assessment in fourteen countries. The outcomes are published in fourteen the national reports about indicators of social quality.<sup>11</sup> Also published simultaneously are reports by the European Anti-Poverty Network<sup>12</sup> and the International Council; of Social Welfare.<sup>13</sup>

In other words, the work by the Network stimulated an incessant reciprocity between theoretical labour and empirical research in successive stages. For each stage an adequate research purpose and methodology was chosen. For this reason we will not describe, first the research carried out, and after that the used methodology, but we will follow the different stages and herewith related research and applied methodology in the following sections. In the final section we will present an overview of national conclusions about the 'effectivity' of the applied indicators and the 'functionality' of available European and national data. Based on this presentation we may conclude which data we miss and

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<sup>11</sup> These reports are:

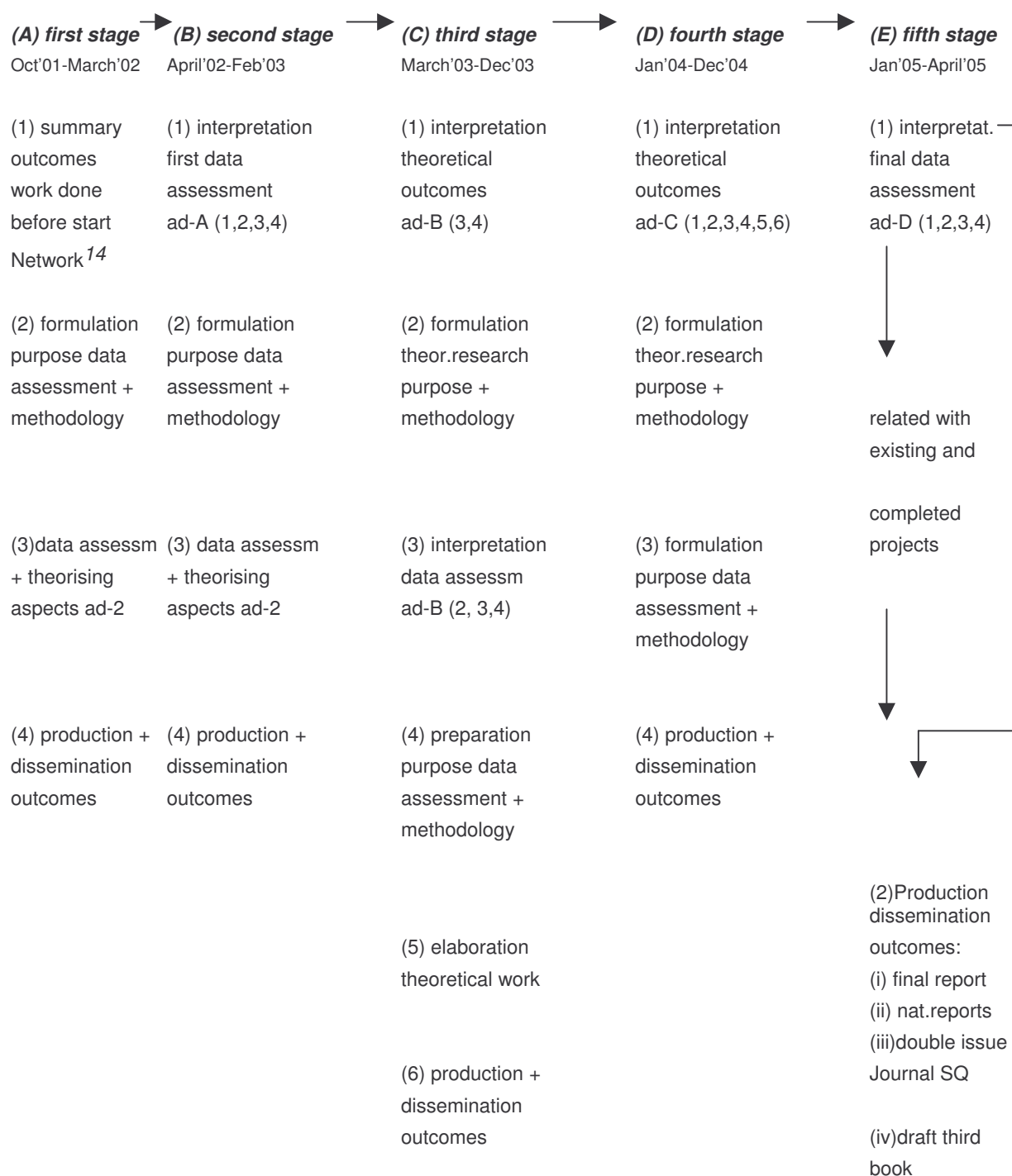
- D. Phillips, S. Hacking, '*The British National Report and Social Quality*', (Amsterdam: EFSQ, March 2005).
- M. Petmesiou, P. Polizoidis, '*The Greek National Report and Social Quality*', (Amsterdam: EFSQ, March 2005).
- D. Bouget, F. Salladarre, '*The French National Report and Social Quality*', (Amsterdam: EFSQ, March 2005).
- B. Cantillon, V. DeMaesschalck, '*The Belgium National Report and Social Quality*', (Amsterdam: EFSQ, March 2005).
- M. Gissler, M. Vuori, '*The Finnish National Report and Social Quality*', (Amsterdam: EFSQ, March 2005).
- I. Ostner, S. Kuhnel, M. Ebert, '*The German National Report and Social Quality*', (Amsterdam: EFSQ, March 2005).
- E. Bukodi, S. Altorjai, '*The Hungarian National Report and Social Quality*', (Amsterdam: EFSQ, March 2005).
- S. O'Conneide, F. O'Gabhann, '*The Irish National Report and Social Quality*', (Amsterdam: EFSQ, March 2005).
- C. Saraceno, E. Coies, '*The Italian National Report and Social Quality*', (Amsterdam: EFSQ, March 2005).
- C. de Neubourg, P. Steffens, '*The Dutch National Report and Social Quality*', (Amsterdam: EFSQ, 2005).
- H. Peristo, P. Perista, '*The Portuguese National Report and Social Quality*', (Amsterdam: EFSQ, 2005).
- S. Mandic, R. Boskic, '*The Slovenian National Report and Social Quality*', (Amsterdam: EFAQ, March 2005).
- J. Monreal, S. Titos, '*The Spanish National Report and Social Quality*', (Amsterdam: EFSQ, March 2005).
- G. Therborn, S. Therborn, '*The Swedish National Report and Social Quality*', (Amsterdam: EFSQ, March 2005).

<sup>12</sup> F. Farrel, B. Demeyer, '*The European Anti Poverty Report and Social Quality*', (Amsterdam: EFSQ, March 2005).

<sup>13</sup> M. Kauppinen, A. Siltaniemi, '*The International Council on Social Welfare Report and Social Quality*', (Amsterdam: EFSQ, March 2005).

why. Herewith we start the fourth stage of the elaboration of the indicators. The Network is not enabled to make the other steps of the fourth stage. This should be done by its successor. This complex research and methodological procedure is not without reasons. For comparing the state of the art of the four conditional factors in each country, their regions and their cities we need an understanding of the processes concerning these factors and the herewith related relevance of indicators. In the context of the social quality approach, indicators are intrinsically related with these processes. Herewith we see another important difference with the quality of life indicators. We may present this Chapter's composition as follows:

**Figure-1: Composition of the Chapter (except introduction and conclusions)**



<sup>14</sup> This summarise is done in the research paper, referred to in note-15.

## 3.2 The first stage research purpose and applied methodology

### 3.2.1 The start of the first stage and the exploration of differences

In October 2001 and February 2002 the co-ordinating team organised the Network's plenary sessions in Amsterdam in order to create a common starting point. To reach a consensus to start the activities a research paper was published with which (i) to explain the differences between the Foundation's first book and its second book, (ii) to explore especially Chapters 17 and 18 of the second book in order to deepen the question of the constructions of indicators, and (iii) to translate the supposed outcomes into preliminary indicators. The authors supposed that with help of the agreement about these preliminary indicators the Network could start its first empirical research.<sup>15</sup> In this research paper the similarities and differences between the social quality approach and the quality of life approaches – for example the approach by ZUMA in Mannheim – were explained as well. The points of difference are: (i) that quality of life approaches refer to the qualities of given societies and the social quality approach to changes of societies (the consequences of processes of transformation), (ii) quality of life emphasises the individual perception and satisfaction of social conditions and the social quality approach distinguishes between three levels, namely the conditional factors, the constitutional factors and the normative conditions, (iii) quality of life encompasses material and nonmaterial, objective and subjective and individual and collective aspects of welfare (objective living conditions, subjective well-being and the perceived quality of existing aspects of society) and the social quality's central focus concerns the relationship between the self-realisation of individual people in the context of the formation of collective identities, related to public affairs and capabilities (self-organisation, promotion of interests). The social is both conceptual point of departure and goal of research at the same time.

This research paper stimulated the debate between the participants which resulted in an electronic communication leading into the first consensus. Thanks to this debate three essential changes were made compared to this research paper. First, the Network started with the exploration of one conditional factor, namely socio-economic security.<sup>16</sup> Because of the delicate nature of the consensus it was necessary to develop experiences with the tentative application of aspects of the theory of social quality. There were good reasons to start with socio-economic security. The second change concerns the distinction between conditional factors, domains and indicators. This was not enough. We need also sub-domains in order to derive adequate indicators with which to measure the manifold of tendencies related with the conditional factors, in this case socio-economic security. The third change concerns the nature of – in this case – indicators of socio-economic security as a consequence of the determination of its sub-domains.<sup>17</sup>

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<sup>15</sup> W.A.Beck, L.J.G. van der Maesen, D. Phillips, 'General paper on behalf of the first plenary meeting of the Network Indicators of Social Quality', (Amsterdam: EFSQ, October 2001). See for the comparison with the quality of life approach, pages 9-23.

<sup>16</sup> At that time a conditional factor was called a component according Chapter-17 of the Foundation's second book, see note-5.

<sup>17</sup> The proposed indicators in the original research paper, derived from domains (and not sub-domains) delivered the point of departure for the elaboration, see note-15, page 37.

### 3.2.2 The research purpose and methodology

The *research purpose* of this stage was, first, to recognise the most adequate tentative definition of socio-economic security, to derive domains and sub-domains and to tentatively define the indicators of these sub-domains which may explain aspects of the nature, processes and tendencies of socio-economic security. It was argued, that the Network should look for some of the most illustrative indicators with which to explore these tendencies. Therefore the Network should choose a very restrictive amount of sub-domains. These should demonstrate the dialectic between the self-realisation of individual people as social beings and the formation of collective identities. With the help of this demonstration we may better understand actual processes in daily life, relevant for the conditional factor of socio-economic security. This analytic research resulted in a new research paper about the sub-domains and indicators of this conditional factor.<sup>18</sup> The second research purpose was to prepare the data availability assessment with regard to the tentative formulated socio-economic security indicators in fourteen countries. During the four months after the second plenary session, participants reflected upon the proposals referred to above. They sent their conclusions to the Foundation as a contribution to the common search for relevant sub-domains and indicators.<sup>19</sup> Both research purposes implied a strong relationship between theoretical research and data availability assessment. We will come back to this point in our reporting on the third stage.

The first stage's applied *methodology* concerned, first, the orchestration of the deductive based analysis of the domains, sub-domains and indicators of socio-economic security. Second, it concerned the orchestration of the exploration of these indicators in fourteen national contexts. The assistants of the participants were mainly responsible for the exploratory research. They were looking for national data in national circumstances in order to analyse the nature of this conditional factor in their country.

### 3.2.3 The empirical exploration and the theoretical work

On the basis of the outcomes of the Network's first two meetings – in October 2001 and February 2002 – the co-ordinating team was enabled to present the guidelines as points of departure for the empirical research in fourteen countries. In this document the outcomes of the debate on the domains, sub-domains and indicators of socio-economic security was published. The research was done between June 2002 and September 2002.<sup>20</sup>

With regard to the theoretical work the Foundation was responsible for developing a constructive context for the Network's activities. Thanks to questions by many participants of the Network the Foundation published a document about the 'theoretical state of affairs' in order to inform a broader

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<sup>18</sup> L.J.G. van der Maesen, A. C. Walker, '*Research paper: Proposed list of sub-domains and indicators for the social quality component of socio-economic security*', (Amsterdam: EFSQ, March 2002).

<sup>19</sup> In the Annual Report 2002 these papers are mentioned, note-6, page 10 (website: [www.socialquality.org](http://www.socialquality.org)).

<sup>20</sup> M. Keizer, J. Hamilton, '*Working paper: Guidelines for national explorations of the Network Indicators of Social Quality*', (Amsterdam: EFSQ, July 2002).

audience about the development of the theory since the publication of the Foundation's second book. The work done on behalf of the Network stimulated further theorising about social quality. Outcomes thus far were taken on board.<sup>21</sup> The important question was raised how to legitimise theoretically the choice of indicators social quality compared to the indicators, constructed in the context of '**quality of life**' **approaches**, as developed by ZUMA of the University of Mannheim<sup>22</sup> and the European Foundation on the Improvement of Working and Living Conditions in Dublin.<sup>23</sup> Contributors to the social quality approach argue, that while respect for differences and the openness of the future can be seen as the main themes of the intellectual debate among the social theorists and philosophers, the mainstream of the behavioural sciences has turned its empirical interest to individual perspectives on 'quality of life'. This can be seen as a way to address the question what 'the' quality of life might be from a scientific perspective, trying to avoid political and normative issues.

This research has been conducted world wide and produced numerous descriptions of 'quality of life'. As can for instance be gathered from the many thousand of titles of publications (cf. the website of the Australian Center on Quality of Life, of Deakin University). Impressive in quantitative output as this research paradigm appears to be, it shows, overwhelmingly, the many different individual responses to many different questions. These responses do not point in a common direction. More importantly, they presuppose different social and cultural contexts which cannot be methodologically explored in this research program. By merely reproducing the enormous diversity of individual perspectives this paradigm is prevented from articulating a perspective on 'social quality' as it takes the perspective of isolated individuals as the ultimate reality.<sup>24</sup> This theme was already taken on board in the research paper with which started the Network.<sup>25</sup> In the near future the attention should increase because the comparison between both approaches is a necessity for the legitimisation of the social quality approach because the quality of life approach seems to function as evidence sui generis.

### 3.2.4 Production and dissemination of its outcomes

The first stage products concern, first, the documents with which to create a consensus of the Network's participants and their assistants.<sup>26</sup> Furthermore it concerns the fourteen national reports, published in September 2002 as new points of departure.<sup>27</sup> These national empirical explorations by the participants and their assistants closed the Network's first stage. These products are disseminated

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<sup>21</sup> L.J.G. van der Maesen, '*Theorising Social Quality, The state of affairs*', (Amsterdam: EFSQ, June 2002).

<sup>22</sup> H.H. Noll, '*The European System of Social Indicators: An Instrument for Social Monitoring and Reporting*', (Mannheim: ZUMA, 2000), and R. Berger-Schmitt, H.J.H. Noll, '*Conceptual Framework and Structure of a European System of Social Indicators: EuReporting no.9*', (Mannheim: ZUMA, 2000).

<sup>23</sup> T. Fahey, B. Nolan, C.T. Whelan, '*A proposal for the future activities on Living Conditions and Quality of Life*', (Dublin: European Foundation for the Improvement of Living and Working Conditions, August 2002).

<sup>24</sup> J. Baars, '*First paper on behalf the theory-group of the European Foundation on Social Quality*', (Tilburg: University of Tilburg, November 2002).

<sup>25</sup> See note-15.

<sup>26</sup> It regards especially the documents referred to in notes-15, 18, 20, 21 and 24.

<sup>27</sup> See Annual Report 2002, note-6.



in different ways. First, by contributing to different conferences (of the Regional Council of Toscana in Florence, of the European Foundation on the Improvement of Living and Working Conditions in Dublin) and in workshops (by the University of Cork, by the University of Athens, and the Kingston University). The conference in Dublin was important because its Foundation was to be enabled by the European Commission to start with extensive surveys all over Europe to gather data for their 'quality of life indicators'. From the side of the Network a presentation was given about the nature of the social quality approach in order to start a dialogue with the Dublin Foundation.<sup>28</sup> Second, by stimulating the construction of national reference groups by the participants and assistants and by sending these groups information about the stage of affairs. Members of these groups were informed about the nature of the first empirical explorations. Third, by publishing the Progress Report and presenting this report on the website.<sup>29</sup> Fourth, by referring to the Network's activities in the Foundation's Annual Report 2002<sup>30</sup> and its second Newsletter.<sup>31</sup>

### 3.3 The second stage research purpose and applied methodology

#### 3.3.1 Interpretation of outcomes of the first stage

The first national reports delivered the points of departure for the Network's second stage. In order to start the second stage these reports had to be interpreted. In the meantime the co-ordinating team addressed the question of how to create a common based analytical frame of reference on behalf of the assistants as junior scientists from fourteen different countries? How to create a collective conscience for contributing to a coherent product of the Network.<sup>32</sup> The Dutch Scientific Fund (NWO) supported the Foundation financially in order to organise the first meeting of all assistants in Amsterdam at the end of September 2002.<sup>33</sup> It was prepared in the following three ways. First, by the preparation of the discussion about the applied guidelines for the first national explorations of domains, sub-domains and indicators (see above). Thanks to the outcomes of the exploration these guidelines could be placed in an analytical perspective. Second, by presenting a more fundamental analysis of the conditional factor socio-economic security, its domains, sub-domains and indicators, based on the foregoing analytical elaboration.<sup>34</sup> Third, by preparing the discussion about the outcomes of the first national explorations.

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<sup>28</sup> A. C. Walker, 'Lecture about the social quality strategy for the conference of the European Foundation on the Improvement of Working and Living Conditions in Dublin', (Sheffield: University of Sheffield, September 2002). With help of this lecture new steps were made for the comparison between different approaches.

<sup>29</sup> M. Keizer, J. Hamilton, 'Progress Report, Project Year 1 (2001/2002) of the Network Indicators of Social Quality (ENIQ)' (Amsterdam: EFSQ, November 2002).

<sup>30</sup> See note-6.

<sup>31</sup> 'Newsletter number 2' (Amsterdam: EFSQ, October 2002. This newsletter is sent to 1000 colleagues.

<sup>32</sup> It regards the same question, connected with the co-operation of all participants, see section-2.3, namely the four problems which should be addressed by the co-ordinating team.

<sup>33</sup> This procedure – organising meetings with all assistants – was not foreseen in the June 2000 application, see note-7.

<sup>34</sup> M. Keizer, 'Socio-economic security: Preliminary discussion paper on behalf of the first meeting of assistants of the European Network Indicators of Social Quality', (Amsterdam: EFSQ, August 2002). This document may be seen as a new step compared its forerunner, see note-15.

As argued, the challenge was to develop a common frame of reference in order to debate together all national reports from a common point of view (with help of the guidelines and the more fundamental draft of the research paper about socio-economic security). The reflection of the outcomes of the Dublin Foundation (see above) was applied in order to contribute to the same frame of reference. It became clear that more attention should be given to understanding of the similarities and differences between the social quality approach and the manifold of quality of life approaches. At the end of the meeting, all assistants were invited to send the co-ordinating team their preliminary ideas about these similarities and differences, based on the input by the co-ordinating team. This study was meant as an interesting exercise and an instrument to create a common frame of reference.<sup>35</sup> Soon after the assistants' first meeting the minutes were published as a method to start the second stage of the research.<sup>36</sup>

### 3.3.2 The research purpose and methodology

The *research purpose* of the second stage was, first, to debate the development of the conditional factor of socio-economic security based on the preliminary data availability assessment in fourteen countries and the theoretical work done up till now. In other words, it was oriented on the reciprocity between forms of deductive reasoning and inductive reasoning, based on the inputs from fourteen countries. The challenge was to make a new theoretical step the nature of socio-economic security. Second, to elaborate its domains, sub-domains and indicators. As argued these investments should prepare an identical approach for three other conditional factors as well, namely social cohesion, social inclusion and social empowerment. Third, to translate the outcomes into guidelines for the second stage of data availability assessment.

With regard to the method for developing indicators the Network's participants made an important decision. They could follow the 'European policy debate' about social security and social protection for determining policy accepted domains, sub-domains and related indicators. Or they could derive the domains and sub-domains from the conditional factor according to the logic of the social quality approach. An example of the first was given by the Foundation's project about 'employment policies and social quality', supported by DG for Employment and Social Affairs.<sup>37</sup> This project analysed and compared the state of affairs of employment policies in nine European countries from the perspective of the social quality approach.<sup>38</sup> Its task was to connect the outcomes of employment policies in these European countries with the conditional factors of social quality.

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<sup>35</sup> The herewith related papers were sent to the Foundation in December 2002, see Annual Report 2002, note-6, page-12.

<sup>36</sup> M. Keizer, 'Working paper: Minutes of the first meeting of assistants of the Network Indicators of Social Quality', (Amsterdam: EFSQ, October 2002).

<sup>37</sup> This Foundation's project started in December 2000 and was completed in April 2002.

<sup>38</sup> This project was prepared by studies of scientists, co-operating with the Foundation. These studies were published in: the *European Journal of Social Quality*, Volume-2, Issue 2 (2000), 150 pages, namely by: Alan Walker (editorial), Monica Threlfall (European Employment: A New Approach to Analysing Trends), Miguel Laparra Navarro and Manuel Aguilar Hendrickson (The Social Meaning of Employment and Unemployment), Ton Korver (Regulating Labour: Employment Policy in Europe), Anke Hassel (The Role of Organising Labour in De-Industrialising Economics), (Chiara Saraceno (Being Young in Italy: The Paradoxes of a Familistic Society)).

Because this project began before that of the Network Indicators it could, logically, not use the outcomes of the Network. The project had to refer to information from studies on employment policies, mainly conducted for the European Commission. As a result, it started from policy processes rather than from the theory of social quality. Its main challenge was thus how to move from employment policy to interpretations of its impact on one or more of the conditional factors. Rather than using the Network's conclusions about indicators for these conditional factors, the project had to develop interpretations through its own research. It divided according to the European Commission's division of employment relations into four domains, namely (i) employability, (ii) entrepreneurship, (iii) adaptability, and (iv) equal opportunities. Furthermore it divided one of them, adaptability into four sub-domains: (i) human resources, (ii) prevention, (iii) flexicurity and (iv) representation. Finally it determined with the help of a collective iterative method the indicators of these sub-domains of adaptability. The domain of adaptability was of interest because it could be related with the conditional factor of inclusion.<sup>39</sup> In other words the Network's participants disposed of an example how to approach a policy domain from the perspective of social quality.

The Network did not follow the pathway of this example. The reason was to be independent of the mainstream discourse and to operationalise the conditional factors and its measurement instruments from authentic interpretations of the relations in the daily life of citizens. According to this procedure, the outcomes can be connected with a manifold of policies because its comprehensiveness. Furthermore, concepts as social security or social protection are interpreted differently all over Europe and they cause confusion. By developing the concept of socio-economic security in relation to the subject matter of 'the social' - and relating this concept intrinsically with the concepts of social cohesion, social inclusion and social empowerment - the concepts as social security and social protection may be defined more precisely as aspects of the new concept of socio-economic security, thus as elements of a new paradigm. This is the way to prevent the downgrading of these aspects of socio-economic security as a function for economic policy and economic growth. This is what happens in the mainstream approach, for example by arguing that 'social protection is a productive factor'.<sup>40</sup> According to the mainstream approach, the new commissioner for employment and social affairs says recently that the European social model is not a burden for Europe or for the economy, it is a productive factor.<sup>41</sup> It is not only social protection but the whole social fabric which should be productive and stimulate the handmaiden position of welfare policies on behalf of economic policies. This crucial theme is criticised by the social quality theory.

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<sup>39</sup> The outcomes of this project on employment policies is published in the double issue of the: *European Journal of Social Quality*, Volume 4, Issue 1 & 2 (2003), 255 pages, with co-operation by: Francois Nectoux (Kingston University), Laurent J.G. van der Maesen (EFSQ), Dave Gordon (University of Bristol), Joyce Hamilton (EFSQ), Ton Korver (University Tilburg), Monique Threlfall (University of Loughborough), Ruud Vlek (UWV), George Vobruba (University of Leipzig), Pekka Kosonen (University of Helsinki), An Marchal (University of Leuven), Jozef Pacolet (University of Leuven), Heloisa Perista (CESIS), Pedro Perista (CESIS), Peter Robert (TARKI), Jukka Vanska (University of Helsinki).

<sup>40</sup> From the social quality approach critique is formulated on social policy or social protection as productive factor, see the Foundation's second book, note-5, pages-336-337.

<sup>41</sup> D. Gow, 'European faces 20m workforce shortfall', *The Guardian* (Wednesday, February 9, 2005, page-22).

The second stage's applied *methodology* concerned, first, the orchestration of the complicated reciprocity between deductive oriented analyses and inductive oriented analyses (see above). Second, it concerned the preparation of the second stage empirical oriented research in order to apply the outcomes (see the guidelines) to national circumstances. The assistants of the participants did the second empirical research as well. They were looking for more effective national data for testing the renewed indicators of the re-formulated sub-domains of socio-economic security.

### 3.3.3 The second stage of data assessment and theoretical work

#### *Contribution to new data explorations*

To progress the second stage the co-ordinating team created a 'theoretical core-group' of advisors.<sup>42</sup> The group started in November 2002. Thanks to their input as well, the team produced the new guidelines for the second data availability assessment in fourteen countries, with which to operationalise the third research purpose. In the meantime the contacts with all participants and assistants was intensified by help of the electronic means. The team continued the iterative process as its research purpose. It says, "*we have closed our first empirical phase with the first stage national reports on socio-economic security. Thanks to these reports and the discussion on domains, sub-domains and indicators during the second meeting of the participants of the Network, the electronic debate in May and June 2002 and the first meeting of assistants, we developed a kind of intuitive idea about the component (or conditional factor) of socio-economic security. With this in mind we can try to theoretically develop the subject matter of the component and redefine the domains and sub-domains in essential elements of the subject matter of the component in a logical (more theoretical) way. In a way, we are now reasoning backwards from the list of intuitively developed domains, sub-domains and indicators to a theoretical foundation of these choices. The new step we took during the first meeting of the core-group in November was to assess the intuitive list of indicators on their consistency with social quality. Furthermore we started to formulate societal trends that are interesting with regard to the theory of social quality and the domains and sub-domains of socio-economic security*".<sup>43</sup> This exploration happened in fact from November 2002 till February 2003. The outcomes have been discussed during the third plenary meeting of all participants in February 2003.<sup>44</sup>

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<sup>42</sup> Members are: Alan Walker, Wolfgang Beck, Yitzhak Berman, Peter Herrmann, Dave Gordon, David Phillips, Jan Baars, Margo Keizer, Laurent J.G. van der Maesen, Stefan Kühnel. These people should be finally responsible for the preparation of the Foundation's third book with which to present the Network's outcomes in a comprehensive way.

<sup>43</sup> Co-ordinating team, '*Instructions National Reports concerning social-economic security*', (Amsterdam: EFSQ, 9th December 2002). In this documents the new proposals about the domains and the sub-domains are presented as well as the herewith related indicators.

<sup>44</sup> The assistants received already in October 2002 and the beginning of November 2002 the preliminary outcomes of the renewed theoretical aspects and the guidelines for empirical research.

### *Re-elaboration of the four conditional factors*

At this stage the theoretical core-group made the plan to start the re-elaboration of the four conditional factors. The first stage empirical exercises made clear, that the theory thus far was not precise enough for its empirical application. This was underpinned by the outcomes of the project about 'employment policies and social quality' and especially by its comparison of nine European countries (see section 3.3.2). The outcomes did not really answer the question, how to connect 'adaptability' as a fundamental aspect of employment policies with the conditional factor of social inclusion. This remains an urgent question because the evidence for the strengthening of the position of women for being included in economic and political affairs.<sup>45</sup> Stimulated by the outcomes of the employment project the members of the theoretical core-group started the preparation of the studies about the four conditional factors by analysing the outcomes of the debate about the Network's original research paper and the first empirical results. Especially thanks to the empirical research they underlined the following conclusion from this paper, *"the architecture of the index-construction of the social quality approach differs essentially from other, more or less on quality of life concepts. The difference concerns the consequence of various basic assumptions: living conditions and satisfactions on the one side and the social as result of processes of self-realisation and the formation of collective identities on the other side. Both assumptions produce their own logic: the logic of assembling and perception and the logic of nuclears and linkages. This must lead to qualitative different approaches. The question is whether the European Network Indicators of Social Quality can develop a kind of 'acquis communautaire' concerning the accepted theoretical references and the methodology which we want to apply".*<sup>46</sup>

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<sup>45</sup> See double issue of the European Journal of Social Quality, note- 39. The project's joint report team says: "The individualisation of employment means that the old division of work and care cannot be maintained for much longer. The situation in which men work and women care has already changed. Many women today hold jobs: in the future more will do so and, looking at the rise of their educational qualifications, will do so in better jobs, and continuously through their adult lives until retirement. Yet, the growing female contribution to the world of paid employment has not been compensated by a like growth in the discharge of care tasks and duties by men. The fair distribution of responsibility for the task of caring is swiftly developing into the touchstone of an adequate and civilised system of social security and social drawing rights. Today the distribution is **not fair at all**. Of course, to a major degree, responsibility for care is embedded in deep cultural beliefs and practices. As these have a direct impact on people's long-held expectations about their own behaviour and that of others, they are not likely to change overnight.", pages 86-87.

<sup>46</sup> See Research paper, note-15, page 23.

### 3.3.4 Production and dissemination of the outcomes

As a result of the appointments made during the second stage two types of products should be prepared. First, the second stage national reports about the testing of the renewed ideas about socio-economic security, its domains, sub-domains and indicators and the search for more adequate European and nation data in order to analyse trends with regard to this conditional factor in national circumstances.<sup>47</sup> Second, the preparation of research papers about the four conditional factors, thanks to the theoretical work done during the second stage (see following section). The idea was that with help of these research papers and the second national reports the Network would be enabled to make new and decisive steps for the elaboration of indicators social quality. Third, by producing research papers to contribute to the second stage.<sup>48</sup>

The available outcomes of the second stage were disseminated in different ways. First, by presenting aspects of the outcomes during the two-days meeting (market), organised by DG Research of the European Commission in Brussels, November 2002. Representatives of the co-ordinating team discussed with a manifold of visitors the work by the Network (ENIQ). Second, the Foundation was enabled to present the actual state of affairs to the participants of the Berlin conference on indicators and the quality of social services in October 2002. The challenge was to explain the concepts of 'quality' and 'social services' and the way how to find adequate indicators in order to determine the nature or quality of the supplied and used social services. In order to discuss this from the perspective of the social quality approach four questions are distinguished: (i) the political question of this approach (the emphasis on democratic values and norms), (ii) the ontological question (the interpretation of individual people as acting social beings, (iii) the ethical question (neglected by the recent market orientation), and (iv) the methodological question (technical indicators an not be enough for the judgement of the quality of applied services). As a form of exercise, by addressing these questions the similarities and differences between the social quality approach and quality of life approaches were compared.<sup>49</sup> The third form of dissemination was to stimulate the Network's participants and assistants to inform the members of their national reference groups about the work of the Network. They could refer to the Foundation's website, presenting all relevant documents connected with the work by the Network thus far.

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<sup>47</sup> M. Keizer, L.J.G. van der Maesen, *Instructions for National Reports for the exploration of the conditional factor of socio-economic security*; (Amsterdam: EFSQ, December 2002, second draft).

<sup>48</sup> It regards especially the documents referred to in notes-28, 29, 34, 36, 43, 47, 50.

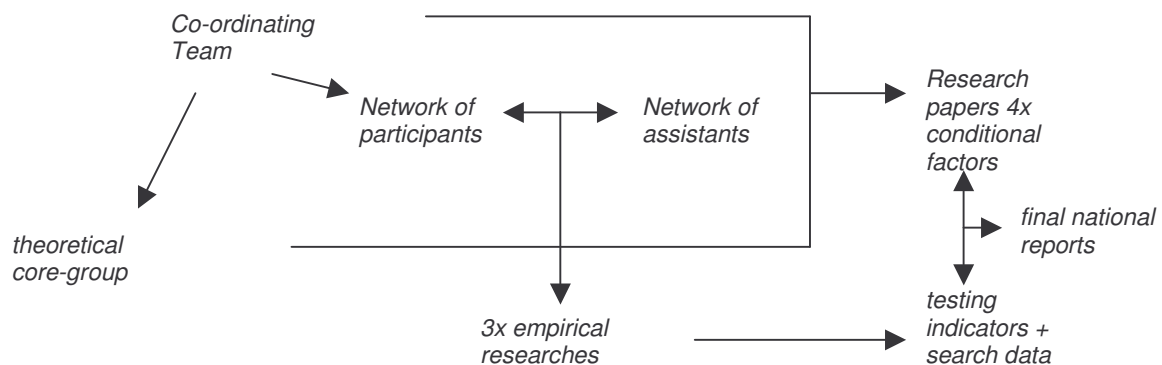
<sup>49</sup> L.J.G. van der Maesen, *Social quality, Social Services and Indicators: a New European perspective? A Lecture for the conference on Indicators and Quality of Social Services in a European Context*, organised by the German Observatory for the Development of Social services in Europe, Berlin, 16-17 October 2002; (Amsterdam: EFSQ, October 2002).



### 3.4 The third stage research purpose and methodology

Because the outcomes of the explorations up till now the problems with the original social quality theory became more clear. In other words, the role of the inductive approach challenged the role of the deductive approach. Therefore, the co-ordinating team started with the 'theoretical core-group' to address all theoretical questions as consequences of the outcomes of the second stage empirical explorations in fourteen countries. This changed the original organisation in the Network. We may present the renewed organisation as follows:

**Figure-2: the Network's organisation since the third stage**



#### 3.4.1 Interpretation of the theoretical outcomes

Since the first meeting of all assistants in September 2002 the attention was oriented on the preparation of the second stage of the data availability assessment, resulting in the second drafts of fourteen national reports about socio-economic security and its indicators. In the meantime the co-ordinating team prepared the Network's third plenary session of all participants in February 2003. The purpose was to make new steps on a theoretical level in order to analyse and to debate afterwards the final outcomes of the second national reports as consistent as possible from March 2003 onwards. Especially for this target the theoretical core-group produced the first drafts of research papers about: (i) a new version of socio-economic security based on the first empirical oriented explorations<sup>50</sup>, (ii) social cohesion and especially its legitimisation as conditional factor of social quality<sup>51</sup>, (iii) social inclusion<sup>52</sup>, and (iv) empowerment as a new theme<sup>53</sup> in the context of academic and European policy oriented debates.

<sup>50</sup> (i) M. Keizer, L.J.G. van der Maesen 'Socio-economic security as a conditional factor of social quality [first draft]', (Amsterdam: EFSQ, February 2003).

<sup>51</sup> Y. Berman, D. Phillips, 'Social cohesion as a conditional factor of social quality [first draft]', (Vienna/Sheffield: European Centre for Social Welfare Policy and Research/University of Sheffield, February 2003).

<sup>52</sup> A. C. Walker, A. Wigfield, 'Social inclusion as a conditional factor of social quality [first draft]', (Sheffield: University of Sheffield, February 2003).

<sup>53</sup> P. Herrmann, 'Empowerment as a conditional factor of social quality [first draft]', (Cork: University of Cork, February 2003).

The start of the re-elaboration of social inclusion will deliver interesting points of departure for comparing the social quality approach with the endeavour during the Belgium Presidency in 2001 to create consensus about indicators of social inclusion. The analytical work was done by the group led by Tony Atkinson. The group assumes, first, that thanks to ZUMA in Mannheim<sup>54</sup> a very clear account of the relation between concepts of quality of life, social cohesion, social capital, and social exclusion is provided: *“In seeking to establish analytical foundations, one can draw on academic research in statistics, sociology, social policy, geography, welfare economics, and political science (...) we do not attempt to provide a thorough grounding for the terms ‘social exclusion’ or ‘social inclusion’ – even though the latter appears in our title. These terms are employed in a wide variety of different ways. While this is part of their (political) appeal, it can undermining their value in an analytical context”*.<sup>55</sup> These scientists propose a pragmatic approach, which is rejected in the social quality approach. For developing indicators in order to measure the outcomes of processes of transformation and the position of citizens we have to develop consensus about the main concepts, that these indicators are related to. If these concepts are not theoretically grounded, these indicators will hanging in the air. This point of departure demands a thorough reciprocity between deductive forms of reasoning and inductive forms or reasoning. To get an overview of the steps made during the third, fourth and fifth stage in order to process this reciprocity we will present in figure-3 a variant of figure-1:

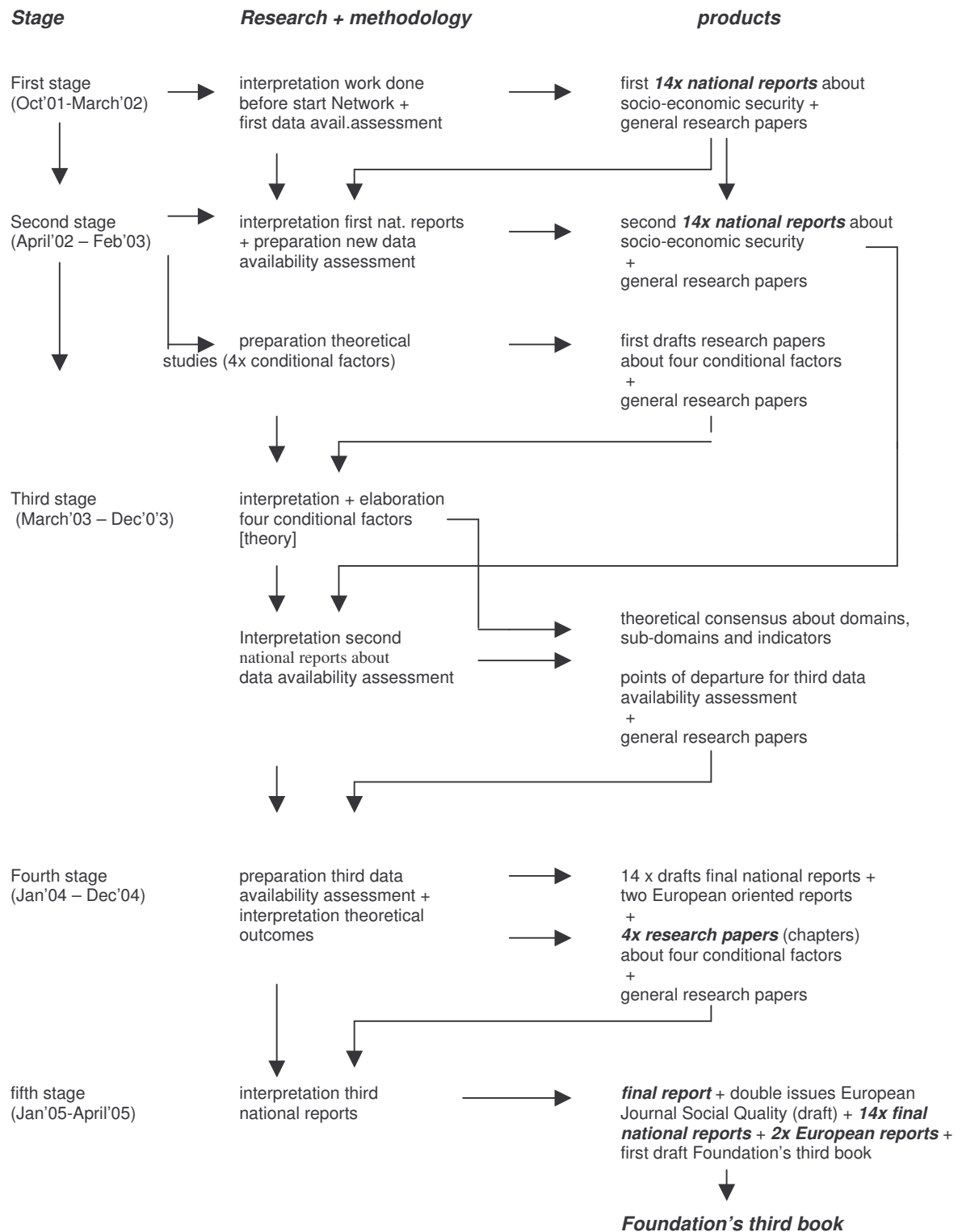
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<sup>54</sup> See note-22.

<sup>55</sup> T. Atkinson, B. Cantillon, E. Marliers, B. Nolan, ‘*Social Indicators: The EU and Social Inclusion*’, (Oxford: University Press, 2002), page-3.



**Figure-3: The reciprocity between inductive and deductive approaches**



### *The role of the theoretical interpretation*

As already said, the Network's third plenary session take place in February 2003 in order to interpret the documents about the four conditional factors, based on the foregoing work done by the participants and the role of the research paper with which to start the Network's work.<sup>56</sup> The reason was to find points of departure for analysing the second national reports immediately after the third meeting. For this purpose a paper was published, summarising (i) the outcomes of the Network's first and second meeting, and (ii) the outcomes of the first national reports in order (iii) to make a new step for creating a consensus about the concepts of domains, sub-domains and indicators. This concerns not a pragmatic approach because it was not known what may be pragmatic in this case. The first draft about the conditional factor of 'empowerment' was used for this exercise. As argued, to develop indicators we had to create a consensus about the domains and the sub-domains of all conditional factors. The Network accepted the interpretation of a domain as a functional asset of a conditional factor. A sub-domain is a functional asset of the domain. These domains and sub-domains should be theoretically connected with their conditional factor. Furthermore, this factor (and the three other conditional factors) should be theoretically related to the essence of 'the social' as an outcome of the dialectic between processes of self-realisation and the formation of collective identities.<sup>57</sup>

### *Empowerment as example*

We will present here some aspects of the work on empowerment as examples of how the Network prepares the analysis of the second national reports, their domains, sub-domains and indicators. An interesting fact is that there are apparently strong – more or less indirect – links to ownership and possession. Thanks to the liberation theology and social movements in the Western world during the 1980s we see a shift from the economic and physiological dimension of power to its political and civil dimension. This referral to etymology is important for analysing the concepts cohesion, inclusion and socio-economic security as well as quality and the social with regard to empowerment. In this paper the outcomes are related to the social quality approach in order to explore the subject matter of empowerment.

In this approach the generally accepted dichotomy between individual subjects and the aggregation of these subjects (social wholes) is reprobated. As said above, there exists a dialectical based relationship. Therefore, the subject matter of social quality concerns processes related with acting individual people. In order to connect the subject matter of empowerment with the subject matter of social quality, it has to refer or to demonstrate this dialectic as well. But dominant approaches to empowerment refer to the above mentioned dichotomy. For example in EU-circles most approaches looking at empowerment, however, fail to draw attention to this connection. Instead, empowerment is

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<sup>56</sup> See note-15.

<sup>57</sup> L.J.G. van der Maesen, 'Summaries, suppositions, ideas and comments: Debating the four conditional factors and the second stage national reports during the third meeting of the Network Indicators of Social Quality. How to proceed the coming activities', (Amsterdam: EFSQ, February 2003).

defined in terms of psychological and educational empowerment. It is solely the individual that is held responsible of not for attaining power and so for having to be enabled. In a general sense empowerment is seen as matter of providing at least to some extent means of subsistence. This may not be a problem per se as long as it is thought of as developing a support system that encapsulates the various multidimensional aspects of empowering individuals. However, the way the activating state implements the 'right to work' is in fact in most of the cases a matter of reducing empowerment to a passive integration into the labour market, neglecting aspects of social integration, for example social networks, special needs and interests. Because of this specific determination of the social the individual based liberalisation is seen as empowerment and it is seen as means to express their interests for those who are already to some extent empowered. This pattern is repeated at the European level - where it is claimed with the reference to the four basic freedoms - that the regulation of deregulation is the precondition for competent and rational decisions by the customer. This formulation makes it clear that citizenship gains very limited attention being defined as customer citizens. This refers to the strategies of the WTO and GATAS that a deregulated economy provides the best and actually only basis for a free and competent decision of any social relevance. The paper furthermore defines domains, sub-domains and indicators of empowerment on the basis of the social quality approach of empowerment, being non-individualistic and non-utilitarian oriented.<sup>58</sup>

#### *Social cohesion as example*

With regard to *social cohesion* the authors of the draft remark that it is explicitly concerned with processes that create, defend or demolish social networks and the social infrastructures underpinning them. Its outcome has very much to do with impact: to enable citizens to exist as real human subjects, as social beings. That may be appreciated as an answer for the doubt about the status of this conditional factor. They conclude that notwithstanding this, the OECD and the Council of Europe has no single, formally agreed-upon definition of social cohesion. The EU has characterised its approach to social cohesion as being consistent with the European model of society, founded on a notion of solidarity without delivering a definition as well. Important are their proposals for two methodological principles. The indicators have to demonstrate, first, the dialectic between processes of self-realisation and the formation of collective identities. Of course, in our common search for developing the theory of social quality and its application we have to elaborate the following: the meaning of the dialectic in this context, the meaning and processes with regard to self-realisation and the meaning and processes with regard to the formation of collective identities. The second principle is that the conditional factors, domains, sub-domains and indicators are all orthogonal.<sup>59</sup>

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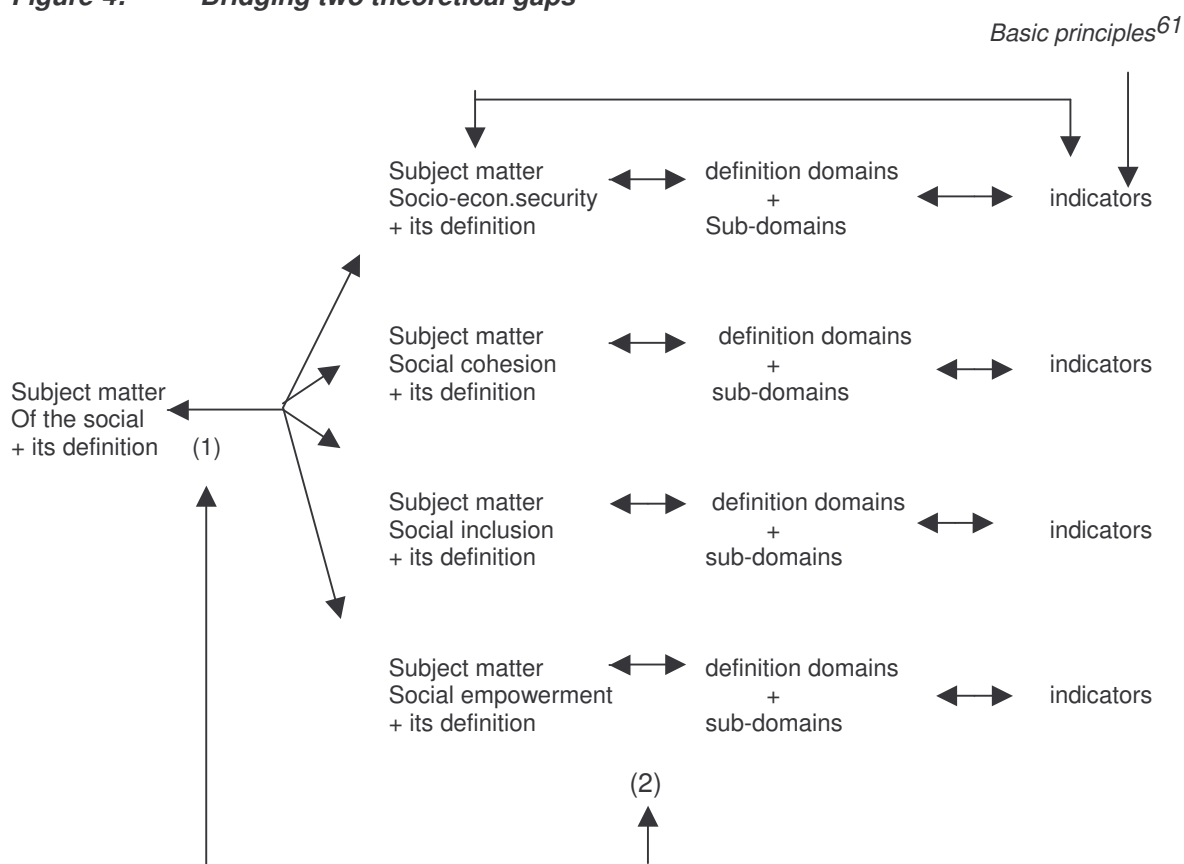
<sup>58</sup> See note-53.

<sup>59</sup> See note-51.

### 3.4.2 The theoretical research purpose and methodology

Immediately after the third plenary session of all participants the co-ordinating team published the outcomes of the session.<sup>60</sup> As a theoretical *research purpose* it was decided, first, to syntonise the first drafts about the four conditional factors. Second, to connect the ontological aspects of each conditional factor with the general scientific debate about the central issues regarding the factor as well as the debate on European level. Third, to connect the subject matters of all conditional factors with each other. This third purpose should underpin the specificity of the social quality approach by creating a coherent and consistent system of central concepts, see following illustration:

**Figure-4: Bridging two theoretical gaps**



<sup>60</sup> L.J.G. van der Maesen, 'Decisions made during the third meeting of the participants of the Network Indicators of Social Quality', (Amsterdam: EFSQ, 3rd March 2003).

<sup>61</sup> See the Atkinson-group, note-55.

Recognised is that up till this stage the first national reports and the first drafts about the conditional factors demonstrated two gaps, which should be theoretically addressed (figure 4). The first bridge (ad-1) should connect theoretically the suppositions about 'the social' with the essence and the definitions of the four conditional factors. The second bridge (ad-2) should connect theoretically the conclusions about the conditional factors and their domains and sub-domains. The transition from the knowledge about the social to the four conditional factors (and the explanation of the choice of the four conditions) and the transition from the conditionals factors to their domains and sub-domains was not sufficiently theoretically founded. The challenge was to connect the analysis of the empirical outcomes of the second stage national reports about socio-economic security with the theory about 'the social' and the conditional factors. In other words the consensus, which paved the way for the suppositions about these domains and sub-domains, demands a theoretical legitimisation. And this procedure should be applied for the other conditional factors as well. Here we should address the procedure as research purpose with which to recognise the pathway for realising indicators of social quality, which should also address some basic principles. In other words, this threefold research purpose should address the operationalisation of indicators in a logical way. As will be clear, the role of the theoretical core-group is essential for the operationalisation of this research purpose.<sup>62</sup>

The applied *methodology* concerns, first, a specific strategy for the syntonisation of the four research papers about the conditional factors. All the four papers should (i) analyse the academic debate about aspects of the conditional factor, (ii) they should explore the nature of discussions about these aspects in the context of European policy debates and studies, (iii) they should elaborate these conditions theoretically compared with the Foundation's second study and with the academic and European debates in mind. The exercises with regard to socio-economic security up till now – theoretically and empirically – delivered the points of departure. of the four research papers about the conditional factors.<sup>63</sup> Second, it concerns the application of some principles as formulated by the Atkinson-group<sup>64</sup>: (i) the sub-domains should presented as real elements of the domains, (ii) they should address the whole life cycles and gender questions, (iii), they must be manageable, and (iv) they must be measurable. Third, the indicators have to be connected immediately with the sub-domains. They function as demonstrative expressions of related processes and (conflicting) tendencies. With regard to this point we have to resolve the question of the orthogonality. Fourth, these indicators should demonstrate the essence of the social quality approach, namely the dialectical tension between processes of self-realisation and the formation of collective identities.<sup>65</sup>

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<sup>62</sup> As may be clear, this process differs essentially from the process, applied by the Atkinson-group (see note-55) and the European Foundation for the Improvement of the Living and Working Conditions (see note-23). It also differs from the Zuma approach (see note-22).

<sup>63</sup> L.J.G. van der Maesen, '*Proposals for orchestrating the research papers about the conditional factors of social quality*', (Amsterdam: EFSQ, April 2003)

<sup>64</sup> See note-55.

<sup>65</sup> This refers to the conclusions of the original research paper, see note-15.

### 3.4.3 Interpretation of the second data assessment

Thanks to the work done in 2002, the Network produced fourteen second national reports about socio-economic security in January and February 2003.<sup>66</sup> As expected, the outcomes are also important for reflecting the way how to elaborate the data availability assessment of the indicators of social cohesion, social inclusion and social empowerment later. To make this step we should apply the theoretical work, referred to in the foregoing subsection. At this place we will refer to some specific conclusions of the second national reports and some general ones, as well as conclusions by the coordinating team.

#### *Some specific conclusions*

One of the first conclusions is that the *theory* with which to explain the nature of the four conditional factors up till now as well as their subject matters is too tentative. Preventing of life risks and enhancing life chances concern not only socio-economic security but all conditional factors. This tentative state of affairs prevents a clear recognition and theoretical definition of domains and sub-domains. Therefore the exploration of indicators in this stage remains too 'fragwürdig' (German report). This exploration should also clarify the dual nature of the conditional factor (in this case of socio-economic security). The first regards its specific subject matter, intrinsically related with the subject matter of 'the social'. The second regards the conditional factor's specific nature, namely the material and non material resources, necessary for human existence (Irish report). However there is a third aspect as well, namely the mutual relationship between the four conditional factors. Therefore we have to speak about the **trinominal nature** of all conditional factors. Also by theorising the conditional factors we have to explain why we include social cohesion as one of the objective manifestation of the basic conditions for social quality. It is difficult to see how social cohesion can be comprehensively operationalised except by using, as is supposed, subjective qualifications (British report). Therefore, we have to ask ourselves if social empowerment, social inclusion and socio-economic security will deliver sufficient points of departure for understanding social quality (Dutch report)?

Also many *conceptual* questions invite us to enhance the analysis. How to secure the orthogonality of the four conditional factors and the herewith related orthogonality of the domains (Dutch report)? For example the prevention of risks and the enhancing of life chances cannot be reserved as a characteristic of socio-economic security. Both themes concern all factors. (German report). Also important are the reflections on indicators. They should identify the essential demonstrations of sub-domains, should be robust and statically validated and not subject to manipulation. Furthermore they should be measurable in a sufficiently comparable way (Belgian report). One of the conceptual questions concerns suppositions about normality. We have to correct the vision that all individuals are free of illness and disability all their life and that there is meaning and acceptable social quality only

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<sup>66</sup> These reports were mentioned in the Annual Report 2003, see note-6.

when one is health. A social quality approach should be particularly sensitive to the needs of those who are temporally, or for life, disabled, as well as of those who take care of them (Italian report).

We have also to be clear about the applied *methods*. Indicators should be appreciated as means for understanding, analysis and comparison and not as ends. In other words they should be functional for the deconstruction of aprioristic assumptions (Swedish report). We have to realise that the distinction made between indicators and profiles is idiosyncratic (British report). A plea is made for a “social quality calculus, where there may be some unique social quality indicators but some also will be the same as those used in other, less conceptually rigorous approaches. In this situation what it is that adds value and uniqueness is the way that these indicators are brought together (by aggregation, thresholds etc) to give, first, uniquely apt measures of each of the four conditional factors, and secondly, an overarching single measure of social quality for each country, region and social group” (British report). Finally we have to realise that studies of welfare state arrangements and of well being outcomes employ different data, very much different analytical methods, and therefore tends to be carried out by persons with little contact with one another. Therefore, the unexplained application of existing ‘data’ gathered all over Europe may create confusion instead of clarification (Belgian report).

#### *Some general remarks*

With regard to empirical *knowable social relations* some general remarks are made as well. Notwithstanding sensitivity for the Italian remark about disabled people, the social quality approach is not focussed exclusively on demonstrations of lack of social quality as poverty, despicable conditions, exclusion, dependency or marginality. The social quality approach addresses all dimensions of daily life of citizens and tries to formulate universal principles (Swedish report). Furthermore, we have to address the whole life course of citizens. Distinctions between children, young people, adults and elderly can be, in some instances, more important than the orientation on gender (Swedish report). By applying the real meaning of the social quality approach it is not necessary to specify the role of families, because families are an aspect of the main tension between systems with structures and families, communities and groups. Therefore, also families concern the heart of the socio-economic security (Greek report). Important is the question of regions. In the case of Italy more information is available on a regional level than a national level. Furthermore, in this country big regions can differ essentially with each other and national information is in many cases confusing (Italian report).

Important are the remarks that the quadrangle of social quality, illustrating the positions of the four conditional factors, needs further elaboration. Is for example socio-economic security restricted to the interference between systems/institutions and societal developments?<sup>67</sup> Does it have no relation with the interference between communities and biographical developments? Furthermore, is the quadrant an illustration of the coming into being of ‘the social’ or ‘social quality’ and what is the difference? The third thesis of the Foundation’s second book concerns the concretization of the social, namely the

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<sup>67</sup> See the Foundation’s second book, note-5, page-315.



determination of its specific quality. This suggests an identification. With this in mind some other general questions are made. For example that some proposed sub-domains of socio-economic security will also be chosen as sub-domains of, for example, social inclusion. In that case, how to derive from this common sub-domain different indicators connected with respectively socio-economic security and social inclusion?

#### *Some general points*

We can also formulate some comments on the national reports, which may be worthwhile for the elaboration of our interpretation and operationalisation of the conditional factors. Many national reports seem to identify the social quality approach with the quality of life approach. They are not always conscious about the theoretical and practical differences. As a consequence, concepts such as 'social', 'social quality' or 'quality of life' are sometimes presented as metaphors for good circumstances or acceptable conditions (Belgian and Italian report). We think that the absence of theorising on the propositions underlying the quality of life approach stimulates such a presentation. In the reports by the European Foundation for the Improvement of Living and Working Conditions this type of theorising is explicitly rejected.<sup>68</sup> In the case of social quality, theorising its underlying propositions is a condition sine qua non for understanding its authenticity. Thanks to this we know that its propositions differ essentially from the utilitarian ones. This is the decisive choice of the social quality approach.<sup>69</sup>

From the side of the theoretical core-group a crucial conclusion is made thanks to the outcomes of the second national reports. For understanding the way socio-economic security (and the other three conditional factors) contribute to the social quality of national circumstances and daily life in regions and cities we have to know how individual people as social beings will be able to operate as competent social actors. In order to discuss this theme more studies are necessary about the way how processes of self-realisation may transform the self-referential capabilities of individual people into competence to act. Therefore individual people need an adequate context to act. The understanding of the constitution of the competence of individual people will be a condition for understanding the outcomes of their actions. Therefore one quadrangle of social quality is not enough. A quadrangle about the conditional factors should be complemented with a quadrangle of the constitutional factors.

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<sup>68</sup> See note-23, page-1.

<sup>69</sup> During the second plenary session of the Network's participants (February 2002) the so-called Pentagon model of the World Bank was discussed. Will it be suitable for the social quality approach? Because its underlying propositions refer to individual people acting as 'atoms in societal wholes' (the utilitarian orientation) this model is not suitable. The essence of the social quality approach regards the interaction between individual people as social beings and processes which emerge due to this interaction. It is oriented on processes concerning acting people in systems and communities.



### 3.4.4 The overall data assessment and methodology

Before the start of the analyses of the second national reports the Network's participants already made a decision about the third stage empirical research purpose and applied methodology during its third meeting. The final goal was clear, the presentation of an adequate set of social quality indicators. With this in mind the third stage's *research purposes* concerns, first, the analysis the outcomes of the second national reports and second the recognition of the pathway how to realise the final goal based on these outcomes. In other words, the Network applied in fact the method of reciprocal incremental development with regard to (i) the elaboration of the theory and especially the conditional factors of social quality, and, (ii) with regard to the data availability assessments.

The applied *methodology* concerns, first, the comparison of the second national reports, and to start the dialogue about these reports with the Network's participants and their assistants. This stage should be used to prepare the final data availability assessment of the indicators of all four conditional factors. The lessons learned about socio-economic security and its indicators should be used for approaching the three other conditional factors. Herewith the Network applied this procedure as a research purpose with which to recognise the pathway for realising indicators of social quality. This procedure should be theoretical underpinned (see the bridging of two gaps, figure-4) and generalised to the other conditional factors with help of the four research papers about these factors. It was decided to discuss the outcomes of this route during the second meeting of all assistants, to be held in September 2003.<sup>70</sup>

A second aspect of the methodology concerns the elaboration of the comparison between the social quality approach and the quality of life approaches as well as that of social capital.<sup>71</sup> The preliminary outcome was presented in February 2003. The authors say *"we aim to highlight the similarities and differences between these concepts primarily in order to emphasises the distinctiveness of social quality and, therefore, its claim as a point of reference for policy and practice. We begin with some definitions and then move on to discuss conceptual and methodological issues. First of all a few words of caution concerning the course of scientific progress. Although the originators of the concept of social quality claim it to be a paradigm shift in social policy (and perhaps the wider social sciences) they do not argue that the scientific discourses that preceded it were irrelevant to its construction. On the contrary the influence of various discourses is openly acknowledged, one of which is quality of life. There is a long tradition of research in the field of quality of life and it spawned the social indicators movement. This rich tradition formed an influential backcloth to the development of the idea of social quality and in the approach of its operationaliation currently being undertaken by the Network Indicators. In contrast the idea of 'social capital' was born in the 1980s and it is only since the publication of Putman's 'Bowling alone' paper in 1995 that scientific and policy references to it have*

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<sup>70</sup> This second meeting is also financial supported by the Dutch Scientific Fund.

<sup>71</sup> A start was made in the original research paper of the Network, see note-15.

risen exponentially. Thus 'social capital' is a contemporary of social quality and itself is obviously at an early stage of development".<sup>72</sup>

### 3.4.5 The elaboration of theoretical and empirical explorations

*What is done?*

This elaboration illustrates the fact that the Foundation, as the context of the Network, became a 'workplace' or 'learning house'. During the coming months - between March 2003 and October 2003 - the co-ordinating team contributed to a collective understanding of the outcomes of the second national reports by publishing an overview and interpretation of the outcomes. This interpretation is connected with the social quality approach and the work done by the theoretical core-group.<sup>73</sup> In order to contribute to the studies for developing adequate indicators the co-ordinating team published an overview of the renewed ideas about the domains, sub-domains and indicators of all conditional factors. Its members reflected on the questions illustrated in figure-4, namely how to theoretically bridge the two gaps? This research paper was based on the recent electronic debate with all participants and assistants.<sup>74</sup> In the meantime the theoretical core-group elaborated their research papers about the four conditional factors, based on the input delivered by the national reports. This resulted in the second drafts of these research-papers.<sup>75</sup> In August the second meeting of this core-group was held to discuss the outcomes of these research papers and to contribute to the planned second meeting of all assistants in September 2003.<sup>76</sup> Representatives of both European NGOs participating in the Network - the European Anti Poverty Network (EAPN) and the International Council of Social Welfare (ISCW) – contributed as well by commenting on the outcomes of the recent theoretical work and empirical research.

All assistants, under the lead of all participants, should start with the final and overall data availability assessment on behalf of the indicators of the four conditional factors in fourteen countries. Both NGOs should produce their European oriented reports about this question. This supposed the Network should stimulate a collective understanding of the recent suppositions about the social quality approach. Furthermore, the Network should stimulate the capabilities to apply the so-called incremental method. This was the argument for the organisation of the second meeting of all assistants in September. This meeting should debate the new consensus about the nature of the conditional factors, their domains, their sub-domains and the indicators. Furthermore, a begin should

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<sup>72</sup> A. C. Walker, A. Wigfield, 'Social quality, Social capital and Quality of life: Discussion paper for the Network Indicators of Social Quality', (Sheffield: Sheffield University, February 2003), page-1.

<sup>73</sup> M. Keizer, 'Overview and Comments of the national reports by the Network Indicators of Social Quality', (Amsterdam: EFSQ, June 2003).

<sup>74</sup> M. Keizer, 'Overview of suggestions on domains, sub-domains and indicators in the National Reports by the Network Indicators of Social Quality', (Amsterdam: EFSQ, June 2003).

<sup>75</sup> It concerns the second drafts of four documents published in June 2003, see note-50, note-51, note-52, note-53

<sup>76</sup> M. Keizer, 'Notes of the second meeting of the theoretical core-group of the Network Indicators of Social Quality', (Amsterdam: EFSQ, August, 2003).

be made for gathering European based and national based data, which should be effective for the proposed indicators. Before the September meeting the first provisional total overview could be presented. Herewith the way could be paved for the fourth an final meeting of all participants in February 2004.<sup>77</sup>

Thanks to the debate during the second meeting of all assistants new amendments could be made and discussed with help of an electronic debate afterwards. The results of the meeting were published in extensive notes.<sup>78</sup> These notes delivered the starting points to cope with the new challenges. Soon after the second meeting all assistants received 'a plan de campagne'.<sup>79</sup> In the meantime, the research papers about the four conditional factors were elaborated thanks to the second meeting of the theoretical core-group in August.<sup>80</sup> It was decided that all assistants should comment on the recent drafts about the four conditional factors, with the outcomes of their second meeting in mind. This work could be a good exercise for the preparation of the final national reports. This was a success. The co-ordinating team received in the coming months ten interesting working papers by the assistants on the proposed definitions of the conditional factors, domains, sub-domains and indicators. They applied their own empirical research about socio-economic security as the point of departure.<sup>81</sup> At this stage no consensus of 'adequate social quality indicators' - with regard to the theory and with regard to empirical circumstances – could be established. This caused serious problems for all those engaged in the Network. All energy was spent in the following few months to create this consensus. With the help of the recent drafts about the conditional factors and the provisional overview, a first list could be made about domains, sub-domains and their indicators.

The following instructions with regard to the production of national reports were sent to all participants: (i) to look for missing elements on the draft list of domains, sub-domains and indicators with respect to the national situation, (ii) to look for contemporary societal trends that affect or are likely to affect a particular domain or sub-domain, (iii) to analyse how far do the domains capture variations/diversity in the countries, (iv) to analyse which data are available in the countries, (v) to look for case study material that illustrates particular issues in the operationalisation of the domains, sub-domains and indicators.<sup>82</sup>

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<sup>77</sup> L.J.G. van der Maesen, A.C. Walker (with assistance by J. Baars, W.A. Beck and M. Keizer) '*Social Quality and its four components*', (Amsterdam: EFSQ, September 2003.)

<sup>78</sup> M. Keizer, H. Verkleij, '*Notes of the second meeting of the assistants of the Network Indicators of Social Quality, held in September 2003*', (Amsterdam: EFSQ, October 2003).

<sup>79</sup> L.J.G. van der Maesen, M. Keizer, '*Agreements made at the second meeting of the assistants of the Network Indicators of Social Quality*', (Amsterdam: EFSQ, October 2003).

<sup>80</sup> It concerns the third drafts of the documents published in September 2003, see note-50, note-51, note-52, note-53.

<sup>81</sup> These ten working papers are mentioned in the Foundation's Annual Report 2003, see note-6.

<sup>82</sup> Letter by A. C. Walker to the participants of the Network Indicators of Social Quality, Amsterdam, 19th November 2003, and a letter by A. C. Walker, L.J.G. van der Maesen to the participants of the Network Indicators of Social Quality, Amsterdam, 26th November 2003.

*Three themes from the provisional overview*<sup>83</sup>

In the research paper with which presented the provisional overview of the consensus about the conditional factors, many themes are described which are discussed in the foregoing sections. At this place we will mention three additional themes: (i) the quadrangle of social quality, (ii) the interrelationships between the four conditional factors and (iii) the trinomial character of the conditional factors.

*The quadrangle of the conditional factors of social quality*<sup>84</sup>

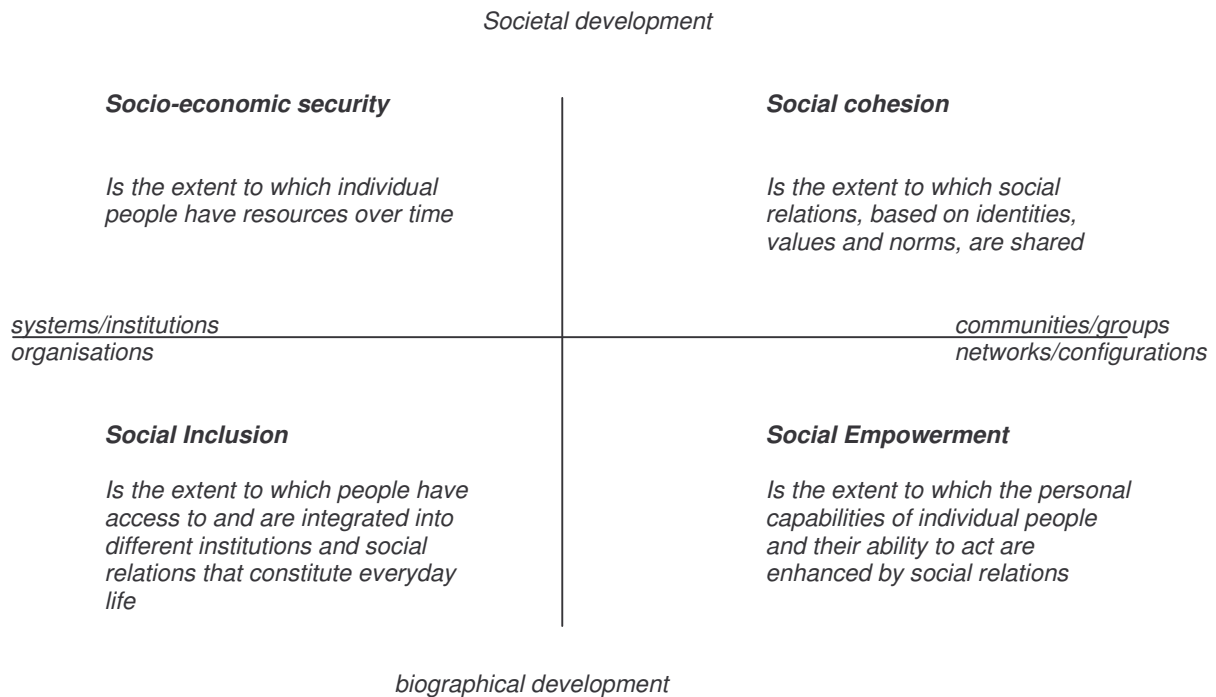
In order to resolve the question about the theoretical relation between subject matters of the conditional factors and their domains (see figure-4, bridge ad-2) we have first of all to address the relation between the subject matter of the social and the conditional factors (bridge ad-1). In other words between ad-1 and ad-2 exists a theoretical affinity. The first is a condition for understanding the second. The reason is that both types of relations are connected with our suppositions of 'the social'. In this sub-section we will debate the first relation and in the following sub-section we will debate the second relation. Before the production of the first national reports the Network started with a tentative presentation of the subject matter of socio-economic security. Thanks to the outcomes of the empirical data explorations and the theoretical work up till now it is possible to present a less tentative formulation of the subject matters of the four conditional factors. For making the first bridge (ad-1) all factors have to incorporate the dialectic between processes of self-realisation of individual people as social beings and the formation of collective identities. In order to be as short as possible we will present the recent consensus by the authors of the papers about the four conditional factors. The explanation was presented in the four papers respectively:

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<sup>83</sup> This overview regards the documents, referred to in note-73 and 74.

<sup>84</sup> In the Foundation's second book (see note-5) it concerned the quadrant and its four components.

**Figure-5: The quadrangle of the conditional factors of social quality<sup>85</sup>**



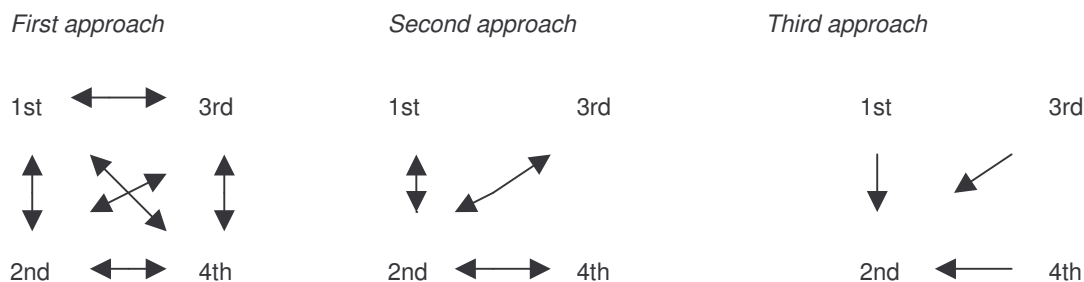
*The mutual relationships between the conditional factors*

One of the basic assumptions is, that the subject matter of the conditional factors are related to the subject matter of 'the social' in an ontological sense. Therefore the conceptualisation of their subject matters functions as a heuristic instrument for understanding the intrinsic affinity of the four factors in the context of the social quality theory. This regards the first aspect of the nature of the conditional factors. We will also distinguish a second aspect. Originally the characteristics of socio-economic security referred to (i) diminishing risks and (ii) enhancing of chances. The question is raised if both characteristics should be conceived exclusively as an aspect of this conditional factor. According to some second national reports, both concern a higher level purpose for all four factors. Therefore, they are not specific for socio-economic security. By '**characteristics**' we mean abstract formulated parts of daily existence, which may demonstrate unequivocally the subject matter of the component in question. This specification will function as a heuristic instrument for the differentiation between the four conditional factors and the establishment of their orthogonality. Reflecting this specificity of the factors paves the way for an understanding of the manifestation of the subject matters of the conditional factors, namely their domains and sub-domains.

<sup>85</sup> L.J.G. van der Maesen, 'Frame of Reference for the Final Report of the Network Indicators of Social Quality, the National Reports and both European Oriented Reports: Outcomes of the Network's fourth meeting', (Amsterdam: EFSQ, April 2004)

One of the national reports is explicitly referred to both aspects of the conditional factors (Irish report). The plea is made that we have to take on board both aspects. But all conditional factors dispose of a third aspect as well: the **mutual relationships** between the factors. The nature of their mutual relevance is dependent on the issue in question. Therefore we have to will explore the nature of this reciprocity or mutual relationship and the outcomes of their intrinsic connection between the subject matters by the application of the 'first-order-star method'. This method explains how from one point of view – for example with regard to inclusion – relationships with the three other conditional factors may be explored. Then we can ask which essential demands are to be addressed with regard to socio-economic security, cohesion and empowerment in order to facilitate inclusion and to develop social quality in this respect, the answer could be that the world of systems, responsible for the production of conditions for socio-economic security, could create a responsive culture, transparency and accessibility. With regard to cohesion we need minimal support to develop aspects of inclusion. With regard to empowerment individual subjects need adequate knowledge and capacities to respond to forms of inclusion. In other words, for each case, issue, problem, situation and theme we need a perfect research design, derived from universal and specific criteria.<sup>86</sup> This issue is illustrated in the following way:

**Figure-6: Approaches to the interrelationship between the conditional factors<sup>87</sup>**



With regard to this illustration it says that the first approach analyses all relations at the same time. This would be impossible. The second approach is the complete first-order-star-method. Nevertheless, the two-sided orientation is too complex for this stage of theorising social quality. We refer the third approach, namely the reduced first-order-star-method. It analyses the nature of, for example, the second conditional factor and the consequences of its intrinsic determinants. It also analyses the influences of the other factors on the second one. This may be possible because the same determinants exist in the other conditional factors, namely the first aspect of the nature of the factor.<sup>88</sup>

<sup>86</sup> See note-5, page-337.

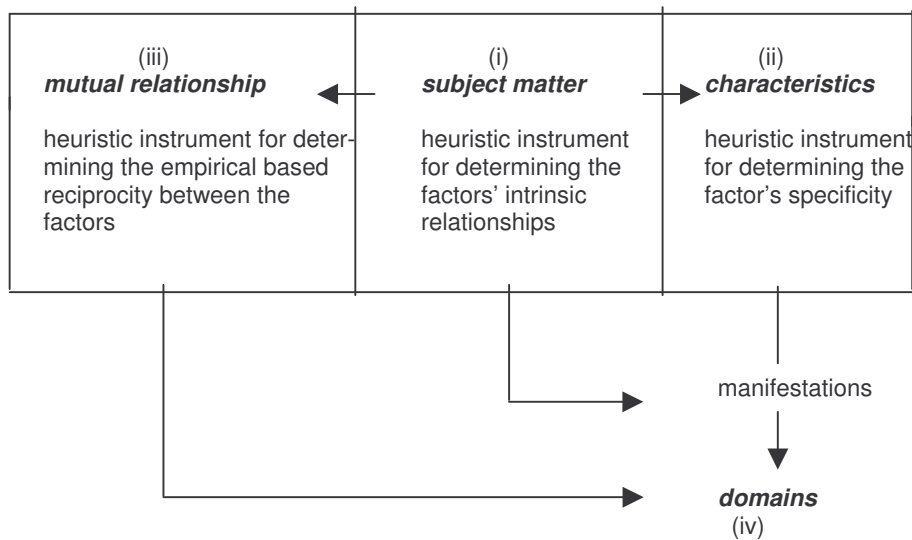
<sup>87</sup> See note-5, page-338.

<sup>88</sup> See note-5, page-338.

*The trinomial nature of each conditional factor*

With this explanation we are able to present the following figure about the nature of the each of the conditional factors:

**Figure-7: The trinomial nature of each conditional factor**



At this stage the Network restricted itself to the connection between ad-i and ad-ii, thus the manifestations of the specificity of each conditional factor. Because of its complexity we will delay the analyses of the outcomes of the mutual relationships, thus the application of the reduced first-order-star method. The consensus about the factors' specificity is:

in the case of socio-economic security it concerns having resources for coping with aspects of daily life (including risks), in order to pave the way for circumstances necessary for a dignified life.

In the case of social cohesion it concerns solidarity as the primary source of developing inter-human conditions and connections, which are indispensable for people's social existence.

In the case of social inclusion it concerns access to and participation in institutions, organisations and systems and of social relations in order to realise people's potentials.

In the case of social empowerment it concerns the enabling of human capacities to participate in social relations and actively influencing the immediate and more distant social development.

### 3.4.6 Production and dissemination of the outcomes

The production of the third stage of the Network concerned, first, the preparation and completing of the second explorations of the data availability assessment in fourteen countries. Second, the start and elaboration of the theoretical based document about the four conditional factors. We already



referred to all the herewith related documents.<sup>89</sup> This production was strongly facilitated by the increasing communication with the Network's participants and especially their assistants. The organisation of meetings with all assistants (in September 2002, October 2003, and the new one in May 2004) proved to be very productive for the collectivisation of the idea underlying social quality.

The outcomes if the third stage were disseminated in different ways. First, with the help of the website. Second, by starting the communication with the members of the national reference groups. Third by the expert-meeting in London with which to prepare the way the Network could use the outcomes of the project about 'employment policies and social quality' in the context of the European Journal of Social quality, January 2003. It was decided to use a double issue for publishing the outcomes of the Network in 2005. Fourth, by participating in July 2003 in the fifth conference of the International Society of Quality-of-Life studies, which took part in Frankfurt. The challenge was to articulate the similarities and the differences between mainstream quality of life approaches and the social quality approach, at theoretical and methodological level as well as with regard to the meaning for policy-making processes at European and national level. This presentation functioned implicitly as a new contribution to the elaboration of the social quality theory.<sup>90</sup> This contribution will be published in a book. Fifth, by contributing to a conference of the University of Lille in October 2003.

Based on the outcomes of the Network thus far the contribution addressed the following points: (i) how to interpret outcomes of processes of transformation and its consequences for the health and social care facilities?, (ii) how to change actual facilities in order to address these consequences with support by scientists, policy-makers, care givers and citizens?, (iii) how to adjust the scientific work in order to support this change?, (iv) how to approach these points from the perspective of citizens as users of these health and social care facilities?<sup>91</sup>

The sixth point concerns the contribution to the Round Table of the European Commission in October 2003 in Brussels. This explained the social quality approach and its possibilities for addressing the Round Table's mission on how to invent a model for Europe that would be sustainable in social terms. How can we reconcile social progress and economic efficiency? The following considerations were made. First, there will not be 'a model' for Europe. It character concerns the differentiation and plurality, based on a consensus, referring to the European humanistic tradition. The challenge is to make this productive for achieving equity, social justice, effective economic circumstances and modern democratic based relations. Second, social policy and social progress can not be understood only as productive factors for economic growth and efficiency. This refers to a serious reduction of the meaning of 'social progress' and can be explained by a lack of consensus about applied concepts and analysis of the recent forms of transformation. The productive factor perspective falls short, because it

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<sup>89</sup> See the notes: 50, 51, 52, 53, 54, 57, 60, 63, 73, 74, 76, 77, 78, 79, 82, 85.

<sup>90</sup> A.C Walker, 'Social Quality and Quality of Life: Draft paper for the 5th ISQOLS Conference in Frankfurt', (Sheffield: University of Sheffield, July 2003).

<sup>91</sup> L.J.G. van der Maesen, 'Lecture for the conference on the quality of social and social-medical provisions and interventions of the University of Lille 3 in October 2003', (Amsterdam :EFSQ, October 2003).



reduces the interpretation of this role as one in the framework of economics. Third, the concept of social quality provides the essential connection between needs, actors and policies and may be qualified as a sustainable project, because sustainability has to be defined in democratic terms. It must be legitimate in the eyes of the peoples of Europe. Fourth, if the European 'social model' means anything it is the aspiration towards higher standards rather than a minimal social floor as suggested by members of the Round Table. This can be seen not only in the higher proportions of GDP devoted to social protection but especially in the greater expectations of citizens, in the higher levels of investment in human and social infrastructure capital, in the lower levels of poverty and inequality. To undermine these achievements would be a retrograde step of immense proportions.<sup>92</sup>

## 3.5 The fourth stage research purpose and methodology

### 3.5.1 Interpretation theoretical outcomes

The co-ordinating team organised in February 2004 the Network's fourth meeting of all participants<sup>93</sup>. The purpose was to make an agreement – thanks to the work done up till now – (i) about the domains, (ii) sub-domains, (iii) the indicators of the four conditional factors, and (iv) the outlines of the final report and the national reports. The co-ordinating team delivered the input based on the outcomes of the second meeting of all assistants in September 2003. The input regarded: (i) the second national reports about the data availability assessment concerning socio-economic security, (ii) the interpretation of the outcomes thanks to the assistants' second meeting, (iii) extensive comments by nearly all assistants on the drafts about the theoretical papers concerning the four conditional factors, (iv) a paper about the outlines of the final reports<sup>94</sup>, a paper about the general theoretical approach<sup>95</sup> and, (v) thirteen first drafts by the assistants about the data availability assessment of the indicators of all four conditional factors.<sup>96</sup> As an outcome of the third stage all assistants produced their comments on the drafts about the four conditional factors.<sup>97</sup> It functioned as a method to prepare the production of their final national reports about the indicators of all conditional factors.

Thanks to this fundamental pre-work the conclusion was made, that the specificities of the four conditional factors will be realised in the domains of the conditional factors. Seen in the theoretical

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<sup>92</sup> L.J.G. van der Maesen, J. Baars, P. Herrmann, A.C.Walker, 'Briefing paper for the Round Table of the European Commission', (Amsterdam: EFSQ, November 2003).

<sup>93</sup> This meeting was prepared with the new Progress Report as well: M. Keizer, H. Verkleij, 'Progress Report: Project year 2 – 2002/2003 of the Network Indicators of Social Quality', (Amsterdam: EFSQ, February 2004).

<sup>94</sup> L.J.G. van der Maesen, A.C.Walker, M. Keizer, 'Outline of the Final Report and the National Reports of the Network Indicators of Social Quality', (Amsterdam: EFSQ, January 2004).

<sup>95</sup> J. Baars, W. Beck, S. Kuhnel, L.J.G. van der Maesen, A.C. Walker, 'Extended Outline Chapter Three on Methodology of Operationalisation of the Network Indicators of Social Quality', (Amsterdam: EFSQ, January 2004).

<sup>96</sup> This regarded a first exercise of the data availability assessment of all previous indicators of the four conditional factors. These drafts will be described in the Foundation's Annual Report 2004 (forthcoming). These papers were prepared during the assistants' second meeting and it should function as input for the participants' fourth meeting.

<sup>97</sup> These working papers will be described in the Foundation's Annual Report 2004 (forthcoming). They were prepared during the assistants' second meeting as well.

perspective of social quality a 'domain' refers to an empirical knowable construct with which to operationalise the consequences of the factor's trinominal nature. Conditional factors may be oriented on the same domains but from a different perspective, dependent of its specificity. The consensus paved the way for the following choice of relevant domains:

**Figure-8: The domains of the conditional factors**

*Socio-economic security*

*Financial resources  
Housing and environment  
Health and care  
Work  
Education*

*Social cohesion*

*Trust  
Other integrative norms and values  
Social networks  
identity*

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*Social inclusion*

*Citizenship rights  
Labour market  
Services (public and private)  
Social networks*

*Social empowerment*

*Knowledge base  
Labour market  
Openness and Supportiveness  
of institutions  
Public space  
Personal relations*

The **sub-domains** in the context of the social quality theory are conceived as a subset of its domain and therefore also as a particular manifestation of the specificity of the conditional factor in question. In these specific manifestations it becomes clear how the four conditional factors complement each other. In other words decisive criteria for the choice of sub-domains is their function for explaining its affinity with the domains of the same conditional factor and its affinity with the domains and sub-domains of the other conditional factors.

Finally, the **indicators** are derived from the domains and sub-domains of the conditional factors and are illustrative for the sub-domains and specificity of the conditional factor. At this stage indicators are not intended to set a standard. Furthermore, indicators measuring the conditional factors of social quality are not necessarily new ones that cannot be found in mainstream approaches. They will measure conditions which exist as empirical facts. They will measure the degree to which people as social actors may dispose of these conditions that enable them to play a role as citizens in the formation and operation of collective identities for enhancing the quality of the social. Therefore the choice of indicators has been subject to the qualification that they clarify the conditions necessary for developing social quality. That means, they have to be related, in theoretical sense, to the subject matter of the conditional factor in question, and thus to the subject matter of 'the social'. Finally these

indicators should also address some general methodological conditions: (i) the indicator should identify the essence of the question, (ii) it should be robust and in principle statistically validated, (iii) the indicator should clarify trends and processes related with policy-making, (iv) the indicator should be measurable in a sufficiently comparable way across countries and regions, (v) an indicator should be timely and susceptible to revision.<sup>98</sup>

In the letter about the outcomes of the Network's fourth meeting we concluded, that *"we did some tremendous work together and the conditional quadrangle and the methodology for constructing domains, sub-domains and indicators are now clear and robust. We are confident that the conditional quadrangle is in good shape (see figure-5). The final version of the full indicators list will be sent to you in three weeks time. Thereafter the authors of the four papers on the conditional factors will rewrite the papers accordingly. We also agreed on the guidelines and schedule for the national reports and these are attached. Again thank you for your positive input and the consensus we reached on the guidelines"*.<sup>99</sup>

### 3.5.2 Formulation of purpose theoretical research

As explained already, the Network's fourth meeting paid attention to the elaboration of the four documents about the conditional factors, in order to assist the participants and the assistants as effective as possible. The outcomes in the Spring of 2004 are discussed in the following Chapter of this Final Report. A start was also made with the preparation of a final theoretical Chapter and a Chapter about the applied methodology. This should result in the Foundation's third book on the outcomes of the Network. Preliminary ideas about the third book were published as well.<sup>100</sup> These ideas and the discussion about these ideas functioned as a method to formulate the final purpose of the theoretical research. The essence was to elaborate the new consensus by the Network about the theoretical aspects of the social quality approach.

To explain this point we may refer to figure-3 with which to illustrate a main aspect of the applied method, namely to stimulate the relationship between deductive based approaches and inductive based approaches.<sup>101</sup> This applied method is also illustrated in figure-11 in the following Chapter. Figure-11 shows, that on the theoretical level (the second pillar) a lot of pre-work is done which delivered inputs for the Network. It regards the work done between 1996 and 2001. Two books were published as well as four issues by the European Journal of Social Quality. The Network incorporated these inputs as well as the important input produced in the context of the third pillar. It regards projects

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<sup>98</sup> See T. Atkinson cs., note-55.

<sup>99</sup> A.C.Walker, L.J.G. van der Maesen, Letter to the participants of the Network Indicators of Social Quality, Amsterdam, 16th February 2004. Furthermore: M. Keizer, A.C.Walker, 'Guidelines for National Reports', (Amsterdam: EFSQ, February 2004).

<sup>100</sup> L.J.G. van der Maesen, 'Design of the Foundation's third book', (Amsterdam: EFSQ, April 2004).

<sup>101</sup> In the Foundation's third book this point will be theoretically underpinned. The lack of this relationship cause the absence of a theoretically context of many empirical research and their applied methodology.

about the confrontation of the social quality theory with employment policies<sup>102</sup>, urban policies<sup>103</sup>, ageing policies<sup>104</sup>, and public health policies.<sup>105</sup>

The Network prepared in this stage, first, its theoretically output by formulating the theoretically grounded method for the final data availability assessment with the input thanks to the second and the third pillar (see figure-9) in mind. The application of this method will pave the way for decisive empirical research in a new stage (by the successor of ENIQ). This output resulted in the final 14 national reports (see below). Second, the Network delivered its theoretically output by formulating questions about the theoretical state of affairs of the social quality theory. This output was taken on board by the authors of the documents about the four conditional factors (see following Chapter), which will be published in the Foundation's third book. Third, the Network will deliver important theoretically output on behalf of the new projects in the context of the Foundation's third pillar, namely with regard to the assessment of employment policies, urban policies, public health policies and ageing policies. This output will be elaborated in the Foundation's third book as well.

### 3.5.3 Formulation purpose final data availability assessment

The co-ordinating team elaborated the consensus of the Network's participants about the indicators of the different sub-domains of the four conditional factors. This resulted in a final draft which was used for the third meeting of all assistants in order to assist them for producing the national reports. This meeting was held in May 2004. The purpose was, first, to analyse the consensus about the indicators, and, second, to discuss the methods to be applied in order to find the most relevant data, for the application of the chosen indicators. This resulted finally in the June report about the 'domains, sub-domains and indicators' of the four conditional factors of social quality and the exchange of information about data availability in different European data bases like: Eurosta, European Value Survey, European Community Household Panel, OECD, Eurobarometer, FEANTSA, IALS, PISA. The outcomes were as follows<sup>106</sup>:

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<sup>102</sup> We already referred to the work done for analysing employment policies, see notes-38 and 39, and Annual Reports 2000 and 2001, see note-6.

<sup>103</sup> W. A. Beck, *'Toward European Cities of Social Quality'*, (Amsterdam: EFSQ, 2001), and Annual Reports 2000 and 2001, see note-6.

<sup>104</sup> See the thematic issue: 'Age and Autonomy', *European Journal of Social Quality*, Vol. 2, Issue 1 (2000), with contributions by: Aan Showstack Sassoon (Kingston University) and Wendy Stokes (American International University in London), Jan Baars (University of Tilburg), Carroll Estes (University of California), Piet Houben (Free University Amsterdam), Anne Jamieson (University of Birkbeck), John Mephram (University of Kingston).

<sup>105</sup> L.J.G. van der Maesen, H.G.J. Nijhuis, 'Continuing the Debate on the philosophy of modern public health: social quality as a point of reference', in: *Journal of Epidemiology and Community Health*, Vol. 54, nr.2 (February 2000), pp. 134-143, and in the Annual Reports 2000 and 2001, see note-6.

<sup>106</sup> M. Keizer, L.J.G. van der Maesen, H. Verkleij, A.C.Walker, R. Duiveman, *'List domains, sub-domains and indicators of the four conditional factors of social quality'*, (Amsterdam: EFSQ, June 2004).

### Indicators of Socio-economic Security

Domains	Sub-domains	Indicators	
Financial resources	Income sufficiency	1. Part of household income spent on health, clothing, food and housing (in the lower and median household incomes)	
	Income security	2. How do certain biographical events affect the risk of poverty on household level. 3. Proportion of total population living in households receiving entitlement transfers (means-tested, cash and in-kind transfers) that allow them to live above EU poverty level	
Housing and environment	Housing security	4. Proportion of people who have certainty of keeping their home	
		5. Proportion of hidden families (i.e. several families within the same household)	
	Housing conditions	6. Number of square meters per household member 7. Proportion of population living in houses with lack of functioning basic amenities (water, sanitation and energy)	
		Environmental conditions (social and natural)	8. People affected by criminal offences per 10.000 inhabitants 9. Proportion living in households that are situated in neighbourhoods with above average pollution rate (water, air and noise)
Health and care	Security of health provisions		10. Proportion of people covered by compulsory/ voluntary health insurance (including qualitative exploration of what is and what is not covered by insurance system)
	Health services	11. Number of medical doctors per 10.000 inhabitants 12. Average distance to hospital, measure in minutes, not in meters 13. Average response time of medical ambulance	
	Care services	14. Average number of hours spent on care differentiated by paid and unpaid	
Work	Employment security	15. Length of notice before employer can change terms and conditions of labour relation/contract 16. Length of notice before termination of labour contract 17. proportion employed workforce with temporary, non permanent, job contract	
		Working conditions	18. Proportion of workforce that is illegal 19. Number of employees that reduced work time because of interruption (parental leave, medical assistance of relative, palliative leave) as a proportion of the employees who are entitled to these kinds of work time reductions
			20. Number of accidents (fatal / non-fatal) at work per 100.000 employed persons (if possible: per sector) 21. Number of hours a full-time employee typically works a week (actual working week)
	Education	Security of education	22. Proportion of pupils leaving education without finishing compulsory education (early school leavers) 23. Study fees as proportion of national mean net wage
	Quality of education	24. Proportion of students who, within a year of leaving school with or without certificate, are able to find employment	

Source: M. Keizer and L.J.G. van der Maesen: Social Quality and the Component of Socio-economic security 3rd Draft, Working Paper, Amsterdam, September 2003

### Indicators of Social Cohesion

Domains	Sub-domains	Indicators
Trust	Generalised trust	25. Extent to which 'most people can be trusted'
	Specific trust	26. Trust in: government; elected representatives; political parties; armed forces; legal system; the media; trade unions, police; religious institutions; civil service; economic transactions 27. Number of cases being referred to European Court of law 28. Importance of: family; friends; leisure; politics; respecting parents. parents' duty to children
Other integrative norms and values	Altruism	29. Volunteering: number of hours per week
	Tolerance	30. Blood donation 31. Views on immigration, pluralism and multiculturalism 32. Tolerance of other people's self-identity, beliefs, behaviour and lifestyle preferences
	Social contract	33. Beliefs on causes of poverty: individual or structural 34. Willingness to pay more taxes if you were sure that it would improve the situation of the poor
		35. Intergenerational: willingness to pay 1% more taxes in order to improve the situation of elderly people in your country 36. Willingness to actually do something practical for the people in your community/ neighbourhood, like: picking up litter, doing some shopping for elderly/ disabled/ sick people in your neighbourhood, assisting neighbours/ community members with filling out (fax/ municipal/ etc) forms, cleaning the street/ porch/ doorway 37. Division of household tasks between men and women: Do you have an understanding with your husband/ spouse about the division of household tasks, raising of the children, and gaining household income?
Social networks	Networks	38. Membership (active or inactive) of political, voluntary, charitable organisations or sport clubs 39. Support received from family, neighbours and friends 40. Frequency of contact with friends and colleagues
Identity	National/ European identity	41. Sense of national pride
	Regional/ community/ local identity	42. Identification with national symbols and European symbols 43. Sense of regional / community / local identity
	Interpersonal identity	44. Sense of belonging to family and kinship network

Source: Y. Berman and D. Phillips: Indicators for Social Cohesion, 5th Draft, EFSQ Working Paper, Amsterdam, June 2004

### Indicators of Social Inclusion

Domains	Sub-domains	Indicators
Citizenship rights	Constitutional/ political rights	45. Proportion of residents with citizenship
		46. Proportion having right to vote in local elections and proportion exercising it
	Social rights	47. Proportion with right to a public pension (i.e. a pension organised or regulated by the government)
		48. Women's pay as a proportion of men's
	Civil rights	49. Proportion with right to free legal advice
		50. Proportion experiencing discrimination
	Economic and political networks	51. Proportion of ethnic minority groups elected or appointed to parliament, boards of private companies and foundations
		52. Proportion of women elected or appointed to parliament, boards of private companies and foundations
		53. Long-term unemployment (12+ months)
	Labour market	Access to paid employment
Services	Health services	55. Proportions with entitlement to and using public primary health care
	Housing	56. Proportion homeless, sleeping rough
	Education	57. Average waiting time for social housing
		58. school participation rates and higher education participation rates
	Social care	59. Proportion of people in need receiving care services
	Financial services	60. Average waiting time for care services (including child care)
		61. Proportion denied credit differentiated by income groups
	Transport	62. Access to financial assistance / advice in case of need
63. Proportion of population who has access to public transport system		
Social networks	Civic / cultural services	64. Density of public transport system and road density
		65. Number of public sport facilities per 10.000 inhabitants
	Neighbourhood participation	66. Number of public and private civic & cultural facilities (e.g. cinema, theatre, concerts) per 10.000 inhabitants
		67. Proportion in regular contact with neighbours
		68. Proportion in regular contact with friends
	Friendships	69. Proportion feeling lonely/isolated
		70. Duration of contact with relatives (cohabiting and non-cohabiting)
Family life	71. Informal (non-monetary) assistance received by different types of family	

Source: A. Walker and A. Wigfield: The Social Inclusion Component Of Social Quality, EFSQ Working Paper, Amsterdam, September 2003



### Indicators of Social Empowerment

Domains	Sub-domains	Indicators
Knowledge base	Application of knowledge	72. Extent to which social mobility is knowledge-based (formal qualifications)
	Availability of information	73. Per cent of population literate and numerate 74. Availability of free media 75. Access to internet
	User friendliness of information	76. Provision of information in multiple languages on social services 77. Availability of free advocacy, advice and guidance centres
Labour market	Control over employment contract	78. % Of labour force that is member of a trade union (differentiated to public and private employees) 79. % Of labour force covered by a collective agreement (differentiated by public and private employees)
	Prospects of job mobility	80. % Of employed labour force receiving work based training 81. % Of labour force availing of publicly provided training (not only skills based). (Please outline costs of such training if any) 82. % Of labour force participating in any "back to work scheme"
	Reconciliation of work and family life (work/ life balance)	83. % Of organisations operating work life balance policies. 84. % Of employed labour force actually making use of work/life balance measures (see indicator above)
Openness and supportiveness of institutions	Openness and supportiveness of political system	85. Existence of processes of consultation and direct democracy (eg. referenda)
	Openness of economic system	86. Number of instances of public involvement in major economic decision making (e.g. public hearings about company relocation, inward investment and plant closure)
	Openness of organisations	87. % of organisations/ institutions with work councils
Public space	Support for collective action	88. % Of the national & local public budget that is reserved for voluntary, not-for-profit citizenship initiatives 89. Marches and demonstrations banned in the past 12 months as proportion of total marched and demonstrations (held and banned).
	Cultural enrichment	90. Proportion of local and national budget allocated to all cultural activities 91. Number of self-organised cultural groups and events 92. Proportion of people experiencing different forms of personal enrichment on a regular basis
	Personal relationships	93. percentage of national and local budgets devoted to disabled people (physical and mental) 94. Level of pre-and-post-school child care
	Support for social interaction	95. Extent of inclusiveness of housing and environmental design (e.g. meeting places, lighting, layout)

Source: P. Herrmann: Discussion Paper on the Domain Empowerment, 3rd Draft, ENIQ October 2003

After the third meeting of all assistants in Amsterdam we concluded, that *"it was a very impressive event. The willingness to create together the final product of the Network war really treat. This determined the inspiring nature of the meeting. We discussed very intensively two points: (i) the relation between the indicators and the sub-domains, and (ii) between the chosen indicators and data, relevant for these indicators,.* The principle was all assistants should understand both relations in order to produce (to contribute to) the reports. During this exercise we also concluded, that the



*national reports should be especially oriented on national circumstances. Notwithstanding this, they should apply European data as much as possible in order to pave the way for comparisons. If not possible. We should apply national data. If also national data are missing the authors will be invited to refer to other indicators and their data which have a lot of affinity with the chosen data. In some cases it will be necessary to present descriptions, if the quantitative oriented analyses are not possible. Furthermore, the national reports should also demonstrate differences between the countries. Anyway, all of you will receive as soon as possible the minutes of the meeting in order to prepare the final consensus about the proposed corrections (of indicators) and about some alternatives (because the chosen indicators are not clear enough)."<sup>107</sup>*

### **3.5.4 Production and dissemination of the outcomes**

The theoretical foundations, determined in the second and third stage of the Network, delivered the bricks to build a strong set of indicators for social quality in the fourth stage. The participants and their assistants concentrated themselves on questions of operationalisation. A start was made towards rounding off the project. Therefore the fourth stage – with its fourth meeting of all participants and its third meeting of all the assistants – was completely oriented on the production of: (i) the Network's Final Report, (ii) 14x national reports about the indicators of socio-economic security, social cohesion, social inclusion and social empowerment, (iii) the production of two European oriented report, (iv) the preparation of the double issue of the Journal of Social Quality about the outcomes of the Network, (iv) the preparation of the Foundation's third book. Thanks to the willingness of DG Research of the European Commission the co-ordinating team could lengthening the project till January 2005. As supposed the production of the work concerning the data availability assessment and the work on behalf of the elaboration of the theory – the relationship between deductive and inductive based approaches - was more complicated than supposed in the June 2000 application. Notwithstanding this in the beginning of January 2005 the co-ordinating team received more than 50% of the national reports. The fifth stage was begun. In this fourth stage, because the necessity for production, no time was spent to the dissemination of the outcomes. This has been delayed until after completing the project .

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<sup>107</sup> L.J.G. van der Maesen, 'Letter to the assistants and the participants of the Network Indicators of Social Quality', Amsterdam, 19th May 2004.

## 3.6 The fifth stage outcomes about indicators and data

### 3.6.1 Introduction

In this part of the final report about the outcomes of the Network Indicators of Social Quality we will present a short overview of the data assessment in the fourteen national reports about the indicators of the four conditional factor of social quality. During the fifth stage the co-ordinating team received fourteen national reports and two reports by respectively the European Anti Poverty Network and the International Council of Social Welfare. We already referred to these final documents.<sup>108</sup> In the following sub-sections we will summarise some of the main points and conclusions with regard to the assessment of these indicators and data. These reports should be appreciated as the first assessment of the chosen indicators. The outcomes will deliver our first knowledge about the applicability of the indicators and the availability of data in order to enhance the quality of the indicators. Thanks to this first evaluation we are better able to signal overall European trends with regards to the domains of the conditional factors. It also allows us to sharpen various of the chosen indicators and stimulate the debate on some new and more adequate indicators. Many suggestions for changes are made by the authors of the national reports as a result of their search for applying the chosen indicators.<sup>109</sup>

In this chapter we will first summarize the guidelines for the writing of the national reports. Thereafter four sections will follow about the results of the data assessment in the fourteen national reports, one section for each conditional factor. For the conditional factors of socio-economic security, social cohesion and social inclusion each individual indicator is evaluated: the quality and appropriateness of the indicator is reflected, the data availability, and the outcomes and trends in the European countries with regard to the issue of measurement. For the conditional factor of social empowerment a evaluation is made on a more general level; not each individual indicator is reflected, but the domains. This deviant approach is chosen because social empowerment is the most innovative conditional factor and data is provided in the national reports mostly in qualitative descriptions.

### 3.6.2 The guidelines for national reports

In order to create a basis for comparison the Network's co-ordinating team published in cooperation with the participants, guidelines for the writing of the national reports. These were established after the fourth meeting of the Network in February 2004. It was decided that the national reports will have a double function. Firstly, they should inform a national audience about the state of social quality in the respective countries. In other words, the reports should stand on their own. Therefore the co-ordinating team suggested to add an annex to the national reports with a short introduction on the

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<sup>108</sup> See note-11, 12 and 13.

<sup>109</sup> This section is based on the analysis of the national reports: M. Keizer, 'Working paper: Analysis of the national reports of the Network Indicators of Social Quality' (Amsterdam: EFSQ, March 2005).

theory of social quality. Secondly, The national reports should also be read in connection with the Final Report and make a European comparison possible. The guidelines could be summarized as follows<sup>110</sup>:

Firstly, the national reports should focus primarily on the exploration of national circumstances. So the report will describe the national situation with regard to the four conditional factors of social quality. The Final Report of the Network will reflect on a comparison of the different countries.

Secondly, the data used for the indicators should in first instance come from European databases in order to facilitate comparability as much as possible. If, in the opinion of the authors the European data do not reflect the national situation sufficiently, national (or even regional) data can be used in addition to the European data. If European data are not at all available, national data can be used.

Thirdly, the priority is to use quantitative data, but in some cases – mostly with regard to social empowerment – the use of a qualitative description of the national situation is needed. Where to use quantitative and where to use qualitative description was explicated in the lists of indicators.

Fourthly, it was tried as much as possible to present data over a period from 1999 to 2001 in order to shed some light on recent trends. Where available the EU average of the former 15 Member States is used as point of reference. Furthermore, some variables are formulated that are not explicitly mentioned in the indicators. Where possible and useful a differentiation is made for each indicator on the following variables:

- \* gender – the gender topic is especially important, as gender is high on the European agenda and because social quality is regarded at an individual level where differences between men and women are an important piece of information on the daily circumstances of citizens.
- \* age (1-10, 11-20, 21-65, >65 years).
- \* income group (below and above mean national income).
- \* regions (urban – rural divide, geographical regions).

Fifthly, the available European data for some of the indicators is presented in a collective appendix with tables. The national reports will give a description of these European data. In this description different topics can be further explicated: (i) is the indicator relevant for the national problems concerning the sub-domain in question, (ii) is the European data reflecting the national situation sufficiently (if not, this will be explained and national data will be added). If European data are not available for an indicator, national data will be used. If data is not at all available, this will be explicated in the national reports.

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<sup>110</sup> Co-ordinating team, 'ENIQ Guidelines for National Reports'; (Amsterdam: EFSQ, May 2004).

Sixthly, based on the data analysis the question is what are the most remarkable trends in the country concerning the conditional factors. The research papers about (i) socio-economic security, (ii) social cohesion, (iii) social inclusion, and (iv) social empowerment can be used as source of inspiration for discerning important trends that impact on these conditional factors.

### **3.6.3 The chosen indicators and the data with regard to socio-economic security**

The Network has spent an important part of its time on this conditional factor. Moreover a lot of research and development of indicators is done in Europe concerning the issues related to this conditional factor. Therefore the indicators for this conditional factor are quite elaborate and precise already.

#### ***The sub-domain 'income sufficiency'***

***Indicator nr.1:*** *the part of household income spent on health, clothing, food and housing (in the lower and median households incomes).*

An evaluation of all indicators for socio-economic security did us realise that this indicator shows overlap with other indicators concerning aspects of health and housing costs in other sub-domains of socio-economic security. Furthermore, it is difficult to find sufficiently comparable data. Therefore it is rather difficult to make clear conclusions.

In the German report a proposal is made for an alternative indicator, namely to assess the income sufficiency based on a counting of twenty living standard items like TV, computer, holiday trip etc. If households lacks more than six standard items it is considered as under-supplied. Of interest is that this proposed indicator reflects the quality of living of citizens which concerns the core question of social quality.

#### ***The sub-domain 'income security'***

***Indicator nr.2:*** *how do certain biographical events affect the risk of poverty on household level.*

In many reports it is concluded, that this indicator is highly interesting, but that it is really difficult to find adequate data. That is the reasons many reports presented as an approximation of this indicator some considerations about the risk of poverty for different groups in society. This seems to be appropriated but it does not really address the link we try to evaluate between important moments in people's lives and their impact on household income.

The general supposition is that especially unemployment causes a high risk for poverty. This is underpinned by the Belgium report. Life events as child birth, illness or retirement are less influential than getting unemployed. Especially in France we see a high risk of poverty under the unemployed young labour force.

**Indicator nr. 3:** *the proportion of total population living in household receiving entitlement transfers (means tested, cash and in-kind transfers) that allow them to live above EU poverty level.*

This indicator shed interesting light on the role of social transfers in the different European countries. In the case of Greece we can conclude that social transfers are not very effective. The risk of poverty before social transfers is more or less equal to the EU average, namely 34%. After social transfers the risk of poverty has dropped to 31%, which is high above the EU average. This is a remarkable conclusion and it concerns the effectiveness or lack of effectiveness of the existing welfare policies. In Sweden we will find a contrary tendency. Before social transfers we may notice a rather strong inequality in income distribution and after the transfers the inequality and risk of poverty is reduced enormously. In other words Sweden has a highly redistributive system. In the case of Italy we notice a measurement problem. Due to its fragmented and regionalised system the effect of social transfers is difficult to measure.

In many reports this indicator was combined with the better known measure of Gini coefficients, which shed light on the (in)equality of income distribution in the country. This is an interesting addition, but the Gini coefficient does not inform us if social transfers allow people in risk of poverty to live above the EU poverty level after social transfers.

### ***The sub-domain 'housing security'***

**Indicator nr.4:** *the proportion of people who have certainty of keeping their home.*

This indicator addresses a very important theme that is however difficult to measure in a quantitative way. Therefore the national reports restrict themselves to descriptions of the outcomes of national housing policies. Some made a distinction between (i) number of home owners, (ii) number of renters of social housing, (iii) number of renters of private housing. This distinction is related with the costs of ownership or renting. Especially for analysing the security we need information about the costs and the affordability of housing costs. The Spanish report makes a plea for an indicator on affordability of housing costs. In that case we may analyse the security of tenure for house owners in relation to indebtedness. In the Dutch report the theme of the relation between cost of renting and affordability is also put forward. In the Dutch case – and this is rather an unique phenomenon – this affordability is increased by social housing subsidy for low income groups.

**Indicator nr. 5:** *the proportion of hidden families (i.e. several families within the same household).*

This is a highly difficult indicator to measure, because it is almost impossible to provide data on the living situation of people in the same house. In several national reports the authors reflected on issues like for example young people staying for a long period of their life with their parents, for example in Slovenia, Spain and most of the Southern countries. This has also to do with high housing costs and insufficient housing stock. Other dimensions play an important role as well, for example, the changing family relationship, historical determined traditions and economic reasons. It remains difficult to interpret the outcomes of this applied indicator. Possibly we have to rethink the purpose of this indicator.

#### **The sub-domain 'housing conditions**

**Indicator nr.6:** *the number of square meters per household member.*

Many reports note that in general the living space of houses in Europe is not so bad. In some reports it is remarked that especially in the low income groups, there is a problem of overcrowding. It is therefore suggested by the German, French and Spanish reports, to analyse the problem of overcrowding in relation to household income.

**Indicator nr. 7:** *the proportion of population living in houses with lack of functioning basic amenities (water, sanitation and energy).*

With regard to this indicator the same suggestion is made, namely to relate this indicator to income levels. Nevertheless the presented data disclose interesting differences in Europe. Of interest is to notice that the housing conditions in Portugal are lagging behind the European average, although huge efforts are made in the last years. On the other hand in Sweden and The Netherlands the housing conditions are of a high quality.

#### **The sub-domain 'environmental conditions (social and natural)'**

**Indicator nr.8:** *people affected by criminal offences per 10.000 inhabitants*

In some national reports, for example Finland, attention is paid to the change of the nature of offences, namely an increase in violent incidences resulting in physical injuries. Overall the victimisation rate in this country is however decreasing. Especially with regard to this theme suggestions are made, for example in the German and Spanish reports, to orient the analysis on feelings of insecurity. Remarkable is the significant increase of the feeling of insecurity by criminal offences in the Eastern part of Germany after the reunion. In the UK report is noticed that 40% of households in relative poverty report frequent crime in their area. A similar remark is made in the French report. Due to the national housing policies since the 1960s large blocs of flats were constructed in the suburbs of the

big cities. The concentration of poor and excluded people increased the level of insecurity in these urban parts and a manifold of these parts became 'no go areas'.

The national explorations stimulate to make a distinction with regard to this indicator between (i) suburban parts of higher and suburban parts of lower incomes groups, and (ii) the feeling of insecurity in relation to income groups.

**Indicator nr.9:** *the proportion living in households that are situated in neighbourhoods with above average pollution rate (water, air, and noise).*

This is an interesting indicator but, because of the lack of data on the specific situations in neighbourhoods, it is difficult to measure. For example pollution data are only available on a national level and do not tell anything on conditions in neighbourhoods. Especially pollution rates with regard to quality of air and noise are related to urban regions. It is remarkable that pollution levels decreased due to recent environmental policies and the restructuring of economic production relations (see for example the Hungarian report). Hungary experienced a decrease in heavily polluting industries. In the case of Slovenia it was shown by different examples that until recently people did not have a very high ecological awareness. This has changed and therefore this theme has gained more interest in this country. The UK report referred to the difference in air quality between areas where high and areas where low income groups are living. In the last case air pollution was more serious. Apparently air pollution could also be related to the issue of poverty. Notwithstanding this, in the Greek case is noticed that Athens and Thessaloniki have high levels of pollution. In other words it regards as well the concentration of people in big cities.

This theme seems to be highly relevant and the existing measurement problems with the indicator should be resolved. Once again an explicit distinction between income levels seems to be of interest.

#### ***The sub-domain 'security of health provisions'***

**Indicator nr.10:** *the proportion of people covered by compulsory/voluntary health insurance (including qualitative exploration of what is and what is not covered by insurance system).*

This indicator shows a high coverage of European citizens by health insurance. Nevertheless the Italian report concludes that this indicator on the coverage of compulsory health insurance does not signal variation in levels of coverage, access and quality of services. In several countries it is becoming more and more common to pay extra charges next to the national or general health insurance for medical services. This is the case in Sweden, The Netherlands, Germany, and UK. This phenomenon increases the possibility of a growing inequality between different social groups and it undermines the universality of health care services, as is explicitly mentioned in the Greek report. Also the French report states that the French original system of universality is becoming means tested.

Although the national state provides the poor with free complementary health insurance in order to reduce the inequality.

In several reports the aspect of waiting lists for surgeries is mentioned as an increasing problem. As a result of this in the UK private medical care is becoming more popular amongst the wealthy. This is a phenomenon which can be recognised in other parts of Europe as well.

These remarks invite us to relate this indicator with the nature and cost of coverage and the differences between types of insurance and its changes over time. Furthermore we have to distinguish between the public and the private insurance systems and the consequences of this distinction for all types of income groups.

### ***The sub-domain 'health services'***

#### ***Indicator nr.11: the number of medical doctors per 10.000 inhabitants'***

The analysis of the national reports with regard to this indicator stimulated interesting considerations. Important is the conclusion (see for example the Greek report) that we have to measure the supply of medical doctors as well as of nurses. In Greece there is an oversupply of medical doctors and an under-supply of nurses with the consequence that doctors partly do the work, nurses normally do. This suggests a very inefficient health care system.

A second distinction should be made, namely between medical doctors and nurses per clients/patients in hospitals (the intramural system), and medical doctors (or general practitioners) and nurses per clients/patients in communities (on behalf of the extramural system). The Dutch report refers to a lower rate in the intramural system (see the waiting lists for surgery) and a higher rate in the extramural system. This distinction should be related to the needs of clients/patients. Especially in the light of the changes in demography in the near future, the needs for the extramural care system will increase substantially. The indicator should be sensitive for this tendency as well.

#### ***Indicator nr.12: the average distance to hospital measure in minutes, not in meters'***

In Belgium exists a high proximity of GP's and hospitals but, nevertheless, the authors notice a significant difference in proximity between people with high and people with low income. Seen from a European perspective this deviance is remarkable. In Hungary and in Slovenia the national reports notice that the modernisation and repair of medical equipment of hospitals is a condition for the quality of the health care system. In the case of Hungary the reform of the health care did not lead to more efficiency and the reform did not lead to a decrease in costs. In general sense the poor level of health services in Hungary causes a poor health status of the population.



The indicator should address the nature of the health care services instead of the proximity. In many reports the indicator on proximity is treated in the context of 'access to hospitals'. This regards the conditional factor of social inclusion. Therefore this indicator should be rethought and the Hungarian suggestions could be accepted as an alternative. In this report it is suggested to add next to the quality aspect of health care, a sub-domain on the health status of people regarding indicators of life-expectancy, self-reported health conditions and long term illness.

***Indicator nr.13: the average response time of medical ambulances***

In the national reports two types of comments are made. First, this question is highly regulated by national governments and, therefore, does not say anything about trends with regard to the conditional factor of socio-economic security. Secondly, this indicators has to do with 'access to' health care and thus belongs to the conditional factor of social inclusion.

***The sub-domain 'care services'***

***Indicator nr.14: the average number of hours spent on care differentiated by paid and unpaid.***

In general this sub-domain and its indicator address a very important aspect of the daily life of citizens. But at the same time we may conclude that there is a lack of data to measure the rate between paid and unpaid care. Furthermore, it concerns a rather complex subject. In many reports suggestions are made to distinguish between: (i) public and private care, (ii) between age groups, (iii) between paid and unpaid, (iv) between gender of care givers, and (v) to differentiate in time spent on care.

Here we present a compilation of the issues mentioned in the national reports. In the German report it is remarked that in the Western part of Germany the gender gap in time spent on care has widened instead of decreased. This is remarkable as it is against the European trend. Public care in the Netherlands for older people is insufficient and decreasing in quality. Furthermore we notice an increase of the costs for child care on behalf of working fathers and mothers. In the UK we will find little provisions for children in the age group under four years old and most child care provisions are private. Moreover after school care is provided against charges. This makes participation of mothers with little children on the labour market problematic. In Sweden there is a sufficient public supply for childcare, disabled people and older people. But also in this country a decline in supply is signalled leading to an increase of private childcare. In Hungary care services were provided by employees under communism. This is decreasing which is resulting in a more unequal distribution of care services depending on the employer people work for.

In the Spanish report it is suggested that it would be more useful for Southern European countries to differentiate between the role of the family and the role of public institutions by the following two indicators: (i) time spent on caring for others (either through family or voluntary work), (ii) coverage of public care services – number of places for pre-school children and for dependent adults (elderly) in

relation to the total population. According to the Italian report it makes more sense to measure the ability to receive care if needed. In other words, this indicators needs rethinking in the context of social quality.

***The sub-domain 'employment security'***

***Indicator nr. 15: the length of notice before employer can change terms and conditions of labour relation/contract***

This issue is regulated by labour law in all European countries. Therefore it does not really show important trends or deficiencies for daily life.

***Indicator nr. 16: the length of notice before termination of labour contract.***

This issue is regulated by labour law in all European countries. Therefore it does not really show important trends or deficiencies for daily life.

***Indicator nr. 17: the proportion employed workforce with temporary, non permanent, job contract.***

Thanks to the information by the national reports we may conclude that the number of non-standard contracts, for example temporary, non-permanent job contracts is increasing. In Germany we notice a big difference between the Western and the Eastern parts of the country. In the Eastern part more often temporary contracts are applied. In the UK only 6% of the employees have a temporary contract, which is low in comparison to the EU15 average, being 13,5%.

In Eastern Europe, like Hungary, there still exists a big difference between the public sector and the private sector. In the first one life time secure jobs are usual. The private sector jobs are more selective on an economic basis. In general 33% of employees have temporary contracts. This is not the case for Slovenia. With 15% of temporary employees it is more like Western Europe. The Greek report explicitly mentioned that the employment protection legislation is highly restrictive. On the other hand, there is high flexibility in the extensive informal sector. Estimated is that 35 till 45% of GDP comes from this informal sector. In Spain there are also high levels of temporary employment, namely 30%. Here employees report that they mostly work temporary, because they could not final a permanent job. This should also be regarded in the light of the high unemployment rate in Spain and a high rate of informal economic activity.

The Belgian report explicitly notes, that the risk of poverty among temporary employees is substantially greater. Furthermore, the European trend demonstrates an increase of temporary contracts. Therefore this indicator is very important and should be couple with an analysis of the consequences for citizens. Notwithstanding this the indicator is not completely unequivocal. Sometimes, a temporary contact paves the way for permanent contracts. Furthermore, and see for

example Spain, temporary contracts can be seen as a solution under circumstances of high unemployment. The question how to relate flexibility and security – the theme of flexicurity – may be seen as a crucial aspect of socio-economic security.<sup>111</sup>

**Indicator nr.18:** *the proportion of workforce that is illegal.*

According to many national reports this indicator is known for its measurement problems. Nevertheless it is an important issue with regard to socio-economic security and social quality. Illegal work often comes together with low security. Of interest is to connect this indicator with indicators related with the conditional factor of social inclusion like discrimination and migration.

**The sub-domain ‘working conditions’**

**Indicator nr.19:** *the number of employees that have reduced work time because of interruption (parental leave, medical assistance of relative, palliative leave) as proportion of the employees who are entitled to these kinds of work time reductions.*

According to the national reports this indicator needs reflection. Two issues are combined in this indicator, namely the actual reduction of working time by employees and the entitlements to different forms of leave. This combination makes measurement difficult. Probably it should be reformulated into two indicators; one on a description of entitlements and one on work time reduction by employees with regard to different forms of leave.

**Indicator nr.20:** *the number of accidents (fatal/non-fatal) at work per 100.000 employed persons (if possible: per sector).*

According to most national reports this is a good and relevant indicator because it is clear and informative and of interest for comparative research. The number of accidents at work (fatal or non fatal) has dropped in all EU countries. Although in Germany compared to the EU average, there is still a high rate. The same counts for France, with an accident rate above the EU15 average. In the UK the rate is low in EU comparison, as is the case in The Netherlands, Sweden and Finland. In Greece there is a very high accident rate. As such, in the Southern European countries the accident rates are higher than the EU15 average.

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<sup>111</sup> This question is addressed in the Foundation’s project, supported by DG Employment and Social affairs, see notes-38 and 39.

**Indicator nr.21:** *the number of hours a full-time employee typically works a week (actual working week).*

There are not so big differences in Europe. It seems that the Greeks have the longest working week. In the recent past, especially on the Continent – in France, The Netherlands and Germany - working week hours were reduced to keep wages low. In the light of new labour market developments we could question if this policy of trade off between wages and working hours is durable. Especially in the light of these future developments this indicator is worthwhile.

**The sub-domain ‘security of education’**

**Indicator nr.22:** *the proportion of pupils leaving education without finishing compulsory education (early school leavers).*

It makes sense to rethink how to measure this indicator because it became clear from the national reports, that the compulsory education systems differ a lot between the European countries. For example in Belgium the compulsory system ends at the age of 18, while in many other countries this age is 16. In The Netherlands we see a high proportion of premature school leavers (20%) (compared to the EU15 average, being around 18%), however most of early school leavers find a job in the labour market thanks to relative favourable labour market conditions. In France, contrary to The Netherlands, there is a lower rate of early school-leavers (although still 15%) but these under-skilled youngsters have difficulties with entrance to the labour market. Portugal is known for its structural educational problems, here the compulsory education lasts to the age of 15 and the proportion of early school leavers is highest in Europe, 41% according to Eurostat in 2003. In the UK the majority of young people leaving education enter governmental funded training schemes. But it is important to mention that they have no right to any form of benefit like for example in The Netherlands. Unknown remains what the state of youth unemployment is in Britain. In Germany there is a low rate of early school drop outs but there are higher risks for certain groups, especially boys from Turkish background.

The above mentioned issues make clear that the topic of this indicator is highly important but it should be better related to the educational systems in the European countries for adequate comparative research.

**Indicator nr. 23:** *study fees as proportion of national mean net wage.*

It is remarkable the national reports were unable to cope with the measuring of this indicator. This too has to do with the different educational systems in European countries. Although the Bachelor Master structure is slowly introduced in more and more European countries, the syntonisation of educational systems will take many more years.

In the reports interesting issues are mentioned, but at this stage comparison is difficult. Some countries work with study fees coupled with a system of subsidies, in other countries the schooling system is free of charges, but subsidies are non-existent. The question remains thus how to compare citizens' costs for schooling in the different European countries?

***The sub-domain 'quality of education'***

***Indicator nr.24:*** *the proportion of students who, within a year of leaving school with or without certificate, are able to find employment.*

It is questionable whether this indicator is a good measure for the quality of education, although it is of relevance with regard to the indicator of early school leavers.

Many suggestions are made in the national reports for alternative indicators, for example: (i) PISA score (German report), (ii) an indicator on the average number of students per teacher (Dutch report), (iii) indicator on the availability of school facilities as library, computer facilities etc (Dutch report).

### **3.6.4 The chosen indicators and the data with regard to social cohesion**

Many of the national reports mention that we should be careful with the interpretation of most of the survey data used for measuring the indicators with which to analyse the trends and comparisons with regard to the sub-domains of this conditional factor. The Greek report explicitly mentioned that the authors doubt the reliability of the EVS survey used for many of the indicators, because of the rigid structured questionnaire. It is a question if these questionnaires are sensible enough for the cultural differences within the European Union and its accession states with regard to social cohesion. This means we have to look for more adequate data in the near future in order to analyse aspects of social cohesion as defined in the social quality approach. The problem is that in the mainstream discourse social cohesion is not defined at all and that measures for social cohesion used in this mainstream discourse are not adequate for measuring social cohesion as defined by social quality.

***The sub-domain 'generalised trust'***

***Indicator nr. 25:*** *the extent to which most people can be trusted.*

This indicator demonstrates interesting differences between European regions, especially based on the historical and cultural background of these regions. Sweden and Finland are characterised by a high level of general trust thanks to the fact that their societies are rather homogeneous and their historical conflicts are rather restricted. The Netherlands are in a unique situation, having high levels of general trust in a multicultural setting and with a more conflictual history. Also Germany has relatively high generalised trust, notwithstanding its recent far-reaching difference between the Eastern and

Western part and the consequences of the Second World War. Surprisingly there is not a major difference between both parts. In contrast Hungary and Slovenia are characterised by a very low generalised trust. Most southern European countries occupy an intermediate position, although Greece is characterised by a low level of generalised trust. Belgium, France and the UK score under the EU15 average.

There are different hypotheses about the reasons behind the level of generalised trust in different countries, some researchers point at (i) the nature of the population; multicultural or homogeneous, (ii) a conflictual or non-conflictual history, (iii) a history of communism/ dictatorship and anguish for traitors, or (iv) the nature and role of the welfare system.

The question is if the data demonstrating trends and comparing European countries with regard to this indicator are really adequate. Notwithstanding this doubt, it shows a very interesting overall European picture which demands for serious interpretation. In which way different variables play a role in creating or preventing generalised trust, for example (i) the homogeneity of the population, (ii) the consequences of recent conflicts, the (iii) effects of the welfare system.

### ***The sub-domain 'specific trust'***

***Indicator nr.26:*** *trust in government, elected representatives, political parties, armed forces, legal system, the media, trade unions, police, religious institutions, civil service, economic transactions.*

This indicator is a more specific elaboration of the foregoing indicator (nr.25). Thanks to this elaboration we discover a more heterogeneous picture than has been described in the foregoing indicator. Although the main tendencies remain the same.

In the countries with a low level of generalised trust, Hungary and Slovenia, we could recognise low levels of trust in especially political institutions, like government, parliament and political parties. Also a low level of trust is reported in the legal system (justice), social security and the police in these countries. The southern European countries show a more mixed picture. Greece and Italy are also characterised by low levels of trust in the political and legal system. It is reported with regard to the Italian situation that Italians distrust their national institutions, except for the police and have more faith in the supra-national institutions, like the church, the EU and NATO. In Portugal national institutions are trusted more, but the trust in the legal system is also low. Spain shows an opposite picture. Here the political system is trusted more than the legal system, the police and the church. It is also reported that people have higher trust in big companies.

The countries with a high general trust, like Sweden and Finland, are characterised by high levels of trust in welfare institutions; like the health care, educational and social security system. Also high levels of trust are reported with regard to the legal and political system (parliament and government). This is the same in the Netherlands, but here the civil service is less trusted. In Belgium the welfare

institutions are also trusted more, but not the political and legal system. France this is the same, low levels of trust in the legal system and the parliament, but high levels of trust in education, social security and health care. In France it is reported that people tend to distrust major companies as well. Germany shows more or less the same picture, but here the legal system meets higher levels of trust.

**Indicator nr. 27:** *the number of cases being referred to European Court of Law.*

In the national reports there is a hesitation with regard to the significance and meaning of this indicator. Has the number of cases being referred to the European Court to do with the trust in the national legal system or the supranational European legal system? Furthermore the question is what the answer will add to the knowledge, based on the outcomes of the foregoing indicator (nr.26).

**Indicator nr. 28:** *importance of family, friends, leisure, politics, respecting parents, parents' duty to children.*

It is mentioned in the Italian report this indicator on the importance of family does not detect the dimensions that are implied. Is family important because of reliance in case the state does not provide enough welfare security or because of inherent family bounding? It is suggested to add or combine this indicator with the relevance (presence, absence, density) of the third sector.

The Portuguese report questions the relevance of this indicator for the sub-domain of trust, as the concept of 'importance' is something different from the concept of 'trust'.

**The sub-domain 'altruism'.**

**Indicator nr. 29:** *volunteering: number of hours per week.*

Volunteering seems to be an adequate measure for the issue of altruism. Moreover, this indicator shows some important differences between European countries. In The Netherlands and Sweden for example, the willingness to volunteer is high in comparison to the EU15 average. In Hungary it is low and in Slovenia it does not exist because of historical reasons. It is a highly crucial question for the Eastern European countries, as a civil society was never developed under communism. Citizens initiatives were not promoted, the state regulated many aspects of people's lives. It is also low in Greece, although during the past Olympic games we signalled an explosion of volunteering work on behalf of the games. In Spain, from a gender perspective, volunteering work is mostly done by women and from an age perspective by older people. Nevertheless the level of volunteering in Spain remains under the European average. In Italy we see an increase of volunteering work and of the non-profit sector.

More research is necessary for the variables which are stimulating or preventing volunteering work. In the Dutch case, history explains the focus on the active role of citizens and their initiatives in order to



neutralise the role of the state and its power mechanism. A typical point in Sweden is that it is accepted that social workers are in service of the state, in The Netherlands there are only social workers in service of non-profit private organisations. Possibly the nature of the non-profit sector and its tendencies should be added as an relevant indicator. In other words, with help of this indicator we may find an perspective to understand the role of citizens in a comparable way.

This theme concerns the heart of the matter of responsible citizenship. It is highly relevant with regard to the social quality theme of citizens being able to influence and change their own daily circumstances in order to elaborate the 'social quality' of daily life.

***Indicator nr. 30: blood donation***

This indicator is used in traditional social science as an indication of altruism. Some national reports address this indicator, other national reports do not. There is in general sense a lack of understanding what this indicator may explain. We probably have to rethink the relevance of this theme for social quality.

***The sub-domain 'tolerance'***

***Indicator nr. 31: views on immigration, pluralism and multiculturalism.***

According to the national reports, this is a really important topic. We can see that almost in all countries tensions with regard to immigration and multiculturalism are growing. Especially after 11 September 2001 the acceptance of cultural differences within countries has decreased. For example, in the British report we see that the former integration policy of acceptance of separate cultures within the country has changed into the demand for integration and allegiance to British norms and values. This new view on integration policy is also discernible in for example The Netherlands, France and Belgium. Even the Germans see immigrants as a necessary part of society but demand their integration in return. The Finnish people seem to be the most tolerant people toward minorities in Europe. However in Finland separate cultures are not accepted either. Recent policy is encouraging to bring people of different cultures together. Also in relatively homogeneous Sweden, where an increase in general tolerance is reported, the intolerance towards immigrants is growing.

To be able to interpret this indicator in a comparative way, it is of relevance to relate this indicator on tolerance to the rate of immigration and minorities. In other words, this indicator is highly crucial but we have to sharpen this indicator and to relate it to the number of immigrants and minorities.

***Indicator nr.32: tolerance of other people's self-identity, beliefs, behaviour and lifestyle preferences.***

Thanks to secularisation in many European countries tolerance of people's self-identity, behaviour and lifestyle has grown in Europe. The more religious countries still have a higher intolerance of lifestyle



preferences regarding sexual and family issues, for example Italy, Spain and Greece. Noticed is a new development that needs attention, namely the changed view on political extremists, left-wing and right-wing.

***The sub-domain 'social contract'***

***Indicator nr. 33: beliefs on causes of poverty, individual or structural.***

This indicator is based on survey data of the European Value Survey. In this questionnaire there are four answer categories, namely: injustice in society, modern progress, laziness, and unluck. For a good picture of people's view on the causes of poverty we have to critically analyse the quality of this questionnaire. Nevertheless it is interesting to summarise some outcomes of this European comparative survey.

In almost all European countries most people see societal injustice as the most important cause of poverty, even in countries with a well-developed socio-economic security systems. Surprisingly, especially in the Scandinavian countries structural causes like 'societal injustice' and 'part of modern progress' score high as mentioned causes for poverty. This could be interpreted as underlining the strong tradition of solidarity. In the continental countries, like The Netherlands, Germany and France individual causes as unluck (esp in The Netherlands) and laziness are mentioned as well as cause of poverty. Interestingly, in countries where opportunities arose thanks to economic boom (Ireland) or other forms of progress (Hungary and Slovenia), laziness as cause of poverty were also mentioned more often. In Italy the report shows a dual picture. On the one hand there is traditionally a critical attitude toward the government (in Italy there does not exist an explicit anti poverty policy for example). On the other hand there is the view on the Southerners as being lazy and having a lack of will power causing poverty. Portugal takes an exceptional position. Here laziness is most often mentioned as cause of poverty, contrary to the rest of Europe. It looks as if the people of countries with a history of institutionalised solidarity are expressing a stronger social contract.

***Indicator nr. 34: willingness to pay more taxes if you were sure that it would improve the situation of elderly people in your country.***

This indicator seems to underline the conclusion drawn with regard to the previous indicator. In Sweden for example people express a commitment to higher taxation as price of better social services, although Sweden is already characterised by high levels of taxation.

The Spanish report however questions this indicator because paying more tax to improve the position of others might be subjected to bias. People may be willing to do something but do not agree on an increase of taxes. In other words this report suggests to re-evaluate this indicator.

**Indicator nr. 35:** *intergenerational willingness to pay 1% more taxes in order to improve the situation of elderly people in your country.*

With regard to this indicator in the Spanish report the same question is posed as at under indicator nr. 34.

The issue of intergenerational solidarity is however of growing importance because of the changes in demography. In most of the countries people are willing to do something for the elderly. A good indicator how to measure this willingness is thus important.

In the German report a suggestion is made for another approach for indicators in this sub-domain of social contract. Namely indicators on the relationship between different societal groups (measuring conflictual perception), like old versus young, left versus right, women versus men, rich versus poor and between nationalities.

**Indicator nr.36:** *willingness to actually do something practical for the people in your community/ neighbourhood.*

No data were found in such detail. There are data in a more general sense on willingness to do something for the community or the neighbourhood. But it was decided in the process of indicator formulation that this willingness should be expressed in a concrete and practical sense. This could however not be delivered because of lack of available data.

**Indicator nr.37:** *division of household tasks between men and women: do you have an understanding with your husband/ spouse about the division of household tasks, raising of the children, and gaining household income?*

In the process of indicator formulation it was seen as important that we should not restrict ourselves only to the division of household tasks between women and men. The reason is that it can be perfectly acceptable that husband and spouse have an explicit understanding about a specific division of household tasks.

From the national reports it became clear that survey data on this specifically formulated indicator on an explicit understanding about the division of household tasks do not exist. However, in the national reports we see some interesting findings. Most pregnant was the finding that in almost all European countries women still do most of the household work even if both partners have a job. There are however some interesting exceptions. For example in Germany – to be seen as a rather conservative welfare state – the division of tasks between women and men is in a European comparison relatively equal. In France the balance has improved due to employment policies and child care facilities. In Sweden – that is traditionally seen as a country with well developed employment policies and child care facilities – the household work is still unevenly distributed between women and men. Although in

many countries the opportunities for parental leave for fathers has grown, in for example Italy and Slovenia it was explicitly mentioned that men tend not to take up this parental leave.

Most national reports based their findings on time spending surveys and connected these data with family policy developments. By assessing these developments we will be able to reformulate the indicator to improve the sensibility of the indicator for the social contract aspect of gender issues within the household.

### ***The sub-domain 'social networks'***

***Indicator nr. 38: membership (active or inactive) of political, voluntary, charitable organisations or sport clubs.***

From the national reports it became clear that membership of any organisation or club depends on the development of civil society.

The Scandinavian countries and the Netherlands show high levels of membership of organisations, not only for personal blooming, like sports, recreation and culture, but also in NGO's and interest groups. The continental countries like Germany, France and Belgium show intermediate level and mostly in the personal blooming sector of sports, recreation and culture. The Southern European countries all show low levels of organisation, but it was mentioned in the Italian, Spanish and Portuguese reports that membership levels are increasing. The Portuguese report mentioned explicitly that civic action was low, because of the history of dictatorship. Under democratic rule a civil society seems to awaken. The Hungarian report states that under communism especially personal networks were important. The democratic history of Eastern Europe is too short to witness the development of an active civil society.

This indicator could thus be seen as an interesting measure for civil society; an important social quality measure.

***Indicator nr. 39: support received from family, neighbourhood and friends.***

According to most of the reports we may recognise that measuring actual support from different social groups in a quantitative way is difficult due to a lack of data. Most reports mention contact levels, but it was agreed during the phase of indicator development that actual support was more interesting from a social quality perspective. Some interesting remarks with regard to support levels are made.

The German and Swedish report mention explicitly that the welfare state took over family solidarity. The Swedish report however states that the Swedes show a high willingness to do something for the social environment. The Southern European countries and Hungary report high importance of family support, especially with regard to child care by grandparents to enable sons and daughters to go to

work. The UK report states that community cohesion has declined in recent years, but that 31% did actually help neighbours. Only the Italian report provide data on help received; it was reported that 15% of the population received help, either from family or from friends. The Belgium report gives information on people that can not count on help. In Belgium this seems to be 13% of the population, especially low schooled and people with low income have this problem that they can not count on help from others.

This theme is highly crucial in a social quality perspective. It would be interesting to increase data availability in the future.

**Indicator nr. 40:** *frequency of contact with friends and colleagues.*

Several reports remark that friendships are becoming more and more important in recent times. Data for this indicator were available from time spending surveys.

#### ***The sub-domain 'national and European identity'***

**Indicator nr. 41:** *sense of national pride.*

National pride is high in the European Union. The Finnish people seem to be the most proud of their nationality. Germans are least proud which has to do with their nazi past. Their national pride is however growing. British people identify themselves mostly with their principality: Welsh, Scottish, English and Irish. That means that there does not really exist a 'national' pride in Britain.

**Indicator nr. 42:** *identification with national symbols and European symbols.*

Identification with symbols is not much reported in the national reports. Instead most reports say something about European pride. Belgians are pretty pride about being European. This feeling is strongest in Brussels. Also French people have a relatively positive EU attitude. The UK has the lowest EU pride. In Sweden EU enthusiasm is growing.

#### ***The sub-domain 'regional/community/local identity'***

**Indicator nr.43:** *sense of regional/community/local identity.*

This indicator is relevant in relation to indicator nr.41. It is shown by the data that regional and local identity are often stronger than national identities. Except for the smaller countries like The Netherlands and Portugal. Here national identity comes for regional and local identity. But the general trend is that the smaller the entity the higher the identification.

### ***The sub-domain 'interpersonal identity'***

***Indicator nr.44:*** *sense of belonging to family and kinship network.*

This indicator is already covered by indicator nr. 28 on the importance of family. Under nr. 28 it was shown that family is of high importance and that the feeling of belonging to family networks is strong in all European countries. It however reported that networks of friends are growing in importance, but it does not seem that those friendship networks are replacing family networks. In France it is even reported that family value is growing under the younger cohorts.

### **3.6.5 The chosen indicators and the data with regard to social inclusion**

The indicators for social inclusion show overlap with issues dealt with under the conditional factors of socio-economic security and social cohesion. Especially some indicators for the domain of services tend to show overlap with indicators concerning socio-economic security. The question at stake is which aspects of these services are social inclusion related and which are related to socio-economic security. The difference should be found in that social inclusion should focus on aspects of 'access to' and 'integration in' and socio-economic security should focus on the aspect of 'availability' and 'security'. In the evaluation below we will show that with regard to some of the indicators this is not yet clear enough. The same problem could be discerned with regard to the domain of social networks. Some indicators show overlap with indicators of social cohesion. Again the question should be asked which aspects are social inclusion related and which concern social cohesion.

### ***The sub-domain 'constitutional/political rights'***

***Indicator nr. 45:*** *the proportion of residents with citizenship.*

With regard to this indicator the national reports give a description of their legal system with regard to citizenship and residents rights. On average 95% to 98% of the population has citizenship rights in the different European countries. The remaining 2% to 5% are residents with different status, depending on national naturalisation policies.

***Indicator nr. 46:*** *the proportion having right to vote in local elections and proportion exercising it.*

The right to vote in national elections comes in almost all countries with citizenship rights (naturalisation) and a certain age. However in European countries European citizens can, thanks to European regulations, also vote in local/municipal elections and of course in the elections for the European Parliament. This was explicitly mentioned in the Belgium, German, French, British, Swedish and Finnish report.

Some reports also gave information on election turnout rates. In Belgium this is high because of the system of compulsory voting. People who do not vote risks a fine of 25 to 120 euro. This fine is however rarely imposed. The British report mentions a trend that is taking place in most European countries, namely the decreasing voting turnout. In Hungary, with its short history of democracy, voting turnouts were low as well.

### ***The sub-domain 'social rights'***

***Indicator nr. 47: the proportion with right to a public pension.***

This indicator has led to descriptions of the public pension systems in the different European countries. Based on these descriptions we should re-evaluate the indicator and the important trend with regard to pensions that we will like to measure with regard to the social inclusion of social quality.

***Indicator nr. 48: women's pay as proportion of men's.***

The gender pay gap in the European Union is on average 16%. That means that women earn 16% less wage than men. In most European countries the gap is closing in recent years. For example in the UK it was 26% in 1986 and 18% in 2002. Also in Hungary the gender pay gap declined but is still considerable. Spain however shows a contrary development. Here the gender pay gap has grown in recent years and is now 15%. Also Germany shows an interesting picture. Overall the gender pay gap is 21%, but in Eastern Germany it is reported that women profited from the expansion of the public and private sector. It seems that they earn equal or even higher income than men. This means that the gender pay gap in Western Germany is much higher than in Eastern Germany.

In the French report it is remarked that the gender pay gap among retirees is higher than among workers, respectively 35% and 14%. Remarkable is to notice that the gender pay gap in Italy is the lowest in Europe, namely 6%. But on the other hand Italy has a low women participation rate and moreover women mostly work in lower and middle rank occupations. Women have mostly a-typical work contracts with lower security and motherhood opportunities.

Although the Greek wage protection system seems to be powerful, as the gender inequality in Greece is lower than the EU average, nonetheless its efficiency is undermined by multiple violations of the labour law. The most important determining factor of the wage gap between the sexes is the gender based segregation of jobs and the wage value in the professions and fields that concentrate the main female employment. This conclusion was also drawn in the Swedish report. It was remarked that the gender pay gap in the private sector is higher than in the public sector. It is however important to notice that women mostly work in the lower paid service jobs. So there is not only a gender pay gap but also a gender segregated labour market.

With regard to this indicator we should be aware that there are some measuring difficulties. Namely for a good comparison between the wages of women and men the data should be controlled for occupation, branch, age and education. This is done in Sweden and Finland, and this shows that if the data are corrected the gender pay gap is lower. However as noticed in the Italian report we should not forget that women often work in occupations which are lower rewarded. Therefore this indicator should probably be distinguished into two indicators, taking account of both issues. Possibly, this issue on gender discrimination should be an aspect of the overall indicator on discrimination (nr. 50).

### ***The sub-domain 'civil rights'***

***Indicator nr. 49: the proportion with right to free legal advice.***

In most European countries a system or service of free legal advice is available. This is mostly available for specific groups or based on a means test. In the French report it is explicitly mentioned that free legal advice was historically a right but has recently been made means tested.

This indicator was covered by qualitative descriptions of the availability of free legal advice. It should thus be evaluated if a quantitative measure is possible and desirable.

***Indicator nr.50: the proportion experiencing discrimination***

This indicator is in most national reports interpreted as racial discrimination or discrimination of minorities, as gender discrimination with regard to wages was covered under indicator 48. This indicator needs a more precise definition on which kind of discrimination should be focussed on.

It will be interesting to relate the results of this indicator – when focussed on racial discrimination – with the outcomes of indicator nr. 31 on views on migration under the conditional factor of social cohesion. The question is if high levels of immigration leads to higher levels of racial discrimination. In the case of Sweden this seems not to be the case; racial discrimination is reported relatively high although immigration is low in a European perspective. Finland is known for its low level discrimination and a high level of integration of especially the Swedish minority. However, Finland is criticised for lack of attention for the Russian minority. In Hungary and Slovenia – like in most Eastern European countries – there is especially the discussion about the Roma minority as a highly discriminated group. This is also the case in Ireland. Here the most discriminated group is the so-called Travellers Community. Of interest will be to relate the issue of discrimination to the undermining of citizenship rights.

***The sub-domain 'economic and political networks'***

***Indicator nr.51: the proportion of ethnic minority groups elected or appointed to parliament, boards of private companies and foundations***

This is a highly problematic indicator because it is reported in most national reports, that data could not be made available. In many countries discrimination legislation requires that racial differences should not be reported. In other words, not the significance of the indicator as such but the lack of data causes problems. Therefore it is simply impossible to measure this indicator.

***Indicator nr. 52: the proportion of women elected or appointed to parliament, boards of private companies and foundations.***

It is shown in the reports that in many countries the representation of women in parliament, government and boards of private companies is lagging behind. Although representation of women is not equal, the figures in the Scandinavian countries are most positive. Finland is an example of a rather equal level of representation of men and women. In Spain the representation of women is growing but is still lower than in the Northern countries. In Germany the gender balance in government as such is rather equal but women attained significantly less important ministerial positions.

In the top and management of private companies the women representation is low in the whole of Europe. France is known for a very bad gender balance in political and economic circles. In other words it regards a very important indicator for analysing the role women could play for determining their own circumstances.

***The sub-domain 'access to paid employment'***

***Indicator nr.53: the long-term unemployment (12+ months).***

This is an important issue with regard to access to paid employment. It regards the heart of the matter of social inclusion. It is also a known indicator in European research. This indicator demonstrates that for many people falling into unemployment, it is difficult to re-enter the labour market. We agree with the European wide concern for this issue. An adequate analysis about which economic and social mechanisms cause long-term unemployment is highly important.



**Total long-term unemployment**

	1997	1998	1999	2000	2001	2002	2003
EU (15 countries)	4.9	4.4	4.0	3.5	3.1	3.1	3.3
Belgium	5.4	5.5	4.9	3.7	3.2	3.5	3.7
Germany	4.9	4.7	4.3	3.9	3.8	4.1	4.6
Greece	5.3	5.8	6.4	6.0	5.4	5.1	5.1
Spain	8.9	7.6	5.9	4.7	3.9	3.9	3.9
France	4.8	4.6	4.2	3.6	3.0	3.0	3.4
Ireland	6.0	3.9	2.6	1.6	1.2	1.3	1.5
Italy	7.5	7.0	6.8	6.4	5.8	5.3	4.9
Hungary	4.5	4.2	3.3	3.0	2.5	2.4	2.4
Netherlands	2.3	1.5	1.2	0.8	0.7	0.7	1.0
Portugal	3.3	2.2	1.8	1.7	1.5	1.8	2.2
Slovenia	3.4	3.3	3.2	4.1	3.5	3.4	3.4
Finland	4.9	4.1	3.0	2.8	2.5	2.3	2.3
Sweden	3.1	2.6	1.9	1.4	1.0	1.0	1.0
United Kingdom	2.5	1.9	1.7	1.5	1.3	1.1	1.1

Source: Eurostat; free data, social cohesion

As shown in the table above, long term unemployment has been decreasing in Europe over the last years. It is however still high in Germany, Greece and Italy.

**Indicator nr.54: involuntary part-time or temporary employment.**

Part-time or temporary employment could be a personal choice. Therefore we focus with this indicator on involuntary part-time of temporary employment.

Overall in Europe the level of involuntary part-time employment is high, except in The Netherlands. Here we find a high level of part-time employment, but it is mostly voluntary. In Greece on the contrary part-time employment is mostly involuntary, especially for men. Where in Finland involuntary part-time work is decreasing, this is increasing in France.

With regard to involuntary temporary employment the same problem appears. In many cases temporary employment is not accepted on a voluntary basis. From the national reports it seems to be more difficult to find data on involuntary temporary employment than on involuntary part time employment. This indicator is however highly important for analysing the state of affairs of social inclusion.

**The sub-domain of 'health services'**

**Indicator nr. 55: the proportions with entitlement to and using public primary health care.**

This indicator is highly related with indicator nr.10 under the conditional factor of socio-economic security. In most national reports it is remarked that the health care system is highly inclusive. But this is already noticed in the description of the health care system (nr.10). So we have to rethink the specificity of this indicator for social inclusion. How to discriminate between access and coverage. In

other words the national reports demonstrate, with regard to this indicator, the necessity to elaborate the difference between the 'position' of health care services with regard to the coverage and with regard to the access. This refers to a general point about the position of more or less the same sub-domains as aspects of different conditional factors.

### ***The sub-domain of 'housing'***

***Indicator nr. 56: the proportion homeless, sleeping rough.***

This is a very important indicator for measuring social quality and living conditions. It is clearly an aspects of social inclusion; of access to housing. However data availability is problematic. Most reports give estimations and often they were only able to provide estimations for specific big cities and not on a national level.

The causes for homelessness or sleeping rough are not unequivocal. This indicator does not unravel why these people do not have access to proper housing. Understanding the causes of this lack of access is important for the social quality perspective. This indicator should probably be elaborated with survey data on the reasons for people being homeless. This information would be interesting for recognizing trends and tendencies and for comparative analysis.

***Indicator nr. 57: the average waiting time for social housing.***

As recognised with indicator nr.4, in some countries the social housing plays a more important role than in other countries. In those countries where social housing is important long waiting lists are reported, as is the case in The Netherlands. In the case of UK and Belgium - with a low level of social housing - reports signal long waiting lists as well. An important factor with regard to these waiting lists is the recognition that there exists a distinction between priority and non-priority people. The first are mostly families. The consequence is that non-priority people are waiting even longer. This regards mostly young people. Therefore the Swedish report suggests to look at the dwelling situation of young people.

### ***The sub-domain 'education'***

***Indicator nr. 58: school participation rates and higher education participation rates.***

In the French report is noticed that the education system creates inequalities. Important is to know if this tendency is specific for France or is found in other countries as well. Overall educational participation in Europe is high because of the existence of a system of compulsory education. Therefore this causes difficulties for discerning variation between countries. We suppose this indicator should be made more specific for the social inclusion theme. It should be related to the issue of early school drop outs, discussed under the indicator nr.22. As well in this case, the understanding of the

difference between access to (social inclusion) and coverage (socio-economic security) should be elaborated.

***The sub-domain 'social care'***

***Indicator nr. 59:*** *the proportion of people in need receiving care services. [care is defined as assistance in kind by formal agencies to families and individuals as a result of frailty or other need]*

This is a very interesting indicator but the formulation in terms of needs causes measurement problems. Only the Spanish report could provide survey data on received care when in need. Concluded is that 45% of people in need for care receive assistance. This assistance comes mostly from family. Only 3,5% receive assistance through publicly provided care services. Different issues are reported in the other national reports like the system of care services (private, public or both), the quality of the care services, child care and care for the elderly (care at home or institutional care), the provider of care (municipally or private institution). Therefore a more precise choice should be made about the essence of care services with regard to social inclusion from a social quality perspective.

***Indicator nr.60:*** *average waiting time for care services (including child care).*

In many reports waiting lists for care services for elderly and children are reported, for example in The Netherlands and Germany. In the case of Finland it was described that the waiting list problem was tackled thanks to supplementary governmental subsidies. In Italy there is a very low availability of at home care for elderly also child care for children under the age of three is a point of concern in Italy. But it seems to be difficult to present actual data on the average waiting time for care services in the European countries.

***The sub-domain 'financial services'***

***Indicator nr. 61:*** *the proportion denied credit differentiated by income groups.*

Different reports mention that access to credits is easier for higher income households than for the lower income households. Therefore the Slovenian report suggests to measure the level of income necessary to be entitled to credit and to measure how many households earn less than the required income. Another suggestions is made in the Hungarian report, namely to relate savings and credits.

***Indicator nr. 62:*** *the access to financial assistance, and advise in case of need.*

In many reports information is given about the level of indebtedness, in stead of financial assistance and advise. In the German report it is reported for example that the indebtedness in the Eastern part has grown considerably. There exists debt relief agencies in this country but only 50% of indebted households ask for help. Also in France we see an increase of indebtedness.

Possibly this indicator should be related to the level of indebtedness. Moreover because indicator nr. 77 of social empowerment is also focussing on availability of advice and guidance centres, not specifically for financial affairs but more in general. The question on discrimination between the different conditional factors could thus be posed again. This time between social inclusion and social empowerment.

### ***The sub-domain 'transport'***

***Indicator nr. 63:*** *the proportion of population who has access to public transport system.*

This indicator is reported to be problematic, because many people have access to public transport but are not inclined to use it. The indicator will have to discriminate between willingness and access.

***Indicator nr.64:*** *the density of public transport system and road density.*

Many reports signal problems with public transportation. In the UK and Germany it is reported that public transportation density is declining, in the UK smaller communities are less well disclosed and in Germany the number of stops near accommodation is declining. The Hungarian reports also concludes that public transportation in isolated settlements is bad and that this leads to higher levels of unemployment in these areas. The Finnish reports mentions explicitly that public transport for elderly is growing in importance in the light of the changes in demography. In Sweden this problem is tackled by personal transport services against a modest fee for elderly and disabled.

This evaluation shows that public transportation is an important topic for social inclusion, but that the indicator needs revision and a clearer focus.

### ***The sub-domain 'civic and cultural services'***

***Indicator nr.65:*** *the number of public sport facilities per 10.000 inhabitants.*

For this indicator as well as for indicator nr. 66 the EU comparability is difficult. First of all there is a data problem and secondly, it is unclear which facilities are exactly counted. These are interesting issues for social inclusion but it should be evaluated how exactly this could be measure in a comparable way.

***Indicator nr. 66:*** *the number of public and private civic an cultural facilities.*

See indicator nr. 65.

***The sub-domain 'neighbourhood participation'***

***Indicator nr. 67: the proportion in regular contact with neighbours.***

This indicator is covered in the conditional factor of social cohesion as well. Therefore we have to discriminate more precisely which aspects of this indicator refer to social cohesion and which to social inclusion. Up till now this is not clear enough.

***Indicator nr. 68: the proportion in regular with friends.***

See indicator nr. 67.

***The sub-domain 'family life'***

***Indicator nr.69: the proportion feeling lonely and isolated.***

This indicator on loneliness or isolation regards the heart of the matter of social inclusion. Data should be available, thanks to the new 'social isolation index' developed by Gallei and Paugam (see Finnish report), but not all reports used this index. The Finns report a high number of people feeling socially isolated. Especially the elderly form a problematic group with regard to isolation. The German report states that the number of people feeling lonely is average although Germans score low on their social contact level in a European perspective. In Italy social isolation is reported to be low, the same counts for Slovenia. In Hungary it seems to be increasing.

For this important social inclusion indicator we will have to evaluate the available measurement instruments, like for example the mentioned 'social isolation index' by Gallei and Paugam.

***Indicator nr. 70: duration of contact with relatives (cohabiting and non-cohabiting).***

Most national reports focus either on frequency of contacts or time spending with relatives. This does not clarify the issue of duration, which from a social quality perspective is meant as a proxy for the quality of the relationship. The reason for the change of orientation is the lack of data available for this matter. Therefore we have to rethink how to cope with this lack of data.

***Indicator nr. 71: informal (non-monetary) assistance received by different types of family.***

This indicator is treated under the conditional factor of social cohesion, indicator nr. 39. That means in this case - and see indicators nr. 69 and nr. 70 - that we have to specify the difference between 'access' and 'informal assistance' as is explained under social cohesion. It regards a general question of the domain of social networks, which is related to as well social cohesion as social inclusion. The challenge is to rethink the differences between both themes. What can be said about social networks in the context of social cohesion and what in the context of social inclusion. The social quality

approach paves the way for this interesting discrimination. Thanks to the work done in the national reports we developed a better understanding of this question.

### **3.6.6 The chosen indicators and the data with regard to social empowerment**

As we already argued this conditional factor is new in the European discourse. At the same time it refers to the heart of social quality with which to underpin the position of responsible citizens. In order to act as responsible citizens they have to be empowered. This crucial theme refers to a real paradigm shift. In the traditional social democratic theorem, solidarity and equity are stimulated by interventions of political systems. In the neo-liberal theorem the accent is placed on the position of individual people, without referring to equity and solidarity. But in the social quality approach, referring to individual people as social beings, the themes of equity, solidarity and social justice concern the essence and should be stimulated by individual people as social beings by applying strategies with which to increase their empowerment. Because of this innovative aspect of the social quality theory we are confronted with problems of operationalisation and data availability. For many of the indicators developed to measure social empowerment no ready made data is available. In many of the national reports qualitative descriptions are there for made reflecting on the issue of measurement. Where possible quantitative measures are added, but in many cases these data do not allow a proper European comparison, because of reliance on national data. This justifies a more general approach for the time being. We will reflect on the domains instead of the indicators.

#### *The domain 'knowledge base'*

With regard to this domain the indicator for the sub-domain 'application of knowledge' was focused on the issue of social mobility. This seems very relevant. The national reports give some interesting evaluations. In Belgium social background as predictor of educational attainment has decreased in importance, but is still considerable. In the French report it is stated that 35% of the employed work under their level of qualification. The UK signals an increase in participation of university students from disadvantaged background, but the success is greatest under people from affluent areas. Italy shows a picture of low class mobility, although the educational level of the population has grown. In Germany qualifications are very important for the career, in other words the labour market is quite rigid. There does not exist much social mobility and in Eastern Germany we could even signal a downward mobility due to the structural changes. Sweden is in contrary not characterised by a rigid labour market. Here experience counts as heavily as qualifications and knowledge. They report a high social 'fluidity'. In former communist Hungary opportunities and mobility are more and more dependent on human capital, in stead of on requested need in the planned economy. As may be recognised from this short overview, the national reports have interpreted this issue in different ways. We have to elaborate a more coherent understanding of this indicator.

The 'availability of information' differs enormously across European countries. Especially with regard to the new ways of communication via internet. In a few years time the internet use has increased enormously in many countries. Portugal has maybe shown the highest increase over the last few year; where they were lagging behind in 1999, but in 2002 they were far above the EU average. Especially Greece and Hungary are however lagging behind the European average. With regard to literacy and numeracy scores we notice differences as well. The comparability is however difficult as some reports used PISA scores and others IALS scores. Germany, the Netherlands, Finland and Sweden seem to score high on literacy levels of the population. Hungary, Italy, Portugal, France and Ireland score a low level of literacy under the adult population. The Spanish report notice a huge generational difference. Also the media landscape differs a lot across Europe. For example in Italy where the prime-minister controls both public and private media, or in Spain where the government controls the public media and one left wing corporation is controlling the private media. Also Slovenia shows state control over the media and a restrictive media regulation. In France a duo-pole press situation is reported, or in other words low media plurality. The UK reports press freedom, although the BBC is recently attacked for unfair representation and newspapers often have a party political stance. On the other hand Sweden, Finland, Ireland, Germany, Portugal, Belgium, Hungary and Greece report free media, with Sweden and Hungary explicitly mentioning a pluralistic media landscape and Finland reporting that the press is unaffiliated.

The 'user friendliness of information' with regard to the provision of information in multiple languages is problematic to measure but from the information provided in the national reports there seem to be again big European differences. This issue however has to be connected with the issue of minorities and the number of immigrants and foreigners. The issue of free advocacy, advice and guidance centres is already discussed under social inclusion, indicator nr. 49 (civil rights). That means that we have to reflect the discrimination between social inclusion and social empowerment in this case.

#### *The domain 'labour market'*

A control over employment contract is a highly interesting topic for empowerment. Looking at trade union membership is a logical choice, seen from a historical perspective. It should however be kept in mind that the figures for trade union membership should be regarded in a national and historical perspective. In most European countries the role of trade unions is changing and membership levels are decreasing because of changes in the production relations. For example, in Eastern European countries under the communist regimes trade union membership was obliged. In the new situation with a market economy new trade unions were introduced. Membership rates decrease enormously also due to mass unemployment. In other words there is a whole world behind this indicator and we have to reflect on which issues are most important for empowerment of citizens. This is the same with regard to the issue of collective agreements.

Another topic for this domain is the prospect of job mobility. The indicators for this sub-domain reflect different forms (public and private) of training for employees and unemployed people. From the data in



the national reports it became clear that at this stage international comparison is impossible. There are many different programmes and schemes and it is sometimes difficult to make a distinction. Which schemes and programmes are provided by the employer and which are publicly funded? When are programmes explicitly provided for employed people to develop their employability and adaptability and when for unemployed people? The question is how to approach this complex and obscure landscape of job mobility due to training.

For empowerment the issue of reconciliation of work and family life has relevant meaning. Because of policies at the firm/organisational level are relatively new, data are difficult to generate. A few tendencies could however be discerned. In most countries solutions for the reconciliation of work and family life are found in forms of flexibilisation of work. New policies with regard to flexible working patterns are found in Germany, France, UK, Ireland, Finland and Hungary. The German report however states that these flexible arrangements are often more in the advantage of the employer than of the employee. The flexibilisation go often hand in hand with precarious incomes. In Finland flexible working hours and teleworking go together with parental leave opportunities and child care facilities. Parents with children under the age of seven have the right to municipal child care or financial support for private care. In Sweden the work life balance is a major policy objective. There are many forms of leave and active fatherhood is promoted. This Swedish policy seems to be successful as 80% of women with children under seven years of age are in the labour force. The southern European countries are characterised by limited policy initiatives. These indicators on reconciliation of work and family life should be related to the indicators of care leave under the conditional factors of social inclusion and socio-economic security.

#### *The domain 'openness and supportiveness of institutions'*

A method for openness and supportiveness of the political system could be by processes of direct democracy (referenda). However from the qualitative descriptions in the national reports we learned that the different countries/cultures think differently about referenda as method of direct democracy. In some countries referenda are used already for a long time (Sweden, Slovenia since independence already 7 referenda, France, UK for consultation, Italy on a repealing basis), others just started to experiment (the Netherlands, Spain) and others regard referenda as unconstitutional in a representative democracy (Belgium). Furthermore referenda are applied at different governmental levels, national, regional or local. We will have to reformulate this indicator and probably look for more quantitative measures.

The openness of the economic system is, and see the way the national reports cope with this question, to be interpreted in different ways. It's essence – in the context of social empowerment – is not defined clearly enough. It relates to the discussion in what kind of economic system we would like to live; this could be an open economic market approach, where the strongest companies have most influence or a more social and democratic based market approach, where forms of consultation between company leaders and employees determine future development. These forms of consultation



could be reached through trade union power as is the case in Sweden, or through work councils in organisations and institutions, as is promoted by the EU Work Councils Directive. That means we need more discussion for the elaboration of this theme and its indicators. It will be of interest with regard to the 'work councils' in organisations and institutions to be more focussed on the actual influence of these employee's representation instead of only measuring their existence.

#### *The domain 'public space'*

Again the issue for support of collective actions is highly relevant for social empowerment. This indicator together with the indicator nr. 29 on volunteering and nr. 38 on membership of organisations and clubs (social cohesion) provide information about the civil society in the European countries. But once again here we have a measurement problem. Data on national and local public budget reserved for voluntary, non-for-profit citizens initiatives are difficult to generate and to compare. That means – as noticed under the other conditional factors – that we do not have to change this indicator but that we have to start the search for methods how to create relevant data for this indicator.

With regard to 'marches and demonstrations' we have again the problem that there is a whole world behind this indicator that we should reflect upon for making new steps in the process of operationalisation. Different developments are mentioned in the reports. In the UK, Ireland and Slovenia concern is expressed with regard to new laws restricting freedom of assembly. In Italy the feeling of empowerment is undermined by the systematic defeat of protest; although a high number of protests did take place, reforms were accepted nonetheless.

In the national reports a lot of data was provided on cultural activities (budget, number of events, and spending on cultural activities). However, these data are not comparable on European level. This needs elaboration.

#### *The domain of 'personal relationships'*

According to the Italian report the issue of empowerment of disabled people is underdeveloped. This issue is covered under this domain but should be probably reflected upon more extensively, see 'percentage of national and local budgets devoted to disabled people'. Another issue reflected on in this domain was the level of pre- and post school child care. This issue on child care is also covered under the conditional factor of social inclusion. Again the challenge is to think about which aspects of child care should be related to social inclusion and which to social empowerment.

The indicator 'extent of inclusiveness of housing and environmental design' reflect on inclusiveness of citizens with regard to the development of their direct living surroundings. This is a very interesting topic for empowerment but again difficult to measure with quantitative data. A few interesting trends were observed. In Germany and Spain the attention of inclusiveness of citizens in environmental design is growing. In Germany this is shown by the project "Soziale Stadt" and in Spain attention for

meeting places and green areas in urban development is growing. In France, UK and Ireland it is explicitly mentioned that the government has specific procedures for consultation and information of citizens. In Slovenia concern is expressed because many public spaces are sold to commercial users, which leads to less information and influence for citizens.

### **3.7 Production and dissemination of the outcomes**

In the Network's fifth stage different documents have and will be produced. First, the fourteen national reports about the indicator of the four conditional factors. Second, the two European oriented reports about the Network's approach of social quality and the analysis of the four conditional factors. Third, this Final Report about the work done by the Network. Fourth, the preparation of fourteen articles by the participants and their assistants in order to present the main conclusions of the national reports in the forthcoming double issue of the European Journal of Social quality. Fifth, the first draft of the Foundation's third book with which to present the outcomes of the relationship between the recent inductive based approaches (by the Network) and the deductive based approaches (by the theoretical core-group of the Foundation). Sixth, thanks to the outcomes of the Network as well, the Foundation produced one application to the Dutch Scientific Fund and three application for the European Union: (i) to start a social-philosophical analysis for elaborating the recent theoretical state of affairs of the social quality approach, (ii) the application with which to elaborate the outcomes of the Network (iii) the application with which to start a network of cities for analysing modern practices of public health, (iv) the application in order to analyse the relationship between the labour market, employment and welfare systems. Seventh, the Foundation published in co-operation with the City of The Hague a document, based on the outcomes of the Network, about a new 'resource and action centre social quality. The purpose is to apply the analysis of the four conditional factors to urban circumstances for understanding the processes with which to develop The Hague as a city, able to cope with modern tendencies, challenges and problems. and In other words, the work done by the Network functions as a great stimulus to apply its outcomes on policy areas as well.

With regard to dissemination the Foundation will, first, publish newsletters with which to explain the outcomes of the Network and to refer to its website, in order to download these outcomes. Second, the Foundation will pave the way for the publication of the double issue of the European Journal of Social Quality. Third, the Foundation will prepare workshops and expert-meetings with which to debate the outcomes of the Network as well. Fourth, the Foundation will publish its third book with which to present the outcomes of the Network as well. Fifth, the Foundation will use its coming projects – on employment policies, on public health policies, on ageing policies, on urban policies – to analyse and to elaborate the outcomes of the Network. Fifth, the Foundation will start its strategy to publish articles in scientific journals with which to explain the recent outcomes of the Network.

## 3.8 Conclusions

In Chapter-2 we referred to the scientific objectives as proposed in the June 2000 application.<sup>112</sup> In fact the work done by the Network concerned the reciprocity between the theoretical work and the methodological and empirical work. Therefore, we distinguish between theoretical objectives and methodological objectives. In this chapter we presented the work done to operationalise both objectives. Here we summarise our conclusions about the outcomes. They will refer to this distinction and we will compare this with the theoretical and methodological aspects of the quality of life approaches. Furthermore, both types of objectives are relevant to the policy objectives of the Network. This point will be discussed in the following Chapter.

### 3.8.1 The scientific objectives

#### *The social quality approach*

With regard to the scientific objectives – the Network, first, formulated the essential problems with regard to the theoretical state of affairs as presented in the Foundation's second book. Second, it elaborated theoretically the nature of the four conditional factors in order to start the method for defining their domains, sub-domains and indicators (see above). Third, based on both activities it paved the way for the renewing of the theory as will be presented in the Foundation's third book. Thus, fourth, the Network stimulated a relationship between deductive based approaches (related with the scientific objectives) and inductive based approaches (related with the methodological objectives). This is illustrated in figure-3 of this Chapter. This caused a division of labour between specific groups related with the Network. Herewith the Network prevented the disconnection between applied methodology for empirical research and the theoretical aspects of that research. This resulted in the preparation of scientific research documents about the four conditional factors of social quality.<sup>113</sup> Inspired by the outcomes of the different stages of the data availability assessments as described in foregoing sections, the Network contributed, fifth, to a coherent and consistent theoretically grounded system of categories. This outcome is truly unique.

The fourteen national reports demonstrate the heuristic quality of the distinction between the four conditional factors of social quality as an outcome of the operationalisation of the fifth objective. These factors are not only influenced by the tension between the world of systems and the daily life world (the distinction made by Jürgen Habermas<sup>114</sup>) but also by the tension between societal developments and biographical developments as illustrated in figure-5. Herewith the Network was enabled to create new points of departure for deriving the domains and the sub-domains of the four conditional factors.

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<sup>112</sup> See note-7.

<sup>113</sup> See notes-50, 51, 52, 53 and 80.

<sup>114</sup> J. Habermas, '*Theorie des kommunikativen Handelns. Band 1*', (Frankfurt am Main, Suhrkamp, 1981).

The outcomes of this derivation should deliver the tools to analyse the consequences of this twofold tension for each conditional factor and to compare daily circumstances all over Europe. These domains and sub-domains have to explicate processes as consequences of this twofold tension. This is completely new in the social sciences. The related indicators will therefore explain the processes in daily life of people. In other words this approach paves the way for knowledge about processes and changes of structures and the consequences for citizens in Europe. Thanks to this theoretically based context the social quality indicators are related to changing daily circumstances of citizens and do not function as estranged phenomena and as reifications of daily life.

#### *Comparison with the quality of life approaches<sup>115</sup>*

A key difference between the concepts of social quality and quality of life is therefore the extent to which each is theoretically grounded. In this respect social quality lies at one end of the spectrum, while the majority of the quality of life literature lies at the other. Social quality is underpinned by theory and, specifically, the theory of the 'social' in order to connect its indicators with changes of structures and processes in daily life. Its basic assumption is that 'the social' is the outcomes of the dialectic between processes concerning 'the formation of collective identities' and 'the self-realisation of human subjects'. These outcomes will be realised in and between the four conditional factors - socio-economic security; social cohesion; social inclusion; and social empowerment - as their basic ontological conditions. Because the theory of social quality is deeply focussed on social relationships it is able to examine them critically. Indeed operationalisation by definition must emphasise the varying quality of human relationships, social arrangements, and related processes. As argued above, the Network is attempting to link this theory of the 'social' to empirical reality of ongoing changes. Therefore it uses domains, sub-domains and indicators that are specifically constructed to reflect the theory underlying social quality with regard to these processes and changes.

As a consequence of the theory of social quality there are four aspects that are critical and which distinguish it from quality of life:

- it reflects the constitution of the human subject as a social being,
- it prioritises analyses of processes, leading to the acting capacities of these subjects,
- it analyses the outcomes of the self-realisation of these acting subjects,
- it is oriented on the formation of collective identities and, therefore, it will contribute to processes which stimulate a European identity.

In the quality of life approach things are quite different: it is centred on the development of indicators which are designed to act as measuring tools. In practice there are many such formulations (as in the case of social capital) which contrast with the single unified social quality approach.

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<sup>115</sup> In the Foundation's third book the similarities and the differences between the quality of life approaches and the social quality approach will be extensively described.

In the most sophisticated quality of life models - for example by Berger-Schmitt and Noll,<sup>116</sup> and by Fahey et al<sup>117</sup> - these indicators are well developed and the methodology applied in their selection has been rigorously defended. However, the theoretical framework, which underpins the quality of life approach, is more or less absent and individualistic. Indeed, some of the quality of life advocates seem to be actively avoiding an in-depth theoretical discussion. For example, in their justification of utilising an analytical as well as descriptive approach, for example, Fahey, Nolan and Whelan argue that “an analytical approach to social and economic processes can generate knowledge that contributes to the policy making process without the need to become bogged down in philosophical discussions of causality”<sup>118</sup>. Furthermore, unlike social quality, the quality of life paradigm presupposes existing social relations and structures and, therefore, is prevented from critically analysing them. In other words, a very essential difference concerns the focus of, for example, the ‘Quality of Life’ and the ‘Quality of Society’, upon given circumstances. In the social quality approach the focus is upon individuals as ‘acting subjects’ living under changing conditions.

### 3.8.2 The methodological objectives

#### *The social quality approach*

With regard to the methodological objectives the Network applied, first, methods for creating a consensus about the nature of the domains and sub-domains of the four conditional factors. The participants applied the theoretical input, presented by the theoretical core-group of the Network. Second, it applied a method to derive indicators with which to demonstrate tendencies with regard to the sub-domains. Both methods, explained in the foregoing sections, resulted in a preliminary index of indicators of social quality. Third, it applied a method to select and to explore data, delivered by Eurostat, European Value Survey, European Community Household Panel, OECDSD, Eurobarometer, FEANTSA, IALS, PISA. In other words, the Network completed the first data availability assessment for applying the new set of indicators. It was decided from the beginning to experiment with the data availability assessment of the conditional factor of socio-economic security. This decision was operationalised in order to pave the way for the overall data availability assessment. Fourth, it applied a method – thanks to the discussions during the four meetings of all participants and three meetings of all assistants (which implied the application of a specific method as well) – to present the connection of the indicator and the data related with national circumstances, resulting in the final national reports. Fifth, it developed a consensus about the nature and composition of all national reports in order to pave the way for the comparability of the national reports. The third method on how to select the data delivered the points of departure for the comparability as well. As explained earlier this tremendous work demanded all energy of the participants, the assistants and the co-ordinating team. All applied

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<sup>116</sup> See note-22.

<sup>117</sup> See note-23.

<sup>118</sup> See note-23.

methods were debated extensively and its outcomes were published in many research papers and working papers. We referred to all these documents in the foregoing sections.

Important is to realise that the accent on the reciprocity between deductive analyses and inductive analyses as a theoretical issue with methodological consequences (see above) prevents the common disconnection between theory about our societies and the monitoring of aspects of these societies.<sup>119</sup> We already referred to the study by T. Atkinson et al about the indicators of social inclusion. They explained explicitly not to theorise social inclusion preferring to be as pragmatic as possible.<sup>120</sup> Therefore their indicators of social inclusion with which to monitor aspects of daily circumstances are not understandable because we do not know how to conceive social inclusion. The disconnection of theory and methodology paved the way for the dominant behaviourist and individualistic empirical research. For analysing processes in the European Union and its Member States this behaviourism does not deliver the points of departure for knowledge-based public policies addressing changes in structures and attitudes, neither for comparative research of the consequences of these changes.

#### *Comparison with the quality of life approaches*

The scope of quality of life is potentially vast, comprising a potentially endless list of domains and indicators and covering the whole world, whereas social quality is defined tightly around its four core conditional factors and was intended, initially, as a European concept. Also, in contrast to quality of life, social quality has an openly political or ideological dimension - being linked to a vision of participative social relations. However this does not mean that quality of life is an apolitical concept: it entails value judgements regardless of the attempts to portray it as neutral. For the quality of life school indicators are used to *measure* changes over time and to compare the quality of life between different European countries and between individuals within each of the countries. There is an attempt to utilise indicators, which can help in the evaluation of policy interventions through both descriptive and analytical monitoring, and through the use of objective and subjective data sources. While some attempt is made to make judgements on what the resulting data sources mean for the quality of life of the citizens of Europe, the subjective nature of many of the variables means that there is room for political debate and negotiation. Some may believe, for example, that an increase in the proportion of children under the age of five being cared for in a nursery setting is beneficial, while others will see it as detrimental. The same variable, in a social quality setting will have a normative judgement attached to it, although (as previously stated) at the present time some of these normative judgements are yet to be confirmed finally.

In terms of measurement the quality of life approach attempts to move beyond a simple description and comparison of a set of indicators across time and countries, to include an understanding of the processes that influences the distribution of these quality of life indicators within and between

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<sup>119</sup> D. Bouget, 'The Empirical and Policy Relevance of Social Quality', in W.A. Beck et al, pages-105-124.

<sup>120</sup> See note-55.

countries. Social quality is also concerned with *why* such differences occur and the processes involved. The quality of life movement has developed a methodologically sound approach to its empirical work. As the newest concept social quality has only just embarked on its methods journey. Both the social quality and quality of life perspectives have attempted to provide a set of indicators as a measuring tool. The quality of life indicators are commonly individual subjective ones.

The quality of life movement, in its various guises, focuses on a series of domains which attempt to cover all aspects of life and reflect what is important to the citizens of Europe. The ZUMA based quality of life model represents a whole series of indicators and domains which cover all aspects of life.<sup>121</sup> The Dublin-based quality of life approach led by Fahey, Nolan and Whelan, has identified 12 domains and the intention is to utilise the indicators with varying degrees of detail, some indicators will be examined at a descriptive level and some in more depth at an analytical level depending upon the importance which is attached to them at any one time<sup>122</sup>. This reflects a close link to the policy arena.

The domains and indicators for social quality are based specifically on the four conditional factors outlined previously and within these a very small sample of indicators are being drawn up by the Network. The tri-partite uniqueness of this selection process is based on the boundary set by each conditional factor, its essential focus and the nature of the 'social' embedded in each domain, sub-domain and indicator. This is what makes them social quality domains, sub-domains and indicators as opposed to quality of life domains etc. Of course this does not preclude them being used as quality of life domains

### **3.8.3 In conclusion**

#### *About the supposed benefits*

The national reports demonstrate that the application of the first set of indicators opens new horizons. By analysing the tendencies related with the four conditional factors we may begin to outline new instruments in Europe for comparative research. We will address this point in the following Chapter. At the same time the fundamental explorations make clear that especially the outcomes demonstrate that we have to change, or to sharpen, or to add indicators because their meaning is not unequivocal or some data are completely missing. That means the impressive outcomes of the national reports demand a thorough analysis in order to grasp the meaning of tendencies and differences we may notice in Europe. Therefore, the formulation of benchmarks and yardsticks has to be delayed until the next stage because the recognition of the existing differences in Europe and the causes of these differences. This scientific and methodological work demonstrates, we cannot contribute to public policies with which to underpin equity and social justice and economic sustainability by one-dimensional approaches, measuring aspects of the status quo from an individualistic perspective. The

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<sup>121</sup> See note-25.

<sup>122</sup> See note-22.



essential characteristic of the European Union is its incessant changes and more fundamental transformation in order to determine its position on global level as well. This demands quantitative and qualitative based analyses of trends and their consequences for citizens.

Finally, with regard to the original 'scientific oriented objectives', see Chapter-2, we may conclude, that the Network: (i) made a very heuristic distinction between scientific and methodological objectives, (ii) did address seriously the challenges how to cope with representatives of university institutes all over Europe, (iii) delayed the formulation of benchmarks and yardsticks, but (iv) as compensation created a fundamental start for comparative research, respecting the far-reaching differences on European level and the significance of these differences for the citizens of the Member and the Accession States, as explained in the next chapter.

The supposed scientific (and methodological) benefits of the Network – and see the June 2000 application<sup>123</sup> - are nearly all realised. The Network laid, first, the basis for a multi-disciplinary perspective with which to develop and to apply the specific indicators of the conditional factors of social quality to each Member State. This enables comparative analysis of the levels of social quality in each Member and Accession State of consequences for social quality of the changes taking place in Europe. The impressive fourteen national reports provide the proof. Second, the Network developed and presented mediating concepts to analyse the multi-layered dimensions of the reciprocity between social systems (system analyses) and the social action of interacting subjects (behavioural approach). This will contribute to the development of the multi-disciplinary theoretical foundations for a new European citizenship referring to these mediating concepts. This will also facilitate new points of departure for comparative analysis concerning the economic, social, political and cultural aspects of European states, respecting the complex differences between these states. As explained it did not create new benchmarks and yardsticks for assessing the impact of structural changes, because of the complexity with regard to the state of affairs of the four conditional factors and the data availability assessment. The national reports, by contribution to the overall comparative approach, deliver the points of departure to sharpen some indicators and to renew the search for adequate data. This will be done in the next stage. After completing this task the Foundation will be able to test empirical the outcomes and corrections of the national reports which will pave the way for the proposed benchmarks and yardsticks.

#### *Comparison with the quality of life approaches*

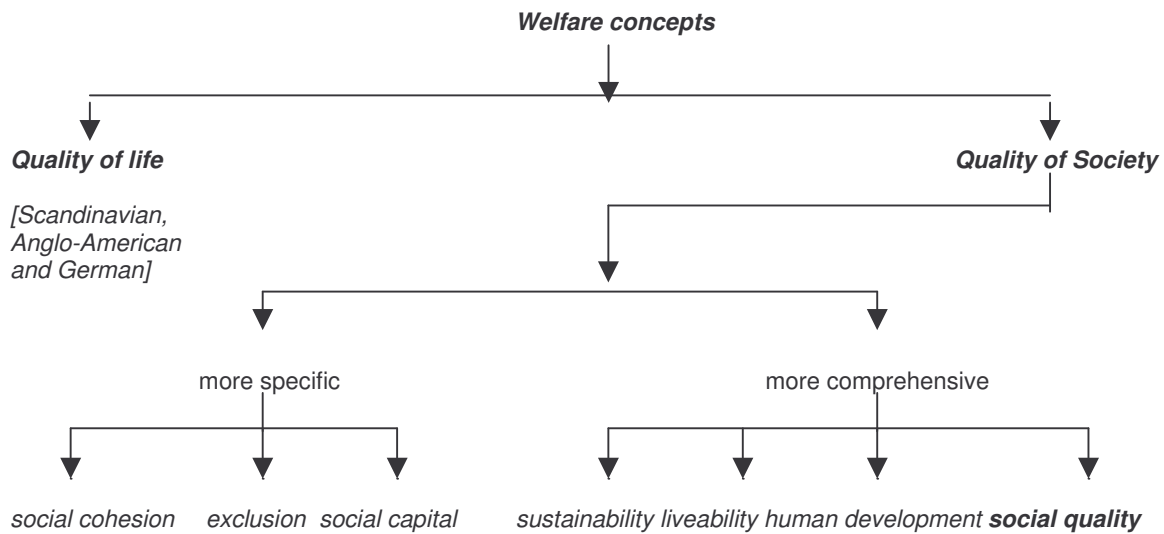
Of interest is to refer to the interpretation by ZUMA about the position of the social quality approach with our conclusions about the scientific and methodological objectives in mind, see following figure:

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<sup>123</sup> See note-7



**Figure-9: ZUMA's presentation of the relations between welfare concepts<sup>124</sup>**



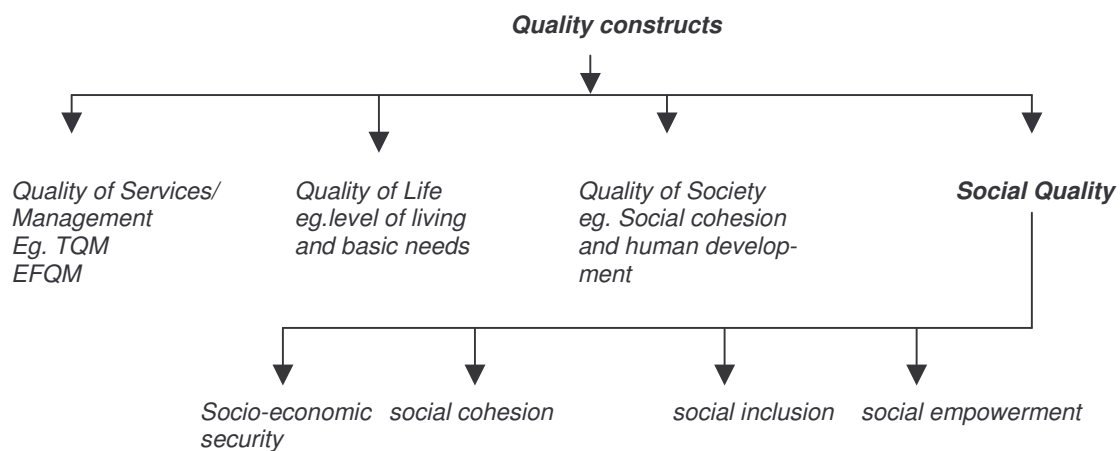
This diagrammatic classification of social quality by ZUMA as a 'quality of society' concept which attempts to integrate social cohesion, social exclusion and human development under a common policy perspective, is misleading.<sup>125</sup> In fact social quality comprises aspects of *both* quality of life and quality of society (where this is interpreted as quality of social relations). According to the social quality approach, it is the dialectic between processes of self-realisation (of human subjects) and the formation of collective identities that 'produces' the constitutional factors of social quality.<sup>126</sup> These factors will intervene with the conditional factors of social quality, namely socio-economic security, social cohesion, social inclusion and social empowerment. According to the Network, a more appropriate representation is shown in figure-10.

<sup>124</sup> H.H. Noll, 'The European System of Social Indicators: An Instrument for Social monitoring and Reporting'. Mannheim: ZUMA, 2000, p.2-12.

<sup>125</sup> See note-27, pp.2-12

<sup>126</sup> The Network did not address the theme of the constitutional factors as presented in the Foundation's second because its priority for the elaboration of indicators of the conditional factors of social quality.

Figure-10: Quality constructs for research and policy making<sup>127</sup>



<sup>127</sup> This theme is extensively described in the Networks first research paper, see note-....

## 4 The project's relevant policy outcomes

### 4.1 Introduction: an illustrative overview

#### 4.1.1 The original policy objectives

In this Chapter we will reflect upon the policy aspects and outcomes of the Network Indicators of Social Quality. In the June 2000 application the objectives were formulated as follows<sup>128</sup>. The Network should, first, contribute to public policies by exploring the four conditional factors, with which to assess more effectively the impact of structural changes on the quality of citizens' daily circumstances. Second, the Network should contribute to such a consistent system of relevant public policy categories that will pave the way for addressing different policy areas from the same social quality perspective. This will be based on the outcomes of the first objective. Third, it will deliver new types of contributions, with help of the outcomes of the first and second objectives, to stimulate the interconnectedness of (i) the Lisbon Strategy, (ii) the Social Agenda Policies, (iii) the development of the Constitution, and (iv) the Enlargement. It will prevent the indefensible neo-functionalistic form of reasoning, criticised in the Foundation's second book.<sup>129</sup> Herewith, the Network will contribute to an alternative approach for the classification in threefold models or regimes, squeezing all Member States into different categories. Also the dynamism of European welfare states is down-played by such broad comparisons, especially the rapid development of the Southern and the Eastern States and the degree of policy convergence within the European Union. Of course, these objectives are highly interrelated to each other. They function as each condition. The respective treatment of the herewith related outcomes of the Network may be rather artificial. But for heuristic reasons the distinction makes sense.

For explaining the policy outcomes of the Network we present figure-11 as a help for understanding. The European Foundation is oriented on different types of projects or pillars, namely (i) for theorising social quality (second pillar) and (ii) methodological work for the empirical testing of the outcomes (first pillar). This regards the first objective mentioned above. Furthermore, (iii) the confrontation of the outcomes with different policy areas (third pillar). It regards the second objective, mentioned above. Finally, (iv) to stimulate public debates about the outcomes (the fourth pillar). It started with the organisation of public debates in the Felix Meritis Building in Amsterdam, which was established in 1777 by the citizens of Amsterdam for the advancement of arts and sciences. This happened in co-operation with a manifold of Dutch NGOs. These debates addressed aspects of the Lisbon Strategy,

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<sup>128</sup> See note-7.

<sup>129</sup> K. van Kersbergen, 'Welfare State Theory and Social Quality', in W.A. Beck et al, note-5, pp. 87-103. According to van Kersbergen, "the political and social actor-oriented theories of the welfare state, however, fail to offer complete explanatory accounts. Either they confuse causes and causal mechanisms or they have no explication of the point of reference. Specifically, these theories are hardly able to elaborate the proper contextual configuration of contemporary distributional politics in the EU", page-100.

the Social Policy Agenda, the Constitution, the Enlargement as well as the start of the Monetary Union. In other words, the Foundation addressed the third objective, mentioned above.<sup>130</sup>

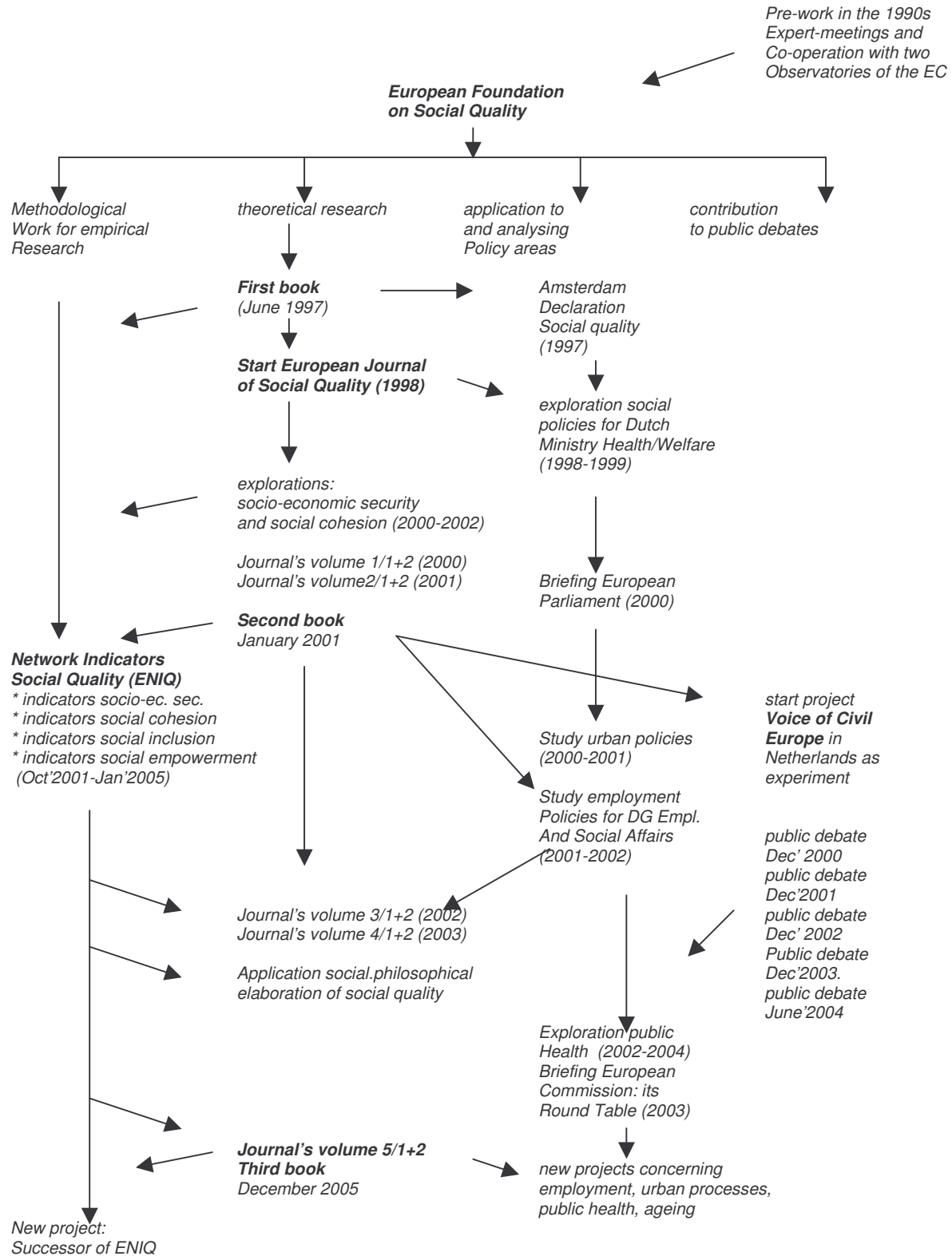
In figure-11 we illustrate the way the Foundation's four pillars may support each other in order to create policy relevant contributions. After publishing its first book<sup>131</sup> the Foundation contributed to the start of the European Journal of Social Quality with which to elaborate the theoretical aspects as well as to analyse aspects of socio-economic security and social cohesion. At the same time the outcomes delivered the points of departure for exploring four policy areas:

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<sup>130</sup> See the Foundation's Annual Reports, 2000, 2001, 2002, 2003, note-6 (and its website, [www. social quality .org](http://www.socialquality.org)).

<sup>131</sup> See note-3.

Figure-11: the four pillar of the European Foundation on social Quality



First with regard to **ageing policies**. The essence of the outcomes of these studies were published in the thematic issue of the Journal. According to the editorial by Anne Showstack Sassoon, all these studies, published in this issue, “*present a new and deeper ways of considering issues that are integral to developing a concept of social quality. They are reflective about the tools of analysis that are available and the complexity of social issues that are on political agendas in wide variety of countries in different parts of the world. It is hope that they may contribute to making political and policy debates more reflective of the diverse needs of populations across the life cycle so that social justice, inclusion and participation become more than mere slogans.*”<sup>132</sup>

Second with regard to **employment policies**. The essence of these studies were published in a thematic issue of the Journal as well. We already referred to the indicators with which to analyse the flexicurity in employment (section 3.3.2). According to the editorial by Alan Walker, “*the lead article in this special issue is by Monica Threlfall and argues that the aggregate unemployment rate is a completely inadequate basis for policy formation in the field of employment both because of its inaccuracy (especially the fact that it was constructed from male employment patterns) and of the way it is used in policy debates. She emphasises the importance of reliable indicators of activity and employment if we are to understand their relationship with social quality. The EU requires accurate and policy relevant indicators that take into account the experience of a wide variety of citizens who take part in, and interact with, the labour market in different ways.*”<sup>133</sup> The contributions in the thematic issues from the south as well as the north of the European Union, report on different aspects of employment and the social relations of work. They deliver the rationale of the application, namely to develop the social quality of employment. Therefore the focus is on the ‘aptability’ pillar of the employment guidelines of the European Commission. The main argument for changing some aspects of employment policies is that European initiatives on employment are policies to combat and prevent unemployment, rather than to promote employment. The initiatives are based on the assumption that employment opportunities (jobs) are the product of the employment capacities of workers, of their ‘employability’. Employment follows employability. Consequently the initiatives are mainly targeted at the supply side of the labour market.

Third with regard to **urban policies** two studies were made for exploring this policy area. The first was the exploration supported by the Dutch Ministry of Health and Welfare in order to understand the connection between the applied welfare policies and the changing urban circumstances of Dutch cities. This resulted in the Policy Brief to the ministry.<sup>134</sup> Second the study by Jan Berting and Christiane Villain-Gandosi in order to explore the nature of urban transformations and the French debate. This exploration was done from the social quality point of view. They concluded that the “*rise*

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<sup>132</sup> See note-104, page-7. Three other studies were published before this thematic issue: (i) O. de Leonardis, ‘Social Market, Social Quality, and the Quality of Social institutions’, in *The European Journal of Social Quality*, Vol. 1, Issues 1& 2 (1999), pp. 32-45 and (ii) S. Yeandle, ‘Social Quality in Everyday Life: Changing European Experiences of Employment, Family and Community’, in *The European Journal of Social Quality*, Vol. 1, Issues 1&2 (1999), pp. 90-109.

<sup>133</sup> See note-39, page-6. Another study was published before this thematic issue, namely by Z. Széman, ‘; A New Concern in Hungary’, in *The European Journal of Social Quality*, Vol. 1, Issues 1&2 (1999), pp. 109-128.

<sup>134</sup> L.J.G. van der Maesen, ‘Policy Brief to the Ministry of Health, Welfare and Sport’, (Amsterdam: EFSQ, 1999).

*of the post-industrial society implies a growing inadequacy of the industrial frame of reference – the class model of society and the model of the individualistic achievement society – a development that has important consequences for the populations concerned as they lose their capacity to orient themselves meaningfully in their social space, now and in the future (...) our attention was [also] directed at a description of difficult urban areas or deprived urban zones, followed by an analysis of the political reactions to the social and economic problems in such areas. In spite of important efforts to improve undesirable urban situations, the impact of most policy measure are mediocre. The political system is, in the face of the increasing social and economic problems in a growing number of ‘difficult quarters, primarily attacking the social consequences of social exclusion while neglecting a systematic analysis of the causes of exclusion which are strongly tied to the processes we referred to’.<sup>135</sup>*

Fourth with regard to **public health policies**. The Department of Public Health of the City of The Hague invited the Foundation to co-operate for assisting a locality based development organisation for changing society health care as well as to explore central problems and tendencies in this city’s health care. With regard to the assistance it could provide one of the good practices the Foundation was pleading for in the context of socio-economic security. The exploration should be placed in the context of the proposals to modernise public health with help of the social quality approach. Both themes – the locality based development and the orientation on modern public health as frame of reference – were put forward in the City’s study on modern public health.<sup>136</sup> By confronting new local practices and a new theoretically grounded approach the perceptions of problems and tendencies could be presented in a non-traditional perspective. This traditional perspective – as well as the dominant public health approaches in the Western world – are determined by a bio-physical scheme of reference. It prevents reflecting ‘the social’ as the core business of public health, by denying the intrinsic relationship between the public and the social.

The original policy objectives as presented in the June 2000 application, with which to prepare the Network Indicators of Social Quality were derived from the outcomes of these early explorations.<sup>137</sup> The conclusions were that (i) social-economic analyses miss conceptual clarity and consistency with which to explain main tendencies and their outcomes for citizens, (ii) that we do not dispose of intermediary approaches with which to comprehensively analyse the state of the art of different policy areas, and (iii) that it seems to be rather impossible to connect in a consistent way the main approaches by the European Union concerning, for example, the Lisbon strategy, the Constitution, the Enlargement, the Monetary Union etc. As a consequence of this state of affairs there is the lack of a common interpretation of important concepts with which to interpret societal trends. A clear example

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<sup>135</sup> J. Berting, C. Villain-Gandossi, ‘Urban Transformations, The French Debate and Social Quality’, in W.A. Beck et al, note-5, page-194.

<sup>136</sup> A.H.M. Kerkhoff, J. Klijnsma, T.G.M. van der Maat, L.J.G. van der Maesen, H.G.J. Nijhuis. ‘*Moderne Public Health in Den Haag*’, (Den Haag: Bureau Public Health, March 1999).as well as: L.J.G. van der Maesen, H.G.J. Nijhuis, ‘Continuing the debate on the philosophy of modern public health: social quality as a point of reference’, in: *Journal of Epidemiology and Community Health*, Vol. 54, nr. 2 (February 2000), pp. 134-143. Thanks to the social quality approach a distinction could be made between traditional public health (medical oriented), new public health (behaviouristic) and modern public health based on the social quality approach.

<sup>137</sup> See note-7.

was given during the conference of the European Parliament on social quality in March 2000.<sup>138</sup> The key concepts applied during this conference were economic progress, social protection, economic security, social exclusion, social cohesion, inclusion, economic growth, public health and poverty. Yet these and other concepts are explained according to the different national heritage of the debaters. Europe lacks an unequivocal system of analysing our circumstances. The development of the four conditional factors of social quality may be appreciated as an endeavour to address this problematic.

#### **4.1.2 The content of this Chapter**

As figure-11 illustrates, the work done till 2000 delivered background information with which to prepare and to publish the Foundation's second book.<sup>139</sup> This book connected theoretical questions, methodological questions and policy questions by exploring aspects of social-economic transformations in the EU from the perspective of social quality. It also deepened the theoretical and empirical issues of social quality. This work done by a manifold of university institutes paved the way for the June 2000 application with which to start the Network Indicators of Social Quality. In other words, the social quality explorations of policy strategies and their outcomes delivered the input for the proposed Network. The Foundation's second book functioned as the intermediary. We tried to clarify this process with the help of figure-11. The question now is which output delivered the Network to the new stage of policy explorations and hereupon based contributions to policy making?

Therefore in this Chapter we will present, first, two examples about the way the Network and its theoretical core-group addressed the first policy objective mentioned above. At the beginning of 2004 the participants and their assistants received the third drafts of the four conditional factors. In the context of this Final Report we can restrict ourselves to present some aspects of social cohesion and social empowerment. With regard to social cohesion we will refer as well to the origin of the debate and the way the authors tried to elaborate the concept in relationship to the concepts of the three other conditional factors. They implicitly criticised the lack of clarity and consistency on the European level. With regard to social empowerment the author explains the difference with the individualistic interpretation of the concept and relates this conditional factor with the three other factors of social quality as well. The question is how both examples addressed the first policy objective. Second, we will explain the way the outcomes of the Network thus far addressed the second objective, namely to understand and the meaning and outcomes of strategies with regard to four policy areas, namely employment, public health, urban conditions and ageing. The question is if the Network contributes to the creation of an intermediary for analysing the strategies and outcomes in a logical and consistent way for delivering a new tool for comparative research as well. Third, we will explain how the outcomes of the Network thus far may deliver points of departure for contributing to the clarification of the implicit relationship between the EU's main challenges and questions.

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<sup>138</sup> 'Public Seminar: The Social Quality of Europe': 7th March 2000', (Brussels: The European Parliament, March 2000).

<sup>139</sup> See note-5.



## 4.2 Elaboration of the four conditional factors.

### 4.2.1 About social cohesion as example

#### 4.2.1.1 Absence of a widely accepted definition

Thanks to the Network the theme of social cohesion and cohesive societies is placed high on the agenda of the social quality approach since October 2001.<sup>140</sup> Debates and studies since then paved the way for the third draft of the document about the component of social cohesion.<sup>141</sup> Yitzhak Berman and David Phillips explained, social cohesion is more or less directly descended from Tönnies' notions of *Gemeinschaft* and *Gesellschaft*, Durkheim's mechanical and organic solidarity and Parsons' normative integration.<sup>142</sup> Göran Therborn distinguishes between three dimensions on which a definition of social cohesion may be based. These are: (i) the trust in particular institutions, (ii) a feeling of belonging based on individuals' social integration, and on the place given to them in society, (iii) and a willingness to show solidarity (in terms of social and fiscal contribution) with their society. Therborn also emphasises that 'sharing common values' is not sufficient to bring about social cohesion. He says that cohesion may be based, beyond common values, on innovation, creativity or civic practices resulting from the necessities of everyday life. It may also be sectarian types of unification, based on discipline and obedience.<sup>143</sup> They also refer to Alaluf who suggests that the idea of social cohesion leads us to associate this concept with forms of solidarity produced by what is called the social state.<sup>144</sup>

Another facet of social cohesion is a feeling of belonging to or identification with a group.<sup>145</sup> Especially Canada has been a leader in the use of social cohesion as an integral part of its social policy. According to Berman and Phillips, it can be seen as part of the motivation of Canadian policies in the 1960s and 1970s that attempted to foster a new distinctly Canadian identity.<sup>146</sup> According to Jane Jenson, the recent paradigm shift in economic and social policy towards USA-led neo-liberalism has provoked serious social and political strains in Canadian public institutions. Increasingly reliance on market forces and classical liberal ideology has caused widespread debate among those who fear the

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<sup>140</sup> See note-15.

<sup>141</sup> Y. Berman, D Phillips, see note-51.

<sup>142</sup> A. Kearns, R. Forrest, 'Social cohesion and multilevel urban governance', in: *Urban Studies*, Vol. 37, Issue 5 & 6 (2000), pp. 995-1017.

<sup>143</sup> G. Therborn, 'The Unemployment Iceberg: What is Beneath, Behind and Ahead?', in: *International Journal of Health Services*, Vol. 29, Issue 3 (1999), pp. 545-563.

<sup>144</sup> M. Alaluf, '*final Report – Seminar Demographic trends and the role of social protection: the idea of social cohesion*', (Brussels; Centred de sociologie du travaux, de l'emploi et de formation (TEF), 1999).

<sup>145</sup> J. Vranken, '*No Social cohesion without Social Exclusion?*', (Antwerp: Research Unit on Poverty, Social Exclusion and the City, University of Antwerp, 2001).

<sup>146</sup> F. Woolley, '*Social Cohesion and Voluntary Activity: Making Connections: a Paper presented at the CCLS Conference*', (Ottawa: <http://www.csls.ca/oct/wool.pdf>, 1998).

high political, social and economic costs of ignoring social cohesion.<sup>147</sup> Notwithstanding this a very important problem remains is the absence of a widely accepted definition of social cohesion. According to Berman and Phillips, this has not prevented the European Union, the OECD and the Council of Europe from using the concept to justify a wide array of activities. For example, Jeannette reports that the term 'social cohesion' denotes an important aspect of the Council of Europe's efforts to strengthen human dignity and social rights in a spirit of solidarity. It covers a variety of actions to combat inequalities, promote protection of groups at risk and reinforce supporting measures to family policy.<sup>148</sup>

But in order to analyse 'social cohesion' we have to know what we understand by the term. And that is what the Network did. Berman and Phillips present, based on the theory of social quality, a definition. According to them, "*it is required of a definition that it is not merely ostensive (...) but that it must be substantive too: it must identify that set of attributes that between them are necessary and sufficient unambiguously delineate the construct. In effect, a good definition provides the bridgehead of the operationalisation of the construct because it sets out the parameters and constraints for identifying the domains associated with the construct in a logically necessary way (...) Taking these together a definition could be constructed as follows: social cohesion depends on the strength of social relations and is a function of the integration between integrative norms and values (including trust) in society*".<sup>149</sup>

#### 4.2.1.2 Cohesive societies

With support by the Dutch Scientific Fund the Foundation made an exploration of the conditional factor of social cohesion as the main determinant of cohesive societies. This study explains that social cohesion is not only susceptible to many interpretations, it is also a highly complex theoretical concept with a long scientific tradition. A distinction should be made between its constitutive elements and the conditional factors for delineating aspects of the concept under contemporary circumstances.<sup>150</sup> This point is also highlighted by the Foundation second book. It says that the analysis of social cohesion is seen as a priority in the strengthening of the theoretical basis of social quality. The editors emphasise the fact that defining the substance of social cohesion is a delicate matter. Because of its long scientific and political history the concept has been, up to now, connected with a wide range of other concepts with related connotations, such as inclusion, exclusion, integration, disintegration, and social dissolution. Contrary to many studies on social cohesion, the way they approach social cohesion is not

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<sup>147</sup> J. Jenson, 'Mapping Social Cohesion: The State of Canadian Research', (Ottawa: Canadian Policy Research Networks Inc. (CPRN), 1998), page-v.

<sup>148</sup> M.S. Jeannette, 'Social cohesion around the world: an international comparison on definitions and issues', (Canada: Strategic Research and analysis/Hull in Quebec, 2000).

<sup>149</sup> Y. Berman et al, see note-52, page-23.

<sup>150</sup> W.A. Beck, 'Sociale Cohesie: De Europese Unie op zoek naar een nieuw referentiekader? (Social Cohesion: The European Union's search for a new frame of reference), (Amsterdam: EFSQ, 2001). This Dutch study, financially supported by the Dutch Scientific Fund, is explained for an English reading audience, namely by: L.J.G. van der Maesen, 'Review: Some Preliminary Considerations about Social Cohesion and Social Quality', in: *The European Journal of Social Quality*, Vol. 3, Issue 1&2 (2001), pp. 151-163.

restricted to the strength or weakness of primary social relations as Lockwood supposes.<sup>151</sup> It is connected with processes of differentiation, which create a manifold of subsystems that cannot be directly linked as such with the logic of social structures such as families, households and associations.<sup>152</sup>

The main argument is that we cannot understand the nature of social cohesion of our societies without its interconnectedness with the three other conditional factors of social quality. According to Berman and Phillips, *"If resources associated with social cohesion (mostly via networks and other elements of social capital) are neither fungible nor liquid in nature then they are most appropriately included in social cohesion. In these circumstances, high levels of these social cohesion resources will facilitate and enable the enhancement of socio-economic security and, for example, empowerment by providing the right environment in which they may flourish – classically it is not easy to maintain socio-economic security in a society where people do not trust each other and have limited and inward-looking associational networks"*.<sup>153</sup> Therefore, a similar analyses of these three factors is a condition for understanding the nature of cohesive societies and its determinants.<sup>154</sup>

The Network made an interpretation of the outcomes of the qualitative reasoning about social cohesion. Then it has changed this qualitative form of reasoning into a quantitative one in order to start the data availability assessment for empirical testing later. But as said, social cohesion is not an isolated phenomenon. It is strongly related with three other conditional factors of social quality. Therefore the Network also made an interpretation of the outcomes of the qualitative analysis of the other three factors for the data availability assessment.

#### 4.2.1.3 The determinants of cohesive societies

With regard to the determinants of social cohesion as the source of cohesive societies the Network explored the domains, sub-domains and indicators of social cohesion. As explained this is related with the interpretation of the subject matter of 'the social' , as well as with the subject matters and definitions of the three other conditional factors (see figure-4). The definition of the subject matter of 'the social' concerns the outcome of constantly changing processes through which individuals realise themselves as interacting social beings. Therefore, according to Berman and Phillips, the related dialectical processes create or constitute the social world. That is the reason the social quality approach is essentially oriented on (i) formal policy making processes, (ii) collective actions and interventions by systems, institutes and companies as well as organised citizens, and (iii) the way they address real human needs and acceptable preferences and wants.

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<sup>151</sup> D. Lockwood, 'Civic integration and social cohesion', in: I. Gough , G. Olofsson, *'Capitalism and Social Cohesion: Essays on Exclusion and Integration'*, (London: Macmillan, 1999), pp. 63-85

<sup>152</sup> W.A. Beck et al, see note-5, page-343.

<sup>153</sup> Y. Berman et al, see note-51, page-25.

<sup>154</sup> I. Svetlik, 'Some Conceptual and Operational Considerations on the Social Quality of Europe', in: *The European Journal of Social Quality*, Vol.1, Issues 1 & 2 (2000), pp. 74-90.

They conclude: *"Herein lies the fundamental theoretical justification for the centrality of social cohesion to social quality. Social cohesion - understood metaphorically as the glue that binds society together or as societal solidarity or, more prosaically, as being to do with social relations, norms, values and identities – is central to the social because interactive social beings, collective identities and the social world itself are impossible without social cohesion (...). But social cohesion's outcome and impact are still difficult to pin down. There is – or appears to be – an unresolved conflict between cohesion as solidarity and as the minimising of inequalities. This has consequences for choice of indicators and for measurement levels: thresholds versus measures of central tendency (eg. proportion below minimum acceptable level versus standard deviation)."* Berman and Phillips already addressed this theme earlier in the EFSQ's second book.<sup>155</sup> Thanks to the recent debates they concluded that most of the indicators from this book deal with issues of solidarity rather than inequalities and, with the exception of altruism (and possibly trust) do not differentiate between authoritarian and liberal societies. Indeed, one of the problematques of social cohesion relates to the high levels of cohesion found in most authoritarian and totalitarian societies.<sup>156</sup>

#### 4.2.1.4 With regard to policies

Also the European Council and the European Commission suppose that economic progress, work, rights, education, recreation and local capacities all strengthen social cohesion. Through a learning process we may pave the way for building proper transitional trust. Implicitly the proposition that the heart of the European social model refers to the connection of competitiveness and cohesion is rejected. In transitional societies, competition becomes fierce and goes hand-in-hand with a disregard of dialogue, solidarity and co-operation. This is the result of a tendency to place the democratic transformation of society into the hands of what, in the theory of Adam Smith is qualified of 'market efficiency in resource allocation'. But how should social relationships, new forms of co-operation, new types of social engagement be created? The problem is that – as in the case of the European Council - the concept seems to address too many themes and questions. It lacks conceptual clarity in order to present coherence between these themes and questions. In the Foundation's second book proposals are made for the concept's open functional significance as one of the four conditional factors which determine the quality of 'the social'. Through this approach, aspects of cohesion such as the formation of collective identities, values and norms are presented in connection with each other. The formation of collective identities is related to the self-realisation of individual people. The social is situated in this dialectic tension. This approach may pave the way for a conceptual focus of social cohesion which may be instrumental for exploring the real conditional factors, thus for renewing policy making oriented towards the social cohesion of communities.<sup>157</sup>

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<sup>155</sup> D. Phillips, Y. Berman, 'Definitional, Conceptual and Operational Issues', in: W.A. Beck et al, see note-5, pp. 125-141.

<sup>156</sup> Y. Berman et al., see note-51, pp.1-5.

<sup>157</sup> See W. A. Beck, note-154, see L.J.G. van der Maesen, note-154.

## 4.2.2 About social empowerment

### 4.2.2.1 Introduction

In the third draft of the study the author says that to look at empowerment in the context of the social quality approach we have to address two challenges.<sup>158</sup> First, the necessity to locate the orthogonality and embeddedness of empowerment in the context discussing the other conditional factors. Second, the elaboration of the specificity of the conditional factor and its distinctiveness in relation to other reference-theories of empowerment. The first question is how is empowerment linked to and actually defined by the other conditional factors? The questions in the second complex are, has empowerment a distinct meaning in the context of the social quality theory – distinct when compared with the understanding in other contexts? How is it differentiated in relation for instance to empowerment in the context of social work, learning theories and others? Of course, these questions are interrelated and in actual fact, in a way we have to answer both questions simultaneously.

The consensus up to now is that empowerment is related with questions of: (i) the fundamental reference to equity; (ii) the reference to capabilities and capacities and thus – logically – the interaction of action and structure, (iii) the reference to the actor-orientation of the social quality concept and thus the central role empowerment has to play, (iv) the practical relevance of the concept, and its instrumental character in terms of policy making, (v) the reference to choice, linking action and structure. Seen in this light, empowerment had been defined in the following way: Empowerment to realise human competencies or capabilities (versus subordination) primarily concerns the micro-level enabling of people, as 'citizens', to develop their full potential. Thus the conditional factor of social quality refers to developing the competence of citizens in order to participate in processes determining daily life.

Already from here it is clear that as much as the social quality concept aims in general on overcoming the methodological individualism that underlies – explicitly or implicitly – most of social science, it is in particular the centrality of empowerment as a conditional factor that makes it possible to grasp the dialectical relationship between (a) actor and structure and thus (b) between the individual and societal. Another important aspect has to be seen in linking empowerment to change. In a social quality perspective, empowerment is not solely and even primarily concerned with transfer of knowledge, enabling the individual to cope with given structural situations. Rather, empowerment is concerned with enabling the person individually and socially to : (i) adapt to a given situation, (ii) to cope with changes of situations and (iii) to actively influence social developments, i.e. to evoke and maintain changes.

In further discussing social policy issues it is worthwhile to link to a wider concept of integration, actually acknowledging the interests of people not simply and solely in terms of employment but as

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<sup>158</sup> P. Herrmann, see note-53.

well in terms of what may be considered as socially meaningful activities or going even further, referring to socially content being. One thought which is concretely conceptualised is concerned with overcoming unemployment and precarious employment by going beyond the orientation on traditional employment strategies and orient on security of employment or training.<sup>159</sup> In general terms of the social quality approach this contributes to a dynamisation of the static. In other words, by translating structure (capacities) into action (capabilities), it is possible, to accommodate the «independence of the social» as it had been defined by Durkheim without accepting the deactivation which can be interpreted into Durkheimian sociology. This links well to the understanding of constitutional processes which link the two dimensions of the 'Ding an sich' as considered by Immanuel Kant and the process of 'Sinnstiftung' as Georg Friedrich Wilhelm Hegel – referred to as a matter of appropriation by the individual. This fundamentally proposes a different approach to empowerment compared with common understandings. Highlighting this, it is proposed to explicitly refer to social empowerment rather than keeping the ambiguity of empowerment, which tends to individualise the social. For the further elaboration of social quality the first step is to locate empowerment and its current reflection in the scientific debate and then in the policy debate in a historical perspective of analysing the development of «productive forces» not only as matter of economic processes but as social relationships.

#### 4.2.2.2 Current debate

As already briefly mentioned, empowerment is commonly positioned at the borderline of the different dimensions of the individual and the social, actually meaning that it claims to fulfil a bridge-function making it possible to combine in a single act the two dimensions which had been spelled out by James Coleman as character of macro-to-micro and micro-to-macro transitions.<sup>160</sup> The challenge of defining empowerment is seen as overcoming the apparent disparity of the Durkheimian understanding of the social, pointing on an independent entity in its own rights and the original definition of the social quality approach according to which the social is not existing as such but it is the expression of constantly changing aspects of processes by which individuals realize themselves (verwirklichen) as interacting beings. In actual fact, what seems to be suggested as contradiction between the approaches is more a contradiction in earlier formulations of the social quality approach itself as at the same location it is said that our endeavour is to develop a scientific framework and a political programme which assume the social as an authentic entity.

In other words, this approach itself presumes on the one hand a certain independence of the social, whereas it states at the same time that the social is not existing as such. Here it is turning the attention to another emphasis of the definition, seeing it as both the ever-present condition (material cause) and the continually reproduced outcome of human agency. And praxis is both work, that is conscious production, and (normally unconscious) reproduction of the conditions of production, that is society.

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<sup>159</sup> This refers to the essence of the Foundation's approach of employment policies as presented in the double issue of The Journal of Social Quality on the EC's employment policies, see note-39. See also: P. Boccara, '*Une sécurité d'emploi ou de formation*', (Pantin: Espere et Le Temps des Cerises, 2002).

<sup>160</sup> J.S. Coleman, '*Foundations of Social Theory*', (Cambridge: The Belknap Press of Harvard University Press, 1990 ).



Seen in this light, empowerment is central to the entire concept of Social Quality. Deciphering the definition of the social, we can highlight as a forgotten matter of interest that an explicit link between the living-together of people on the one hand and the definition of citizenship is established.

This is getting clearer by turning the view from the conditional factors to the two tensions or axes, the one being concerned with the biographical development at the one end and the societal development at the other and the other tension between systems, institutions and organisations at the one end and communities, configurations and groups at the other end (see figure-5). The subject matter of empowerment is the provision of the means of and for communication as foundation of the social. Whereas other conditional factors concentrate on available material resources (socio-economic security), the integration into different relationships (social inclusion) and trustworthiness of relationships (social cohesion), the concern of empowerment is the availability and reliability of this availability of access, necessary to establish the capability of participation. Its specific nature, i.e. the resources needed being knowledge and rights, is necessary to put the potential into reality. Taking these considerations seriously when looking at empowerment we can say that this is a variable that is to some extent the point of departure, the factor on which the realisation of the others is build upon and at the same time the result of the other conditional factors. In other words, empowerment is very much a conditional and – when related to the other conditional factors – a resulting factor. We have to take this already into account when we are looking for a definition of empowerment.

#### 4.2.2.3 Approaches to empowerment

Three main strands of how empowerment is usually understood are presented in the following, (i) one looking at more general philosophical moments, (ii) another concerned with the economic perspective of the capabilities approach, but being based in broader political mechanisms of exclusion and finally, (iii) one concerned with a brief look at the understanding by social professions. The social is nothing else than an invisible contract, drawn between individuals not on grounds of necessary control of individual behaviour but on grounds of a higher natural law of reason and the ability as well as duty of the individual to accept responsibility. As such this can be already seen as an acknowledgement of power, although it fundamentally divides the individual and the social – and power is then equalled with responsibility – responding in accordance with the ability to rationally perceive the world and to act accordingly. The social is not seen as a genuine goal and framework in and by which individuals realise themselves. Rather, the social is understood as construct, a conglomerate emerging from isolated individual acts, based on knowledge.

Such a perspective is taken up even by the Frankfurt School, the Institute for Social Research. There, Max Horkheimer importantly points on the loss of objective reason as a guiding code. However, Horkheimer then fails to clearly derive the criteria for empowering subjective-social rationality from the social action itself.<sup>161</sup> On the one hand, he refines such rationality by the allusion to religious or quasi-

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<sup>161</sup> M. Horkheimer, 'Eclipse of Reason', (New York, Continuum, 1947, pages 4-6).

religious value systems; on the other hand, it is a matter that is suggested as being inherent to the objects and processes. Without exploring this further, the relevance for mentioning this approach lies in the fact that we can concede a continuation of these thoughts in terms of empowerment as communicative action. It is here, where Jürgen Habermas suggests drawing on trust as the voluntarily established basis for empowered – and further empowering – societal structures, itself based on practical but in particular intellectual insight. Actual societal practice as practice of change, however, is replaced by contemplation and consensus, based upon ethical principles. It is the universalistic humanism which Max Horkheimer already mentioned, writing that the basic ideals and concepts of rationalist metaphysics were rooted in the concept of the universally human, of mankind, and their formalization implies that they have been severed from their human content. The theory of communicative action, then, uses this as a disguise. Referring back to Max Weber, we read that the social is not absorbed as such by organized action systems; rather, it is split up into spheres of action constituted as the life world and spheres neutralized against the life world. The former are communicatively structured, the latter formally organized. They do not stand in any hierarchical relationship between levels of interaction and organization; rather, they stand opposite one another as socially and systematically integrated spheres of action. In formally organized domains, the mechanisms of mutual understanding language, which is essential for social integration, is partially rescinded and relieved by steering media.<sup>162</sup>

This means, however, that in actual fact questions of power are dislodged, and defined as a matter of systems and sub-systems rather than as relationships between real social beings. As much as Habermas draws attention to the necessity of the intellectual appropriation and the knowing individual – the person, being able to understand act in accordance with the environment on the basis of a mutual understanding and acceptance as much he falls short of the actual unity of the world in which the individual actual shapes his/her life. Of course, under given social conditions of contemporary societies we find without any doubt the contradiction between different parts of society. However, Habermas draws a strict distinction between system world and life world, and goes in particular beyond Lockwood's concept.<sup>163</sup> On the one hand, he applies a voluntarist concept – interpreting the system world as result of irresponsible action by the ruling forces. On the other hand and contradicting, the system world is an apparently eternal, time- and even more actorless framework, perpetuating a inevitable alienation between the actor and a *deus ex machina* developing just in the sense of the Weberian iron cage of bureaucracy. Social quality, if Habermas would consider such a concept at all as anti-colonialisation, could only be a set of eternal values, set against the colonialisers. However, neither the objective dialectic of the different domains nor the dialectical relationship between subjective and objective factors and domains would be understandable as in immediate part of the entire idea of Social Quality. Of course, this is a deviation of the original concept of the critical school.

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<sup>162</sup> J. Habermas, see note-118.

<sup>163</sup> D. Lockwood, see note-155.



Leaving these debates aside, empowerment had been only recently re-invented and defined as explicit issue of social science. In particular, it has to be mentioned that the new interest emerged from a perceived need for action oriented approaches of integration, well recognising that the relative openness of modern societies on a structural level, nevertheless was clearly limited by providing an inactivated structure. One major reason for this explication can be seen in an increasing gap between private and public. On the one hand, the public gained more and more momentum – we can see it in the growing meaning of the social is nothing else than an ‘invisible contract’, drawn between individuals not on grounds of necessary control of individual behaviour both on grounds of a higher natural law of reasons and the ability as well as duty of the individual to accept responsibility. As such this can be already seen as an acknowledgement of power, although it fundamentally divides the individual and the social – and power is then equalled with responsibility – responding in accordance with the ability to rationally perceive the world and to act accordingly. The social is not seen as a genuine ‘goal and framework’ in and by which individuals realise themselves. Rather the social is understood as construct, a conglomerate emerging from isolated individual actors, based on knowledge. Such a perspective is taken up even by the Frankfurt School as we demonstrated above.

#### 4.2.2.4 Capacities and capabilities

The other approach – and one which is very inspiring for understanding empowerment from a social quality perspective – focuses on capacities and capabilities. In particular Amartya Sen can be seen as representative and even initiator of such an interpretation. The characteristic moment is that such a view takes capacities and capabilities together, thus emphasising the connecting between objective conditions of availing of power and the ability to make use of these opportunities. Not least, this is based on a critique of parts of traditional mainstream economic theory. Sen argues against simplifying economist theories of motivation which suggest “*to see rationality as internal consistency of choice, and the other to identify rationality with maximization of self-interest.*”<sup>164</sup> Instead, for him rational decisions are only one element of decision making. In consequence, there are as well other moments that finally decide over the power of individuals. The one aspect is simply economic power in the sense of objectively given resources as such. However, another aspect is the value of these resources in terms of what a person actually can achieve with the,. By developing such a perspective, Sen articulates in particular the reinterpretation of poverty as matter of accessing means by which the individual can gain control over the won living circumstances. Philosophically, such a perspective is based on Stoicism and its emphasis of the independence of the individual,. The engagement by gaining distance and independence.<sup>165</sup> In other words, empowerment is very much linked to its etymological root – the *pouvoir* – the ability which can be understood as “the expansion of the ‘capabilities’ of persons to lead the kind of live they value and have reason to value”.<sup>166</sup>

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<sup>164</sup> A. Sen, ‘*On Ethics and Economics*’, (Oxford: Basil Blackwell, 1987, p.12).

<sup>165</sup> M.C. Nussbaum, ‘*Cultivating Humanity: A Classical Defence of Reform in Liberal Education*’, (Cambridge/London: Harvard University Press, 1998), pages 52-58.

<sup>166</sup> A. Sen, ‘*Development as Freedom*’ (Oxford/New York: Oxford University Press, 1988), page-18.

Nevertheless it has to be seen that this debate is mainly based on an economic approach of balancing resources, aiming on equilibrium and orienting on coping with situations of shortages., On the one hand, Sen rejects a purely economic approach and argues in particular against welfarism on the basis of Pareto-optimal distributions, which he argues are only concerned with efficiency criteria. He states “*welfarism is the view that the only things of intrinsic value for ethical calculation and evaluation of states of affairs are individual utilities.*”<sup>167</sup> On the other hand, it can be very much argued against him that – by referring to agency – he only adds another moment to individual motivations underlying their decision making. Although he mentions the ‘creation of social opportunities’, the said limitation gets clear as he does not attempt to overcome the individualist perspective of the much referred Stoicism and the reference to “*four distinct categories of relevant information regarding a person, involving ‘well-being achievement’, ‘well-being freedom’, ‘agency achievement’, and ‘agency freedom’.*”<sup>168</sup> Furthermore, with this there is an undeniable danger to slipping down into a solely subjectively defined meaning. Finally, it is somewhat striking that the debate on empowerment has its origins on the one hand in community work and community development reflections, the latter including settings which largely deal with ethnic minorities and issues. One of the most pronounced representatives is probably Paulo Freire.<sup>169</sup> The focus which is of interest in the context here is the emphasis of transformative action as a concept which claims to link dialectically the two sides of the consciousness, namely the subjective and the objective side. It is important that in this perspective teaching and the appropriation of knowledge does not equal the reproduction of knowledge.

### 4.2.3 With regard to the first objective

In this subsection we presented some parts of the studies about social cohesion and social empowerment with which to illustrate how participants of the Network tried to address the first objective, namely to contribute to public policies by exploring the four conditional factors. In comparison to mainstream approaches the participants tried to clarify the meaning of the applied concepts in order to derive indicators with which to really measure aspects of daily life, related with one of the four conditional factors. Important is to know that the four concepts are intrinsically related to each other thanks to the theory of ‘the social’. Therefore, the indicators of the respective factors have affinity to each other, theoretically and empirically. This far-reaching exercise – further elaborated in the coming Foundation’s third book – delivered real points for consistent comparative research. For the first time in social sciences such a complex of concepts are applied for measuring daily circumstances in a comparative way. As argued earlier, the final consensus about the four central concepts is based on the reciprocity between deductive approaches and inductive approaches. Since 2002 the outcomes of the Network’s plenary meetings were confronted with the state of affairs in fourteen countries. This testing produced the outcomes of the fifth stage of the Network. The conceptual coherence and consistency is a condition for European oriented public policies to intervene

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<sup>167</sup> See note-164

<sup>168</sup> See note-164

<sup>169</sup> P. Freire, ‘*Pedagogy of the Oppressed*’, (London: Sheed & Ward, Penguin, 1972).

in a transparent way and on the basis of visions, related with these concepts and the herewith related propositions (about human people as social beings). The Network produced an in-depth investment for this transparency and this paved the way for the creation of conditions for citizens to cope with the outcomes of these policies.

## **4.3 Some policy outcomes**

### **4.3.1 The EC's Round Table and the need for a paradigm shift**

In scientific terms the social quality approach represents a shift in paradigm in the analysis of quality of life, well-being and welfare, by addressing the necessity to reformulate the meta-theoretical based connections between different disciplines in order to transcend their incessant scientific fragmentation. Without this shift the discussion about the European social model in contrast to the social model of the USA – a main theme of the recent Priority-7 of FP6 – will remain in logical terms unclear. Another consequence of the existing fragmentation is the strong distinction between economic thinking (and related interests) and theorising the other dimensions of daily circumstances. The well-known trap as a consequence of this fragmentation is the recent plea for conceiving social policy or social protection as a productive factor for economic policy. This handmaiden position is legitimised by scientists, by neglecting the authentic rationales of the other dimensions of daily life.

Thanks to the work done by the Network the Foundation was enabled to answer the question made by the Round Table of the European Commission. Herewith we present a first example of the Network's contribution to policy-making on European level. The Round Table's question was "how to invent a model for Europe that would be sustainable in social terms. How can we reconcile social progress and economic efficiency".<sup>170</sup> We already referred to the Foundation's answer in subsection-3.4.6. The issues raised by the Round Table could not be met with clear-cut solutions by the Foundation. Proposed was to follow a certain method to orchestrate scientists and policy-makers in order to address certain aspects of this question. This method can be derived from the applied procedure by the Network. Second, there will not be 'a model' for Europe. Its character concerns the differentiation and plurality, based on consensus, referring to the European humanistic tradition. Third, social policy and social progress cannot be understood purely as productive factors for economic growth and efficiency. This refers to a serious reduction of the meaning of 'social progress' and can be explained by a lack of consensus about applied concepts and analysis of the recent forms of transformation. The productive factor perspective falls short, because it reduces the interpretation of this role to a mere economic interpretation.

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<sup>170</sup> D. Strauss-Kahn, 'Letter to the European Foundation on Social Quality', (Paris: Assemblée Nationale, 23 July 2003).

From this point of view the Foundation presented its view on the Round Table of the European Commission with regard to its ideas about 'safety nets'.<sup>171</sup> According to the Foundation, while we appreciate the motivation behind this thinking in terms of risk pooling and social protection, if the European Social Model means anything it is the aspiration towards higher standards rather than a minimal social floor. This is one of the main distinguishing features of the European model of development compared with its US and East Asian counterparts. This can be seen not only in the higher proportions of GDP devoted to social protection but also in the greater expectations of citizens, in the higher levels of investment in human and social infrastructure capital, and in the lower levels of poverty and inequality. To undermine these achievements would be a retrograde step of immense proportions. According to this way of reasoning the Foundation commented also on two main reports, pleading for stimulating policies of social protection, to be approached as a 'productive factor'.<sup>172</sup>

There are at least two arguments for creating a new theoretical framework, thus transcending disciplinary fragmentation and preparing for more comprehensive policies. The first argument concerns an empirical issue: the increase in inequality. The United Nations have demonstrated this. In 1960, 20% of the world's population in the richest countries had 30 times the income of the poorest 20% and by 1997 it had increased to 77 times as much.<sup>173</sup> An isolated and fragmented economic approach does not address the needs of millions of people world-wide. It leads to contradictory conclusions by experts. On the one hand, for example, World Bank economists argue that the free market and economic growth will help the poorest.<sup>174</sup> On the other hand, for example, the Washington Centre for Strategic and International Studies says that the theory and practice of the free market on a global level will destroy the identities of historically rooted communities. The abolition of national labour protection regulations stimulates production and distribution and, therefore, the realisation of profit for the new economic giants. Representatives of the Washington Centre conclude that this 'turbo capitalism' reduces human beings to objects of profit making and causes the commodification of all manifestations of nature and culture.<sup>175</sup> From the side of policy makers the underlying propositions of dominant interests remain undisputed and cause these contradictory conclusions. This will prevent consistent approaches towards major societal trends, another objective of Priority-7.

The second argument regards societal trends themselves. There is a structural distinction between growing international networks (and their political and economic interests) and local communities as a source for democratic politics. The strengthening of this distinction undermines democracies. In his

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<sup>171</sup> Round Table, 'A sustainable project for Europe: Background Paper for the Prague Meeting 26-28 September 2003'. Brussels: European Commission (Group Policy Advisors), October 2003.

<sup>172</sup> Examples, addressed in the Briefing to the Round Table (see note-92), are:

- I. Begg, J. Berghman, Y. Chassard cs, 'Social Exclusion and Social Protection in the European Union: Policy Issues and Proposals for the Future Role of the EU', (London: European Institute South Bank, EXSPRO project, July 2001).
- D. Fouarge, 'Costs of Non-social Policy' Towards an Economic Framework of Quality Social Policies – and the Costs of not having them', (Report for the Employment and Social Affairs DG, January 2003).

<sup>173</sup> United Nations Development Programme, 'Human Development Report 1999', (New York: United Nations, 1999).

<sup>174</sup> D. Dollar, A. Kraay, 'Growth is Good for the Poor', (Washington: World Bank, 2000).

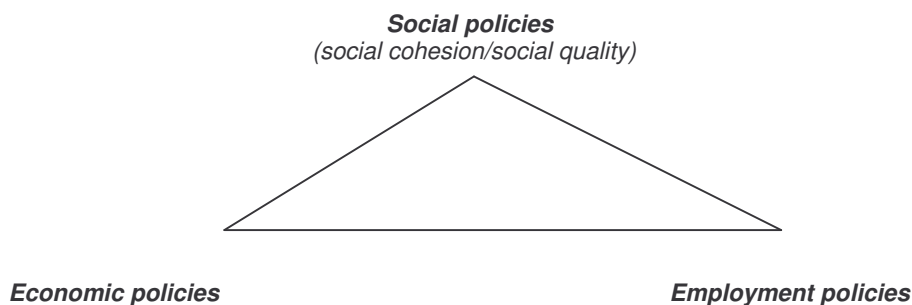
<sup>175</sup> D.H. Lamparter, F. Vorholz, 'Das WTO-Fiasko: Der Kapitalismus macht ungleich. Der US-Ökonom Edward Luttwak über den globalen Vormarsch des Turbokapitalismus und über Gerhard Schröder und Tony Blair', in: *Die Zeit*, 1999, 9 Dezember, 50, 25.

analysis of the transformation of capitalism Castells elucidates this conclusion. He explains the mechanisms responsible for the breaking up of relationships on an individual level, the social level and with regard to environmental aspects. The nature of the recent social transformation stimulates a “fundamental split between abstract, universal instrumentalism, and historically rooted particularistic identities. In this condition of structural schizophrenia between function and meaning, patterns of social communication become increasingly under stress.”<sup>176</sup>

### 4.3.2 Transcending policy fragmentation

As argued the concept of social quality intends to provide an alternative policy rationale. It will provide an analytical instrument for developing knowledge-based democratic, social and political relations. This has been accepted at EU level by the Directorate for Employment and Social Affairs.<sup>177</sup> It presented the policy triangle as form of operationalisation of the Lisbon Summit (2000) to develop - with the open method of co-ordination - EU into the most competitive and dynamic knowledge-based economy stimulating cohesion too.<sup>178</sup>

**Figure-12: The triangle of the social Policy Agenda<sup>179</sup>**



In the 2001 Report on the social situation in the EU the Introduction says, “the Social Agenda as agreed at the Nice Summit provides the political basis for the consolidation of a comprehensive strategy of mutually reinforcing economic, employment and social policies. It pinpoints the promotion of quality in all areas of social and employment policy as a driving force behind a thriving economy with more and better jobs and an inclusive society and as a key way to secure that the European Union achieves the goals it has set itself regarding competitiveness, full employment, living standards and quality of life. The strengthening of the European economy and its social model will result from policies promoting synergy and positive interaction between economic growth, employment and social

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<sup>176</sup> M. Castells, ‘The Information Age: Economy, Society and Culture. Volume 1: The Risk of the Network Society’, (Oxford: Blackwell Publishers, 1997), page-3.

<sup>177</sup> ‘Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions: Social Policy Agenda’, Bussels: COM (2000), 379 final, 2000)

<sup>178</sup> European Council, ‘Presidency Conclusions’, (Lisbon: Press Release SN 100/100 EN, 20 March 2000).

<sup>179</sup> The European Commission, see note-36.

cohesion.”<sup>180</sup> In this Social Policy Agenda social cohesion and social quality are presented as the core business of social policies (see figure-12):

This triangle differs from the social quality approach in the following respects: (i) in this figure ‘social quality’ does not function as a link between a manifold of policies. In the EC’s presentation it is connected or associated with social policies only, (ii) it is equated and synchronised with social cohesion. But social cohesion is one of the four conditional factors of social quality. From inside DG Employment and Social Affairs – thus not formally - the social quality approach was in fact supported. Argued is that justifications for social policies are based on purely economic criteria. Implicitly argued was that social quality as a comprehensive approach including economic policies as well was not clearly understood.<sup>181</sup>

Placing ‘social quality’ at the top of the triangle under ‘social policy’ reflects a different understanding of the idea of social quality to the original idea. Furthermore, this EC triangle is not clear about abstract instruments with which to connect the three aspects on the corners. It seems to lack a rationale and particularly one that will appeal to and bring on board European citizens. The abstract and the practical connection between economic policy, social policy and employment policy should be provided by their interrelationships with actors and needs. Both because the intrinsic existing reciprocity of the sides of this triangle and other.<sup>182</sup>

Thanks to the outcomes of the Network we will be enabled to deliver arguments for the change of the Social Policy Agenda’s triangle, see figure-13. The difference with figure-12 is essential. The theoretically based recognition and concretisation of the four conditional factors of social quality and their indicators will create the intermediary for connecting different policies, namely economic policies, employment policies, urban policies, public health policies, etc. By analysing the effects of certain economic and employment policies on the four conditional factors respectively we are able to connect both. This will be also the case for the relationship between, for example, economic policies and public health policies. Without such an intermediary the different policies cannot be connected. Therefore the Network presents its empirical based information for underpinning the social quality approach as an independent rationale for connecting these policies. This will be a condition for addressing the Lisbon

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<sup>180</sup> Eurostat, European Commission, ‘*The social situation in the European Union*’, (Luxembourg: office for Official Publications of the European Communities, 2001) page-7.

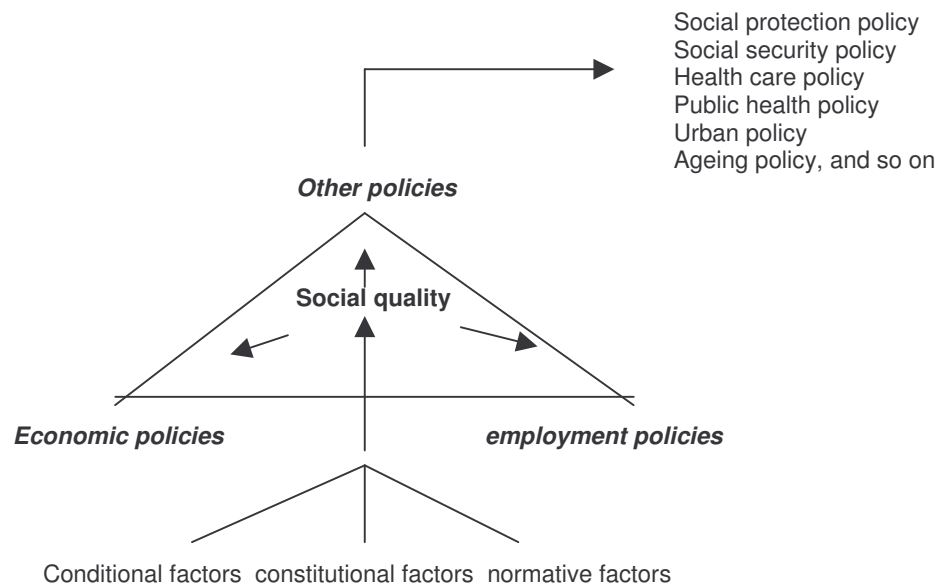
<sup>181</sup> In 2000 from inside DG Employment and Social Affairs of the EC comments were made on this triangle: “*in the vision of a co-ordinated strategy, structural and labour market policy are to be interrelated to the frame of a co-ordinated macroeconomic strategy for growth and employment. This is the foundation of the Cologne process. The main critiques against this vision are: (i) the absence of reference to the specific social dimension within the employment strategy; (ii) the absence of an independent rationale for social policies: the main mentioned being ‘social protection as productive factor’, with a risk of entrapping social developments within a narrow economic frame, as justifications for social policies are based on purely economic criteria; (iii) the limitation to the economic model in order to boost efficiency; equity or solidarity are considered as competing issues, not as funding principles,*” see: DG employment and Social Affairs, ‘Illustrations of the EFSQ’s first book and the four components of social quality’. Brussels: DG-V, April 2000.

<sup>182</sup> The main motive is to develop cohesive European knowledge society (see Priority 7). Goran Therborn asks what kind of knowledge do we have in mind? And what kind of ‘knowledge-base’ for society we need? After all, Mandarin China was one such knowledge-based society, in: G. Therborn, ‘Issues of creativity and well-being’, in: ‘*International Hearing for the Presidency of the European Union*’. Lisbon: European Union, December 1999.



Strategy and for the operationalisation of the renewed Social Policy Agenda. Because the absence of this rationale in European approaches policy-makers and scientists apply – as we already noticed - a type of functionalistic reasoning in order to defend policies as ‘social protection as a productive factor. This theme is addressed by Van Kersbergen. We already referred to his point that this type of approaches fails to offer complete explanatory accounts. Either they confuse causes with causal mechanisms or they have no explication of a point of reference. <sup>183</sup>

**Figure-13**      **The social quality triangle**



With the above mentioned approach in mind the Foundation argues in its Briefing to the Round Table of the EC , that the concept of social quality is probably uniquely well qualified as a sustainable project. First of all it provides the essential connection between needs, actors and policies. Thus it has the power to transform the abstract relationship between economic policy, social policy and employment policy portrayed in the EU Lisbon policy triangle, into a concrete and practical one by providing the connections between them. Second, social quality encompasses all policies, not only economic, social and environmental but cultural as well. Third, it applies to all phases of policy making (from design to evaluation). Fourth the appropriate method to develop policies promoting social quality is an iterative one, which depends on communication and dialogue, and which therefore could enable Europe to address the democratic deficit. Therefore social quality has the potential to make policies more effective and policy processes more democratic. For example all new policy developments could be the subject of a ‘social quality impact statement’ to assess how far they progress or otherwise the goal of improving quality.

<sup>183</sup> K. van Kersbergen, see note-133.

### 4.3.3 The Network's second policy objectives

As explained in figure-11 the Network received its input by the other pillars of the Foundation. But in the other way around the Network presented its output to the Foundation's new explorations and studies of four policy areas, namely employment, ageing, public health and urban conditions. This resulted finally in three new applications.<sup>184</sup> In this part of the Report we will refer shortly to the Network's output for policy making processes in these four areas.

#### 4.3.3.1 With regard to employment policies

The thematic issue of the European Journal on Social Quality about employment policies, published in 2000, prepared for the Foundation's project on employment.<sup>185</sup> The project was financed by the DG for Employment and Social Affairs of the EU and inspired by the endeavours to elaborate the Network Indicators of Social Quality. This research concerned the – underdeveloped – so-called 'adaptability' pillar of the European employment objectives and societal trends with regard to this pillar. The purpose was to develop and apply the concept of adaptability to Europe's labour markets and especially to assess the tension between flexibility in working time and employment security. The second purpose was to show how employment affects the social quality of the daily circumstances of citizens. To this purpose a theoretical connection was made between flexicurity and inclusion, one of the conditional factors of social quality. The outcomes of the Network's first stages - see Chapter-3 – were already applied in this project. The nature of flexicurity was measured by indicators of (i) income security, (ii) employment relation, (iii) working time, and (iv) forms of care and leave. The countries covered in the comparative project were Belgium, Denmark, Finland, Germany, Hungary, The Netherlands, Portugal, Spain and the United Kingdom. It may be appreciated as a good example how the Foundation stimulates policy research as an aspect of the third pillar of figure-11. It will also demonstrate the Foundation's orientation on comparative research, based on the social quality perspective. The outcomes of this project were published in the 'Joint Final Report' in April 2002 and sent to the EU.<sup>186</sup> Afterwards the national reports and this Joint Report were elaborated into a double issue of the European Journal of Social Quality, published in 2004.<sup>187</sup>

Some important conclusions, worthwhile in the context of this section, can be drawn from this research. High quality employment relations are of prime importance for the future social and economic health of the EU. Few countries meet the standards for a high degree of flexicurity of employees with respect to working time, for instance Belgium and Denmark. An increasing number of people become confronted with the problem of a discontinuous work-biography in general. Systems of

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<sup>184</sup> (i) the application to the EC concerning the start of the Network of cities of modern public health (April 2005), (ii) the application to the EC in order to start the analysis of the relationship between labour market, employment and welfare regimes and the consequences of the demographic trends (April 2005), and (iii) the application to the City of The Hague for starting the comprehensive approach of urban development, based on the social quality approach.

<sup>185</sup> See note-38.

<sup>186</sup> J. Hamilton, T. Korver, L.J.G. van der Maesen, G. Vobruba, D. Gordon, 'Joint Report on employment policies and the social quality approach', (Amsterdam: EFSAQ, April 2002).

<sup>187</sup> See note-39.



social security in most countries are not really prepared to cope with this problem. The project's participants concluded that flexicurity, one of the main areas of adaptability, links it – and thus employment policies – with the four conditional factors of social quality. Flexicurity refers to lifelong, secure and flexible employment, and thus lies at the core of the partnership for a new organisation of work (concerning socio-economic security). Policy initiatives need to focus on promoting this balance. As shown in other articles, flexicurity is a highly contested and potentially problematic concept. Nevertheless, it can be argued that, from an academic point of view, the supposed contradiction between flexibility and security can be rejected when it is acknowledged that labour is not a mere commodity. Flexicurity relates both to the demand and the supply side of the labour market.

In general, this approach has shown problems related to mostly hidden propositions with regard to the position of men and women in the labour market by highlighting the distinction between paid and unpaid work. Especially the conclusions with regard to this gender question are that important data are lacking on both European and national level. Furthermore, many national data are too restricted to national circumstances and cannot be used in a comparative way. This prevents the European oriented analysis of societal trends. About 70% of this project's outcomes are published in the thematic issue of the European Journal of Social Quality.<sup>188</sup> Herewith we present an example of three aspects. First, how to develop the reciprocity between the social quality approach and, in this case, the policy areas of employment. Second, how to develop new tools for comparative research in the EU. Third, how to disseminate the outcomes, namely with the help of specific reports, the website and the newsletters, as well as publications in the European Journal of Social Quality for a broader audience. As said before, the Network incorporated the input by the Foundation's work for exploring the policy area of employment before its start. Afterwards, the Network inspired the new project by clarifying the nature of the four conditional factors.

The world of work has been in a deep crises in European since the early 1970s. Unemployment rose steadily and then stayed at very high levels. Indeed, although the 'official' unemployment rate in the European Union is now lower than in the mid-1990s it still reached 8.8 percent in May 2003 and has been increasing again since the end of 2001. This means that at least 14.3 million people are searching for a job in the EU15 zone. Thanks to work done by the Foundation's project, stimulated by the Network, the editors could say, that "There are three interwoven aspects to this crisis, which should be distinguished. The first is unemployment and underemployment : that is, the expulsion or the barring of part of the workforce from the socialised economy (dominated by the market as the regulating form). The second is simply that people are badly employed: the employment relationship is organised in such a way that considerable lack of opportunities arise, in terms of income, adaptation to new technologies, inequalities of treatment in terms of ethnic origins or gender, etc. A third aspect to

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<sup>188</sup> T. Korver, L.J.G. van der Maesen, 'Social Quality, Employment and its Flexicurity', in: *The European Journal of Social Quality*, Vol. 4, Issue 1 & 2 (2003), pp. 28-48.

this crisis is to be found in the problematic relationship[ between work and the rest of socialisation: both change fast, and not always in the same direction: for instance, within the family".<sup>189</sup>

#### 4.3.3.2 With regard to ageing and employment

In the recent past the Foundation stimulated the approach of the policy area of ageing. This interest was based on the near co-operation between the Foundation and the former EU's Observatory on Older People. This resulted in the thematic issue on Age and Autonomy in 2000. The Editorial says, that "With regard to older people, increased activity and participation as well as the need for support and care are aspects of a complex picture that are often obscured in political debate. Yet this neglect of social complexity is not just the fault of politicians. Opening up new horizons on the project of European integration to incorporate not only individual well being but social justice, participation and inclusion implies critical consideration of the concepts with which social economic and political realities are analysed and policy programmes developed".<sup>190</sup>

Thanks to studies on ageing - and the hereupon based development of the knowledge on the societal meaning of the four conditional factors - the Foundation prepared an application for DG Research of the EU. The purpose is to analyse the reciprocity between the labour market, employment and welfare regimes, as well as the consequences of demographic trends. In other words it regards a connection of ageing issues and employment issues.. More than twenty expert centres in Europe are happy to co-operate. Especially the four conditional factors may function as the intermediary to analyse this reciprocity. But thanks to the attention on the question of ageing the Foundation is able to analyse the way, how demographic trends will highly influence this reciprocity. The combination of low birth rates, increases in life longevity and in the numbers of older workers until roughly 2030 will lead to high dependency rates, to increasing costs in welfare and health care, and to a greying of the working population overall. The greying, thus, is 'double'. On average the population is becoming older, and many more than before are indeed becoming very old and herewith highly dependent on welfare and health care provisions. We thus had better start and partition the category of the 'old' into an active part, as yet greatly under-utilised , and a dependent part of the very old. The active part, specifically, is a resource that can and must be tapped, for if present trends are to continue, the estimate, based on calculations from the OECD, is that by 2030 four out of every ten members of the working population will be 45 years or older, as compared to around one in every three 1970. Thanks to the outcomes of the Network the Foundation was enabled to present this application for addressing the consequences of the demographic trends for the reciprocity between labour market, employment and welfare

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<sup>189</sup> F. Nectoux, L.J.G. van der Maesen, 'Editorial: From Unemployment to Flexicurity. Opportunities and Issues for Social Quality in the World of Work in Europe', in: *The European Journal of Social Quality*, Vol. 4, Issues 1 & 2 (2003), pp. 1-28.

<sup>190</sup> A. Showstack Sassoon, J. Baars (eds) 'Age and Autonomy: a thematic issue', *The European Journal of Social Quality*, Volume 2, Issue 1 (2000). The articles were published by prof. dr Anne Showstack Sassoon from the Kingston University in London, prof. dr Jan Baars from the University of Tilburg in The Netherlands, prof. dr Carol Estes from the University of California in San Francisco, prof. dr Piet Houben from the Free University in Amsterdam, Malcolm Johnston, Director of Design for Ability Research at the London Institute Central Saint Martin's College of Art and Design, dr Anne Jamieson of the Birkbeck College in Birkbeck, dr John Mepham from the Kingston University in London, dr Wendy Stokes from the American International University In London.

regimes. The aspects of the social quality approach, elaborated by the Network, may realise the analysis and the understanding how demographic trends will be related to the so-called three corners of the 'Lisbon triangle', as referred to above.<sup>191</sup>

#### 4.3.3.3 With regard to public health policies

Inspired by the work done by the Network, the Department of Public Health in The Hague started in 2003 their preparations for the development of a network of cities for modern public health. The work by the Network could be connected with the Foundation's practical support to the development of a 'best practice of modern public health' in the City of The Hague, as well as the study on modern public health. Modern public health is based on the social quality approach and differs essentially from the traditional public health and the new public health (see for example the Healthy Cities Movement's orientation to lifestyles).<sup>192</sup> The analysis of and the comparison between best practices in the cities of Europe will be enabled by the application of the indicators of the four conditional factors, as elaborated by the Network. In 2004 both Institutes succeeded in the organisation of the network of thirteen cities in Europe.<sup>193</sup> Recently they sent the application to the EU for getting support. It was based on the following arguments:

The World Health Organization (Executive Board) concluded in November 2004 that 'the social conditions in which people live powerfully influence their chances to be healthy. Indeed, factors such as poverty, food security, social exclusion and discrimination, poor housing, unhealthy early childhood conditions and low occupational status are important determinants of most of disease, death, and health inequality between and within countries'. That is also the reason that during the Dutch Presidency in 2004 all ministers for Health and Social Care in the EU decided to stimulate sustainable health care systems by stimulating best practices for learning how: (i) to ensure that ageing citizens remain healthy for as long as possible, (ii) how to organise health care in such a way as to guarantee that everyone will have access to the necessary health care without overloading the labour market, (iii) how to reform our health care systems in order to provide the coming generation with a financially feasible model, (iv) how to find a balance between personal and public responsibility in order to safeguard affordable, accessible and sustainable health systems, and (v) how to promote personal health responsibility, improve cost awareness. As well as the WHO as the EU are linking processes between the life world (conditions for health) and the system world (the renewing of the health care system".

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<sup>191</sup> T. Korver, C.P.T. Knipscheer, M. Keizer, L.J.G. van der Maesen, 'Application to DG Research of the EU concerning the reciprocity between the Labour Market, Employment and Welfare regimes, as well as the consequences of demographic trends, seen from the social quality perspective', (Amsterdam: EFSQ, April 2005).

<sup>192</sup> L.J.G. van der Maesen, H.G.J. Nijhuis, see note-140.

<sup>193</sup> This was the result of a positive response to the paper: R. Duiveman, L.J.G. van der Maesen, H.G.J. Nijhuis, 'Invitation to co-operate with the network of cities for modern public health', (Amsterdam/The Hague: EFSQ/Department of Public Health, April 2004).

The Introduction of this application follows with the words, that " thanks to a decade of co-operation between the Department of Public Health of the City of The Hague and the European Foundation on Social Quality, both organisations made a choice of best practices in thirteen cities of Europe. Their representatives will contribute to the understanding of the WHO's conclusions on community level addressing the EU's questions. Namely how to develop public policies which will cope with changes of the health care system in such a way we will find sustainable relations in daily life (thus on community level). This choice as well as this understanding is based on the innovative theory of social quality which theorised the four conditional factors of social quality: (i) socio-economic security (also comprising exclusion and protection themes), (ii) social cohesion, (iii) social inclusion, (iv) social empowerment. It succeeded in connecting these related concepts in a logical way and therefore presents Europe with a coherent and consistent conceptual scheme. Furthermore it determined the indicators of the four conditional factors. These indicators can be applied to the conclusions of the WHO and the questions raised by the EU. In the last decade, both organisations - the Public Health Department and the European Foundation – already explored some essential characteristics of best practices with which to address ex ante the conclusions and questions in The Netherlands, United Kingdom and Canada.

This exploration prepared the establishment and co-ordination of the network of cities for modern public health. It will - with the help of public health research up till now in connection with the social quality research (for delivering a new point of reference) - stimulate action on community level (in daily circumstances) to tackle social determinants affecting health, including detailed mapping of factors that promote or hinder success. It will also analyse the change of the health care systems and the consequences of these changes on community level and how to realise, with these consequences in mind. This will deliver contributions to new public policies for paving the way for health circumstances and sustainability. Both institutes started at the end of the 1990s - stimulated by the social quality approach – a final best practice in the City of The Hague as frame of reference for other best practices. The following best practice to add to this frame of reference was found in the City of Sheffield, thanks to the close co-operation between the University of Sheffield as one of the founders of the European Foundation". In this case, the Network functioned as a source of inspiration and the construction of the proposed network is also based on its outcomes.

#### *4.3.3.3 With regard to urban policies: the 'Resource and Action Centre Social Quality'*

The Foundation's original plan was to start a network of cities, stimulating 'cities of social quality'. This plan was based on the study in the recent past.<sup>194</sup> This theme is highly relevant at the moment. Because a lot of causes many parts of the big cities in the Member States have problems especially related with their nature of social cohesion. In other words, many trends undermine these parts 'cohesiveness'. Seen from the perspective of social quality, Berting concluded in his study, that

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<sup>194</sup> W. A. Beck and L.J.G. van der Maesen, '*Cities of Social Quality: an approach of urban policies in Europe*' (Amsterdam: EFSQ, August 2002).

*“policies directed at the problems of urban life, especially in relation to the so-called difficult urban areas, isolate those problems from the processes of societal transformation, which are at the base of these problems. A very important task for the political system on the national and the European level is to integrate its policies against social and economic exclusion in a model of societal development, a model that allows the population to orient itself by providing a useful, broad frame of reference (...) secondly, it is interesting to note that in the many projects connected with the amelioration of social problems the inhabitants of the difficult urban zones are not present as active participants (...) thirdly, the political system should pay much more attention to the role of trust and confidence in French society and elsewhere in the EU. Distrust with respect to the political class is widespread and is continuously nourished by scandals and rumours (...) the corruption in the European Commission, in which high-ranking politicians are implicated (...) fourthly, in order to bring the major problems of societal change near to a solution, social policies should be based on, or make systematic use of, research results of the social and the human sciences”.*<sup>195</sup>

Especially urban policies concern the heart of the matter of social cohesion and its role in stimulating cohesive societies. In the French case, a very recent demonstration is given by its President, He stimulated an initiative to address the existing (and officially recognised) **‘fracture sociale’**, the social, ethnic and religious fractures in quarters of many French cities.<sup>196</sup> He made an official visit to the city of Valenciennes in order to discuss the miserable situation of many of its quarters (and implicitly of quarters of many other French cities), Tuesday 21st October 2003. Despite its deep and complex nature, according to the President, the breakdown in social cohesion can be addressed. The French State should help to restore standards of everyday life in these parts of the cities because they have become unacceptable. In these places, the old republic's values and norms do not exist any more. It is a new challenge to improve these quarters in order that people can lead dignified lives.<sup>197</sup> The French State will invest the coming five years 30 billion euros to combat the unacceptable inequalities in 41 urban parts. *Le Figaro* concluded that the President made a final choice between the neo-liberal approach and the social approach. According to the President, one cannot call for the development of the social dialogue in French (and the European Union) and at the same time accept the brutal logic of the neo-monetarist approach.<sup>198</sup> In other words, he referred to the same distinction as is made by the social quality theory, referred to in Chapter-1 (the social as frame of reference).

Already based on the work done by the Network the City of The Hague and the Foundation developed a plan for the creation of a **‘Resource and Action Centre Social Quality’**, connected with the ‘campus of The Hague’, a department of the University of Leiden. The issue of the municipality is the way how to stimulate new urban developments of the city. A related issue is that the different municipality departments - health care, education, sport, cultural activities, small scale economic

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<sup>195</sup> J. Berting, C. Villain-Gandossi, see note-139.

<sup>196</sup> This theme is addressed in the study on ‘cities of social quality’, see note-194.

<sup>197</sup> ‘La Laïcité n’est pas négociable’, in: *Le Figaro*: Paris, Wednesday 22nd October 2003

<sup>198</sup> ‘Chirac revient sur le terrain social’, in: *Le Figaro*: Paris, Tuesday, 21st October 2003

enterprises, police – lost their communication in order to approach the city in a comprehensive way as well as a related approach for the different sectors.

Based on the research paper by the Foundation and the Department of Public Health in The Hague – referring to the recent outcomes of the Network- a plan is made to start this resource centre, in order to develop new connections and new forms of communications between the responsible actors of these sectors.<sup>199</sup> The elaboration of the four conditional factors of social quality is appreciated by the municipality as a possibility to create on a higher level the instruments for the communication between these sectors. In fact it is the same question as discussed with the ‘Lisbon triangle’. For connection policy areas, for connecting sectors on city level, we need an intermediary. For the ‘Resource Centre’ the social quality approach will deliver this intermediary as experiment, also worthwhile for other cities in Europe. This experiment will function as an example for other cities in Europe.

#### **4.4 To deliver a contribution to the EU’s key issues, the third policy objective**

We already referred to the contribution by the Foundation to the debates of the EU’s Round Table in October 2003. This contribution was based on the outcomes of the Network thus far. Based on the drafts of the comparative research by the participants and their assistants thus far the Foundation commented on some main conclusions of the Round Table. These comparisons deliver really new understanding of the nature of daily life in cities and regions and the difference between this nature.

Another example is the study by Zsuzsa Ferge on the way that social and economic conditions are addressed in the Accession States. She analysed the so-called ‘accession reports’ and was inspired by the social quality approach. Implicitly she demonstrated the heuristic meaning of social quality for new forms of comparative research. She concluded that “the conclusions one may draw from the analysis of the accession reports is only partly encouraging. The Union represents a genuine safeguard for the rule of law, democratic institutions and human rights. Its social policy program is less encouraging. The implicit model for Central and Eastern Europe, which in many cases is dutifully applied, is different from the ‘European model’. As we knew it, and in many respects close to the original World Bank agenda. As a matter of fact high officials of the Bank do present the developments in Central-Eastern Europe as a social policy model to be followed by the current members of the Union. The weakening of the European model in the member countries may antagonise their citizens who may then use the accession countries as scapegoats. If the EU members do not follow the monetarist recipe the gap will grow between East and West. The accession countries may decrease the level of their public commitments, and they may create new institutions, such as two-tier, disintegrative systems of health or education, or destroy institutions which might ultimately become conditions for admittance. The dilemma of the development path in social matters ‘here’ and there’

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<sup>199</sup> L.J.G. van der Maesen, H.G.J. Nijhuis, ‘*The Urban Development of the City of The Hague and the operationalisation of the Social Quality Approach [in Dutch]*’, (Amsterdam/The Hague: EFSQ/Department of Public Health, October 2004).



merits more attention".<sup>200</sup> And by the empirical testing of indicators of social quality the Network delivered the instruments for the elaboration of this previous work done by Ferge in Eastern Europe.

Finally, the Foundation's experience with public symposia on the (i) Constitution, (ii) the enlargement, (iii) the Monetary Union, (iv) and the multiculturalism were based on the output by the Network as well. For the elaboration of this function the Foundation presented to the European Commission the application in April 2005, with which to pave the way for the Network's successor, namely the REPAQ. The place of REPAQ in the system of projects and approaches as presented in figure-11 will deliver new chances for Europe to understand the recent changes and the nature and outcomes of public policies for coping with these changes. The Network provides the example. Some of its participants contribute to the new thematic issue of the Journal of Social Quality on some of the EU's key issues: the outcomes of the proposals for the new Constitution for the social dimension of Europe, the convergence and divergences of welfare system in Europe, the recent Social Policy Agenda, the Dutch Presidency and its alienated discourse on values and norms, new recent developments in Eastern Europe with which to continue Zsuzsa Ferge's debate, and the Lisbon Strategy. The outcomes of the Network will play an important role in the studies with which to prepare these articles.<sup>201</sup>

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<sup>200</sup> Z. Ferge, 'European Integration and the Reform of Social Security in the Accession Countries', *The European Journal of Social Quality*, Volume 3, Issues 1&2, (2001), pp.1 – 9.

<sup>201</sup> Forthcoming: *The European Journal of Social Quality*, Volume 6, Issues 1 (2005).