

***GENERAL PAPER  
ON BEHALF OF THE FIRST  
PLENARY MEETING OF THE  
NETWORK 'INDICATORS SOCIAL QUALITY'***

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## **CONTENTS**

1. INTRODUCTION: PURPOSES AND ACTIVITIES
2. THE FOUNDATION'S SECOND BOOK AS POINT OF REFERENCE
3. THE APPLICABILITY OF THE SOCIAL QUALITY CONCEPT
4. TOWARDS OPERATIONALISING SOCIAL QUALITY
5. PLAN DE CAMPAGNE FOR THE COMING 12 MONTHS

- Appendix 1: Social Indicator Recommendations from Atkinson et al.  
Appendix 2: Berger-Schmitt and Noll's Quality of Life Framework  
Appendix 3: Specimen Social Quality Domains and Indicators at National Level  
Appendix 4: Information and Social Quality  
Appendix 5: Community Quality Indicators  
Appendix 6: Indicators of the relationship between community social quality, societal social cohesion and community inclusion in society

## **RELEVANT DOCUMENTS**

- a. The Foundation's Application, February 2001 (note-3)
- b. The Foundation's second book, January 2001 (note-4)
- c. The Foundation's Annual Report 2000, July 2001 (note-1)
- d. Speech by Minister F. Vandebroucke about indicators, September 2001 (note-5)
- e. Study about indicators inclusion by mr. T. Atkinson cs, September 2001 (note-6).

## 1. INTRODUCTION: PURPOSES AND ACTIVITIES

Three documents will deliver essential background information for this general paper. **First**, the Foundation's 'Annual Report 2000'.<sup>1</sup> In this document, the board tried to present a complete overview of its projects and especially their theoretical connections. Important is the implicit debate in the European Commission about the place of social quality in the so-called Lisbon triangle concerning 'economic policies, social policies and employment policies'.<sup>2</sup> In the EU's 'Social Agenda' the position of social quality is – and see the Annual Report – in conflict with its theoretical points of departure. **Second**, the renewed application for DG-X11 concerning indicators social quality.<sup>3</sup> Especially this document will be addressed in this Introduction. **Third**, the Foundation's second book.<sup>4</sup> This will be addressed in the second and third section of this general paper.

### 1.1 Purposes and objectives

In the renewed application (see note-3) the members of the thematic network will find, first of all, the *purposes* of this network. A plenary discussion about these purposes is a condition for creating consensus about the activities in the coming 12 months. We will summarise these purposes or objectives:

- scientific oriented objectives: via a process of iteration to develop an agreed set of indicators; to design an index of indicators social quality; to apply this in member states with help of national based groups; to develop benchmarks for social quality based upon an interpretation of the obtained comparative empirical data in different member states; to prepare and stimulate a multi-disciplinary dialogue on national and EU level; to identify the necessary data requirements for a database on social quality.
- Policy oriented objectives: to make a substantial contribution to policy development at the EU level by creating conceptual coherence in order to identify the intrinsic relationships of policy targets as well as their outcomes in different policy domains.

In this application the working hypothesis, related with the objectives, is presented as well. It says, that social quality is a comprehensive approach to policy-making processes and functions under specific conditions. The actors (policy networks) should be enabled to design policies which address identifications and articulations of individual and collective problems, needs, wants and preferences. This complex presents the genetic code of social quality as a theoretical instrument for operationalising, for example, the so-called Lisbon triangle. In the third section we will elaborate this main question.

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<sup>1</sup> 'Annual report 2000'. Amsterdam: European Foundation on Social Quality, July 2001

<sup>2</sup> see note-1, pages 6, 7,8

<sup>3</sup> 'Annex 1: Concerning the European Thematic Network on Indicators of Social Quality'. Amsterdam: European Foundation on Social Quality, February 2001.

<sup>4</sup> W.Beck, L.J.G. van der Maesen, F.Thomese, A.C.Walker, 'Social Quality: A Vision for Europe'. The Hague/London/Boston; Kluwer Law International, 2001.

## 1.2 Activities

In the renewed application the supposed activities are presented as well, namely:

- the preparation and presentations of the general paper,
- the organisation of the first plenary meeting of the network,
- the organisation of 14 national groups,
- the preparation and presentation of the network's first report (preliminary design of indicators),
- confrontation of the first report with experiences of the national groups, cq experiences in 14 member states,
- preparation and publication of the drafts of 14 national reports with which to present the outcomes of the confrontation,
- the organisation of the second plenary meeting of the network in order to discuss the 14 drafts in the context of the network's first report,
- preparation and publication of the network's second report ( presentation of outcomes of the second meeting as well as proposals for new benchmarks based on the comparative analysis of existing data in 14 member states),
- discussing and analysing then outcomes of the second report in the national groups in order to develop the drafts of the 14 national reports (accent on applicability of preliminary indicators at national level),
- organisation of the third plenary meeting of the network in order to connect the 14 national reports and to develop, based on the outcomes, a European report with which to address the objectives of the network,
- organisation of a European conference on indicators social quality in the context of the Dutch Presidency in 2004 in co-operation with the European commission and four Dutch ministries.

We have to discuss the nature and the difficulties of these planned activities. Furthermore, in this presentation new developments – since February 2001 – are not connected with the meant activities with which to operationalise the purposes and objectives. It regards, first, the interesting activities under the Belgium Presidency regarding indicators social inclusion (see coming book of Athony Atkinson cs). We already sent the member of the network the speech of Minister Frank Vandebroucke <sup>5</sup> and we mentioned in our letter this book.<sup>6</sup> Second, the discussions with the Foundation for the Improvement of Living and working Conditions in Dublin. Both questions will be addressed in section-4. And third, we are invited by DG XII to develop plans for research projects in order to underpin the networks activities.

## 1.3 With regard to the following sections

In the following sections we present four themes, related with the purposes and activities. First, the essential differences between the Foundation's first and second book. An agreement about this theme helps to complete the purposes of the network. Second, the exploration of the chapters 17 and 18 of the Foundation's second book, in order to deepen the question of the

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<sup>5</sup> F. Vandebroucke, '*Indicators for Social Inclusion: Making common EU objectives work* (organised by the Belgian Presidency with support of the EU). Brussels: Ministry for Social Affaris and Pensions, September 2001.

<sup>6</sup> T. Atkinson, B. Cantillon, E. Marlier, B. Nolan, '*Indicators for Social Inclusion in the European Union*' (see Report for the conference in Antwerp, 14-15 September). Brussels: Version: SOCIND23, August 2001.

construction of indicators, namely the connection with criteria and profiles. This will deliver the bridge between supposed purposes and coming activities. Third, the translation of the outcomes of this connection in preliminary indicators. With help of the agreement about these preliminary indicators we may reformulate the coming activities. This concerns especially the task of the new national groups, co-operating with this European network. Fourth, the new plan de campagne based on existing ideas and passed activities thus far. This plan should be changed in the light of the outcomes of the discussion about the themes of the above mentioned sections.

#### **1.4 Connection with three important questions**

In other words, with help of the four sections below we can reach an agreement about the reformulated purposes and coming activities. The conclusions should be connected with three important questions. First the discussion with the European Foundation in Dublin. Will it be possible to connect the coming *empirical research* by this Foundation with the purposes and activities of the network in order to strengthen these activities? Second, the connection of the network's purposes and activities with the European debate on *indicators inclusion*, put forward during the Belgian Presidency? Third, the preparation of a *research-project* in the context of the Fifth Framework (DG-X11) for underpinning the network's activities.

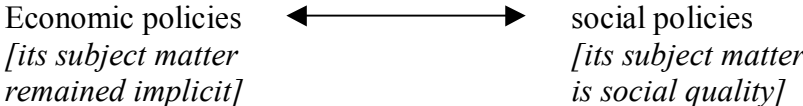
## 2. THE FOUNDATION'S SECOND BOOK AS POINT OF REFERENCE

### 2.1 Subject matter and the main dialectic

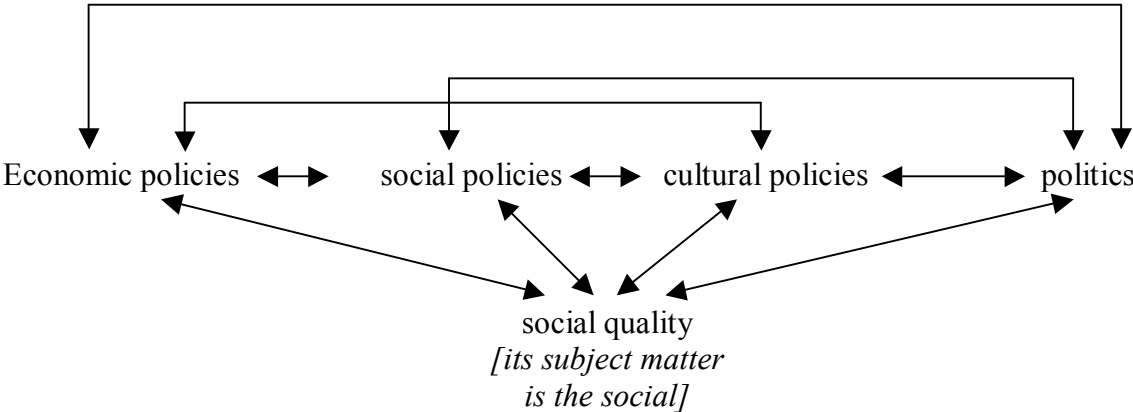
The theoretical purpose of the first book – and see its chapter 20 – was to present the subject matter of social policies.<sup>7</sup> The reason was to pave the way for an equal approach of economic policies and social policies. All its foregoing chapters functioned as a legitimisation for this purpose. Nevertheless, this was a too superficial perspective. Is there, in theoretical sense, a subject matter of social policies (and economic policies)? If not, how to create the proposed equal theoretical oriented approach, based on a coherent conceptual frame of reference?

In the second book the purpose is to define the subject matter of the ‘social’.<sup>8</sup> The reason is to develop knowledge about the quality of the social in order to understand the social quality of the outcomes of economic, social, cultural policies and politics. This implies a discussion of their social philosophical characteristics: ontological, epistemological and ideological.

In the first book the frame of reference concerns the dialectic between economic policies and social policies based on the explicit definition of the subject matter of social policies and the implicit definition of economic policies:



In the second book this perspective changed essentially. With help of the theory of ‘the social’ and, therefore, of social quality it presents a meta-position with which to analyse simultaneously the heart of the matter of economic, social, cultural policies and politics in order to define the nature of the reciprocity between these policies. A condition sine qua non is the application of common abstract based principles for conceptualising the nature of different policies in comparable terms:



This subject matter delivers the meta-theoretical points of departure for analysing these policies from the same point of view. It will be the outcome of the dialectic between the self-realisation of individual subjects and the forming of collective identities. Which policies do

<sup>7</sup> W.A.Beck, L.J.G. van der Maesen, A.C.Walker, ‘*Social Quality of Europe*’. The Hague/London/Boston: Kluwer Law International, 1997 & Bristol: Policy Press, 1978.

<sup>8</sup> See not-4

we need in order to contribute to the self-realisation in the context of the formation of acceptable collective identities and vice versa? Answers to this central question will create a more solid and authentic basis for these different policies as well as for their interrelationships. Therefore, the endeavour is to develop a scientific framework and a political program which assume the social as an authentic entity.

Because the nature of the first introduction of the social quality in the first book, a common mistake is to connect social quality with the context of social policies. By presenting the social quality as the subject matter of social policies this mistake is easily made. Nevertheless, this mistake is - and see the first book as well - illogical. This is especially the case in the EU's presentation of the new Social Policy Agenda.<sup>9</sup> We addressed this point rather extensively in the Foundation's Annual Report 2000.<sup>10</sup> According to the EU social quality is with social cohesion - it concerns here two different and unrelated topics - an intrinsic aspect of social policies. Thanks to the changes in the second book we are enabled to reject the EU's new presentation with more logical strength. For the debate about indicators social quality this is a main point.

## **2.2 The social quality quadrant and its components**

This change (see above) implies a thorough revision of the social quality quadrant and the nature of its components. The outcomes - see especially chapters 17 and 18 - of the second book - are the result of a manifold of debates, discussions and research since the publication of the first book. In the first book the quadrant functioned as a point of orientation. This changed in the second book. Thanks to the new theoretical approach of the subject matter (see above) the editors were enabled to formulate the constitutional and conditional factors of the social and the arguments for the components of the quadrant. They are theoretical derivations of the supposed subject matter. Thanks to that the editors defined the separate subject matters of each component as well. They are logically related to the subject matter of the social. This was totally absent in the first book. Thanks to this logical or intrinsic relation the four components are comparable on abstract level. They are dependent of the outcomes of the main dialectic between processes of self-realisation and forming of collective identities.

Both axes in the first book's quadrant referred to the connection of the reciprocity between the world of systems and the life world (see J. Habermas) and the distinction between the macro level and the micro level. This mirrors well-known thinking in the social sciences. In the second book this changed as well. The main dialectic influences the nature of the four components and therefore paves the way for two central types of tensions. The horizontal axis symbolises the tension between systems/structures (top-down oriented) and configurations/communities (bottom-up oriented). This reflects an abstract aspect of the main dialectic. It is called the field of interaction. The vertical axis symbolises the tension between societal processes (related with forming of collective identities) and biographical processes (related with self-realisation). It reflects a concrete aspect of the main dialectic. It is called the field of contingencies. In fact the one-dimensional and static presentations of the quadrant as an illustration of these complex processes is insufficient. We need a multi-dimensional spatial

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<sup>9</sup> Commission of the European Communities, *Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions: Social Policy Agenda*. Brussels: COM(2000), 379 final, 2001.

<sup>10</sup> See note-1, pp.6-8.

pronunciation to illustrate the dynamic of different processes, influenced by the same dialectic.

### **2.3 indicators, criteria and profiles**

Due to the changes in chapter 17 in relation to the first book, the question of ‘indicators social quality’ changed drastically as well. The debate about indicators referring to the first book remained logically connected to classical points of departure. In the second book individual positions, societal processes, the works of systems, structures, groups and communities – intrinsically determined by the new dialectic – concerns objective and subjective aspects as well as physical and emotional outcomes, demonstrated by the points of gravitation (see the working of the central types of tensions). In chapter 18 of the second book it is proposed to distinguish between – with regard to the social quality of the outcomes of processes and policies – indicators, criteria and profiles. The editors try to provide a basis for connecting the indicators of social quality constructed by experts with the citizen’s perspective. They address the question who decides what quality should be. Therefore they suggest that the development of quality profiles, which are based on interviews with individual citizens, will assist in the deepening and enrichment of existing social indicators. The criteria refer to different logical based points of departure (with regard to the main dialectic) for bridging the domains of indicators and profiles.



### 3. THE APPLICABILITY OF THE SOCIAL QUALITY-CONCEPT

In this section, we will take a bird's-eye view of the particulars of the concept of social quality in relationship with the concept's empirical and political applicability. We will try to clarify the methodological consequences of the social quality-concept such as it is introduced in chapter XVIII in the second book. The first step concerns – summarized briefly – the scientific position of the social quality-concept in the field of social indicators research. The question here is permitted whether the concept of social quality has more to offer than an “effort to integrate the ideas of social cohesion, social exclusion and human development under a common policy perspective.”<sup>11</sup> In a second step, we will explore points of difference between welfare concepts, especially between ‘Quality of Life’ oriented concepts and the social quality-concept, regarding the methodological consequences of the development of indicators, criteria and profiles.

#### 3.1 The relationship between the Social Quality-concept and other Welfare concepts

In the literature on measurement and monitoring of the level and changes in the well-being of European citizens a pronounced relationship has been given with concepts of welfare. And in this context, the concept of *Quality of Life* is the most embraced, the broadest constructed and the best operationalised framework at the moment. According to Heinz-Herbert Noll, the concept of ‘quality of life’ was born as an “ alternative to the more and more questionable concept of the affluent society and became the new, but also much more complex and multi-dimensional goal of social development.”<sup>12</sup> It is not our intention to cover the history of this concept here. Our aim is more operational. The construction of ‘*Quality of Life*’ appears as a new interdisciplinary approach: historians, economists, sociologists, philosophers, psychologists, scientist of medicine, they all reflect the question in their own manner: what constitutes a good life or a good society? Different notions, corresponding with different concepts of welfare are meanwhile in discussion. Noll makes a general distinction between concepts of *Quality of Life*<sup>13</sup> and *Quality of Societies*. A characteristic of the *Quality of Life* concept is the more or less individual approach. Dimensions of welfare related to societal focuses are rather neglected. In contrast to this, the concept of the *Quality of Societies* focuses on the distribution of welfare and social relations within societies. Within the framework of the latter concept, some of these theoretical approaches are quite comprehensive (Human Development, Livability, Sustainability, Social Quality), other propositions focus on more special welfare issues ( social exclusion, social capital, social cohesion).<sup>14</sup> In diagram:

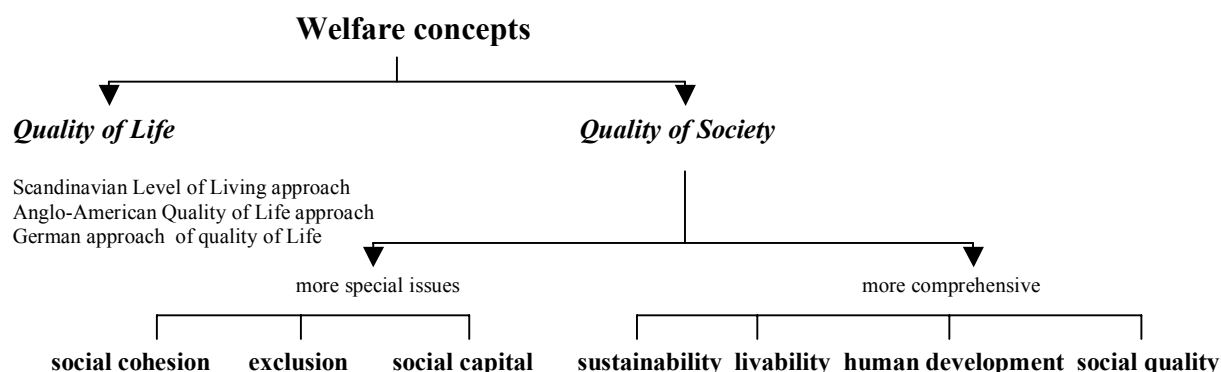
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<sup>11</sup> R.Berger-Schmitt/ H.H.Noll, Conceptual Framework and Structure of a European System of Social Indicators, EuReporting Worklinmg Paper No.9,p.28,ZUMA, Mannheim 2000. But they are right where they say: “In total, this (i.e. the comments of Sventlik (1999), Phillips/Bermann (1999), the authors) underlines the rather unclear con-ceptualisation of social quality and the need for further refinement of the concept.” Ditto.

<sup>12</sup> H.H. Noll, Social Indicators and Social Reporting: The International Experience. Canadian Council on Social Development (ed.): Symposium on Measuring Well-Being and Social Indicators. Final Report Ottawa 1996 See also: H.H. Noll, Konzepte der Wohlfahrtsentwicklung: Lebensqualität und ‘neue’ Wohlfahrtskonzepte, EuReporting Working Paper No.3,ZUMA, Mannheim 1999/R.Berger-Schmitt, B. Jankowitsch, Systems of Social Indicators and Social Reporting: The State of the Art, EuReporting Working Paper No.1, ZUMA, Mannheim,1999

<sup>13</sup> For example: Scandinavian Level of Living Approach, American Quality of Life Approach, the Euromodule approach

<sup>14</sup> H.H. Noll, The European System of Social indicators: An Instrument for Social Monitoring and Reporting, ZUMA, Mannheim, 2000,p.2-12



According to Noll, there is a substantial overlap between these concepts. This overlap, particularly the relationship between the 'new' concepts and the quality of life approach, has not been clarified. This is also appropriate to the concept of social quality.

Any new initiative, regardless in what field of policy, should consider three aspects. First it must take into account what other initiatives already exist. Secondly, it must emphasize the difference and not the common. And thirdly, it must design a cohesive concept. It is not possible to explore and discuss these three points systematically. Therefore we'll only give a few remarks.

By the conceptualisation of the social quality approach, we have had primarily a **political** motivation; namely to stimulate the debate about the future direction of the balance between economic and social priorities of the EU and to make a plea for a more democratic Europe. The preliminary concept of social quality is experienced as a new perspective on current political issues (EURO, social security as a productive factor, the Europe of citizens etc.) and not as a scientific concept, searching a coherent system of measurement dimensions and indicators. In the first place, the points of orientation were the current policies, ideas and propositions of the European Union: the promotion of economic and social progress, the fight against social exclusion, the strengthening of social cohesion, the fight against discrimination, the commitment to the principle of sustainability etc. A concept, that will function as a scientific framework and also as a political project, is confronted irrevocably with two problems: the validity and contextual coherence of the framework and the applicability of the concept. In the second book, we have carefully reflected the critics, suggestions and ideas concerning the first design of the concept. The other task is being addressed by the European Thematic Network on indicators of social quality. Here we have a first chance to work on a science-based system of measuring regarding the social quality-approach. "Theoretically and methodological well grounded considerations still remain a major challenge."<sup>15</sup> With other words, we stand at the beginning of a systematic investigation and development of indicators.

**Theoretically**, the concept of social quality has many connections with the already earlier called welfare concepts. For this, there are different reasons. The construction of 'Quality of Life'- or 'Quality of Societies'-concepts appears as an interdisciplinary approach. Each approach refers to other scientific highlights, stresses different components and reflects other relationships between the various dimensions of welfare in answer to the question: "what

<sup>15</sup> R. Berger-Schmitt, B. Jankowitsch, see note 2, p.4

constitutes a good life or a good society?” Practically, each concept is a ‘amalgam’ with different theoretical components, a construction based on different scientific traditions. The price for the richness of inspiration is often the deficiency of theoretical elaboration and clarification of the welfare concepts. Concepts of social cohesion, social capital, exclusion, human development etc. are closely related to each other. We have already discerned the necessity<sup>16</sup> to investigate the nature of different welfare-concepts or elements in relation to the other, to require a systematic ‘exercise in incrementalism’ (David Phillips), a confrontation of a concept with theoretical and normative frameworks, which are relevant for a fruitful operationalisation.<sup>17</sup> But the fact, that the concept of social quality is more or less oriented on already existing concepts, partial unclearly conceptualised and open for further refinement, is true enough a criterion for the imperfection of the concept but not for its originality. All the comprehensive welfare-concepts receive their originality from three elements: the *contextual coherence*, which means the connection between the discourse and the context in which it occurs (for example the political motivation), the *co-textual cohesion*, the connections within the discourse (for example relationships with other concepts) and the *taxonomy* and *morphology* of the concept (for example the EUROMODULE). The first element refer to the goals and objectives of the European policies, the second to the scientific debate on welfare concepts and the third element to the logical construction of conceptual frameworks. In other words, not the fact that -for example- the European Union policy of strengthening social cohesion is incorporated in a conceptual framework for indicators is particular, but the question to which context of a chosen subject matter social cohesion is linked, projected functionally and translated in to measurement-instruments.

### 3.2 Points of difference

In light of these elements, the following question is of high relevance; “what are the most important points of difference between the above mentioned welfare concepts and the social quality- approach?”.

#### 3.2.1 General remarks

Roughly summarized , the concepts of ‘Quality of Life’ and ‘Quality of Society’ refer to the quality of a **given society**. Measuring both material and immaterial, objective and subjective, individual and collective aspects of welfare means measuring the existing living conditions, the subjective perceived well-being and the quality of society. Continuous *observation* of society and monitoring of social change is the aim of the different concepts, based on accurate analyses of the objective situation of individuals and their subjective interpretation. The complementary nature of both analyses form the methodological starting-point for more comprehensive frameworks as the Euromodule of other Quality of Life-based frames. This is more than an inventarisation of political opinions or a covering of indicators for selected life domains, however valuable this information is (Eurobarometer, World Value Survey, the European Community Household Panel). The ultimate function of the systems of social reporting and welfare measurement is in the words of Terry Ward: ‘Good indicators direct

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<sup>16</sup> In the second book, we have tackled this problem for example regarding the four components and have reflected their subject matter and the theoretical impact of this. (p.341-352)

<sup>17</sup> David Phillips has showed in a draft-version an exercise regarding social capital, social cohesion and social quality. D. Phillips, Social Capital, Social Cohesion and Social quality,ESA-paper,draft,2000

policy makers towards areas where policy is needed'.<sup>18</sup> In fact, also these concepts are concerned with *intervention*, more precisely with *intervention of the states themselves*. Tools of intervention are legislation, administrative regulation, judicial review, public expenditures and removal of political power.<sup>19</sup> In the EU strategy of the open method of co-ordination a mix of these tools are present.

In the social quality approach, the emphasis is lying elsewhere. 'Intervention' in this approach must be seen more as '*social intervention*'. Social intervention means in the policy-literature normally, the removal of social problems with public finances under control of the state.<sup>20</sup> In the context of the social quality-concept we make a plea for a different approach. Quality in the social quality-concept refers not to a given society but to a **society in progress**. According to Ota de Leonardis, social quality does not refer to products but to social processes: "relationships, discourses and practices, instead of goods, services and consumption. ... It concerns the inter-subjective level of social life – neither just objective nor only subjective."<sup>21</sup> In this sense, the quality of relations among members of society, the binding effects of these relations, the rupture of the relationship between individual and society with new forms of poverty, the feelings of mutual commitment and trust created by common values and norms, are very important. All these points are also points of attention in the Quality of Life-concepts.<sup>22</sup> But there is a big difference: not the effects or outcomes of the intervention are the central point of attention, the intervention itself is the problem. And this in a double sense. 'Intervention' refers to both, *processes* and *acting individuals*. The key-terminology of the concept is formulated in terms of processes: self-realisation, forming of collective identity, field of interaction, interactive communication, transformation of values, collectivisation of norms, social recognition and participation. In other words, in a concept, where processes and interactions are the central points of quality, we need actors.

Here we must distinguish between *actor as address of the concept* and *the field of interaction* as the space of social quality. The address of the concept is the acting individual in a specific sense. At the core of the social quality-concept lies the definition of 'the social' as a dialectical tension between self-realisation and forming of collective identities.<sup>23</sup> This anthropological assumption implies -summarized briefly- two things: social practices are decisive for the building or for the deformation of the Self, and the human subject is for the self-realisation constituent depends on recognition through the 'other'. In the words of Honneth:

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<sup>18</sup> cited by Frank Vandenbroucke, Minister for Social Affairs and pensions, Belgium, Closing speech at the Conference: Indicators for social inclusion-making common EU objectives work', Antwerp, 14-14 September 2001

<sup>19</sup> R.R. Mayer, *Social Planning and Social Change*, Englewood Cliffs, New York, 1972, cit. in by F.X. Kaufmann/ B. Rosewitz: *Typisierung und Klassifikation politischer Massnahmen*, in: R. Mayntz (Hrsg.): *Implementaiton politischer Programme II*, Westdeutscher Verlag, Opladen, 1993, p.30

<sup>20</sup> The state as the origin of the intervention is not always direct. For example Case work, group work, community organisation as working-methods of professional units (NGO's, third sector organisations etc.) are also forms of social interventions more or less independent of the state.

<sup>21</sup> O. de Leonardis, *Social market, social quality and the quality of social institutions*, in: W.Beck, L.G. van der Maesen, F. Thomesé, A. Walker, *Social Quality: A Vision for Europe*, Kluwer Law International, The Hague/ London/ Boston, 2001, p.202

<sup>22</sup> J. Delhey, P. Böhnke, R. Habich, W. Zapf, *The Euromodule. A new Instrument for Comparative Welfare Research*, WZB, Berlin, March 2001, p.9

<sup>23</sup> Both terms, self-realisation and collective identity are highly problematic. What –for example- is the impact of the notion of self-realisation, what the intrinsic aspects of the individual self? Do we understand 'forming of collective identity' in a functionalistic sense as a 'qualifying condition' or as process relatively separated from the individual which has hardly any influence on the self-realisation? For this moment, we have noted this question as a theoretical problem, which is standing highly at the agenda of the Foundation.

“The freedom of self-realisation, in this opinion, cannot be measured by the extent to which the individual in the relationship with his cultural context of life has succeeded, but the degree of recognition he was able to obtain for his freely chosen goals in his societal environment.”<sup>24</sup>

Secondly, with the social as the conceptual epicentre we connect the individual and the collective levels in a particular manner: the authenticity and autonomy of the individual is confronted with the formation of collective identities as a process of inclusion/exclusion. In a normative sense the interdependent nature of this connection is first of all neutral. In order to develop the normative dimension of the social as well as its conceptualisation, we introduce as point of orientation the category of public affairs, the public space, and the world of public concern.<sup>25</sup> With this step, we enter in the field of interaction with a lot of actors with different needs, preferences, interests and wants. In this field values, norms, principles, rights and conventions also play an important role by the realisation of the social.

In other words, we have to develop a system of measurement-instruments, which have an intrinsic relationship with self-realisation and collective identity, with substantial and relational aspects of the social. In this context, the substantial aspect of the social regarding self-realisation has two borders. First, any form of solipsism is impossible, given the earlier mentioned-anthropological assumption. Second, self-realisation as an aesthetical program of individual well-being degrade the societal context to a functional and instrumental décor. Self-realisation derives this innermost sense of the relationship with the recognition of the ‘others’ and of the orientation on public affairs. It is this background which select the *capability of self-organisation* as the most adequate aspect of self- realisation.

The strengthening of the self-organising capabilities of the individual has also an intrinsic relation with the forming of collective identities. Yet, self-organisation is dependent on the possibility to form collectives, acting in the field of interaction. The address of the social quality-concept is – in contrast to the other welfare-concepts – in the first place the world of the societal organisations (NGO’s, third sector-organisations, voluntary-organisations, actions-groups etc.). This is the relational aspect of the self-realisation. The substantial aspect of the forming of collective identities is the collectivisation and promotion of interests, regarding the current public affairs. In this sense, the social quality-approach is more closely related to the human development-concept with their firm admission to the ‘robust role of human capital’<sup>26</sup>, than to Quality of Life-concepts. We can sharpen now the profile of the anthropological assumption:

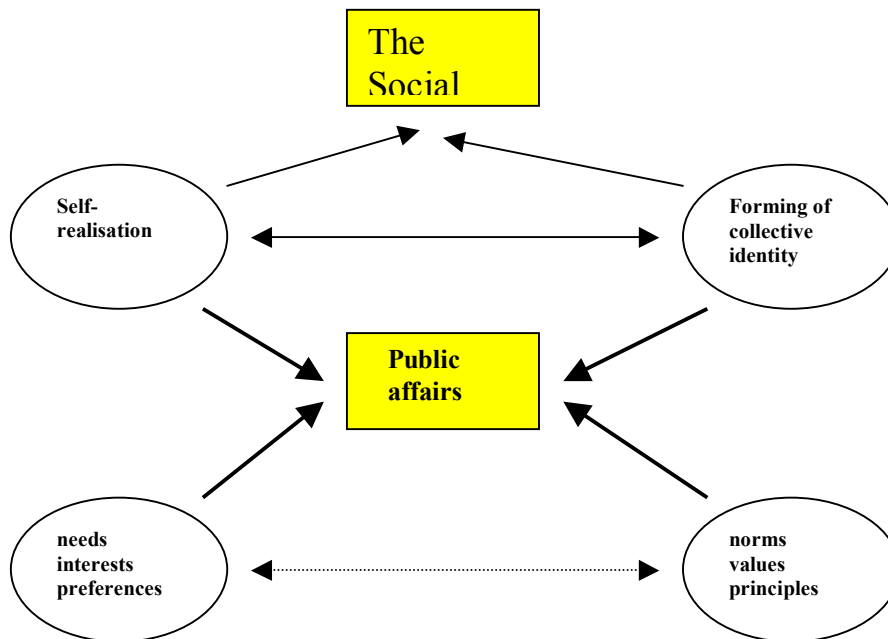
	<b>substantial</b>	<b>relational</b>
<b>self-realisation</b>	capability of self-organisation	societal organisations
<b>collective identity</b>	collectivisation/promotion of interests	public affairs

<sup>24</sup> A. Honneth , Desintegration- Bruchstücke einer soziologischen Zeitdiagnose, Fischer-Verlag, Frankfurt 1994, p.18

<sup>25</sup> The big issue here is the division between the spheres of the private and the public. Is the circumcision of women in a western democratic country a private or a public affair?

<sup>26</sup> S. Anand ,A. Sen, Sustainable Human Development: Concepts and Priorities United Nations Development Programme, New York, July 1994

In a diagram, we will show the architecture of the *constitutional* assumptions of the social quality-concept:




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We can formulate a first conclusion:

*when we will improve the quality of the social – the main goal of the social quality-approach – we have to improve:*

- *possibilities and chances for self-realisation in relationship with the formation of collective identities*
- *possibilities and chances for collective identities, which stimulate the self-realisation of the individuals,*

*oriented on public affairs with democratic norms and values as ethical legitimisation.*

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### 3.2.2 The taxonomy of welfare states concepts

A second point of difference between the above mentioned welfare concepts and the social quality-approach concerns questions of the *taxonomy* of the welfare concepts. The construction of composite indexes of social and economic well-being in order to compare social changes has produced various approaches. The question is, how to synthesize information and how to combine several indicators in a conceptual framework, which tackles current policies of the European Union. Here by, we can distillate a basic-pattern of construction. Two main points of departure are identifiable. First a reference to two levels, i.e. an individual and a societal level. And second a distinction between objective indicators, which represent social facts such as living conditions and subjective indicators, which emphasize the individual perception and satisfaction of the social conditions.<sup>27</sup> The elaboration of this matrix is

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<sup>27</sup> About the history of this conceptualisation, see note 2. Pioneering for the German approach is the work of W. Zapf, *Individuelle Wohlfahrt: Lebensbedingungen und wahrgenommene Lebensqualität*. In: W. Glatzer, W. Zapf (Hrsgb.) *Lebensqualität in der Bundesrepublik. Objektive Lebensbedingungen und subjektives Wohlbefinden*, Frankfurt/New York, Campus, 1994

dependent on the concrete goals of the indicator-construction and the main points of evaluation.<sup>28</sup>

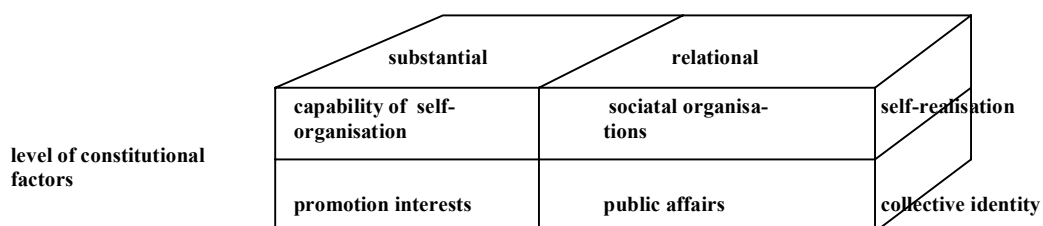
Pars pro toto:

	<b>Objective</b>	<b>Subjective</b>
<b>Individual level</b>	objective living conditions (e.g. income)	subjective well-being (e.g. income satisfaction)
<b>Societal level</b>	Quality of Society (e.g. income distribution)	Perceived quality of society ( e.g. strength of conflicts between rich and poor.

Source: J. Delhey e.o. note 12, p.10

A concept, which focuses welfare on individual and societal level, objective living conditions and subjective well-being, requires a multidimensional frame of measurement, which combines, quantitative and qualitative, material and im-material indicators, facts and satisfactions, general and specific designed indicators (issue-, situation-, life domain-, area based- or policy-specific). All these aspects are to be discovered in various mixtures in the different frameworks, which are oriented to the concept of Quality of Life or to the more specific new welfare concepts.

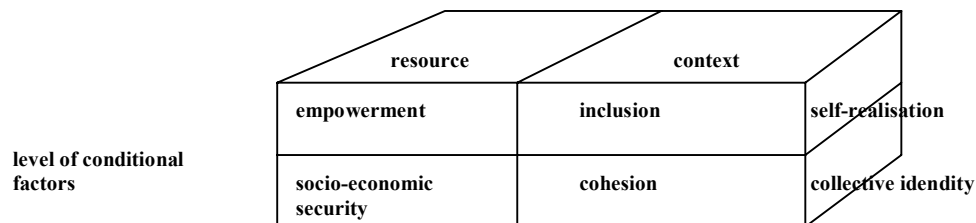
In the social quality-approach, all these aspects are (potentially) more or less present too. But, the conceptual embeddeness is from an other signature. The social quality-approach distinguishes between three levels: the level of constitutional factors, the level of conditional factors and the level of (cognitive) self-interpretation. The first level is the basic-assumption of the social as the relationship between self-realisation and forming of collective identity. ( In the foregoing, we have already explicated this.) Here the substantial and relational aspects are the *key-points of orientation* in constructing the composite indexes.



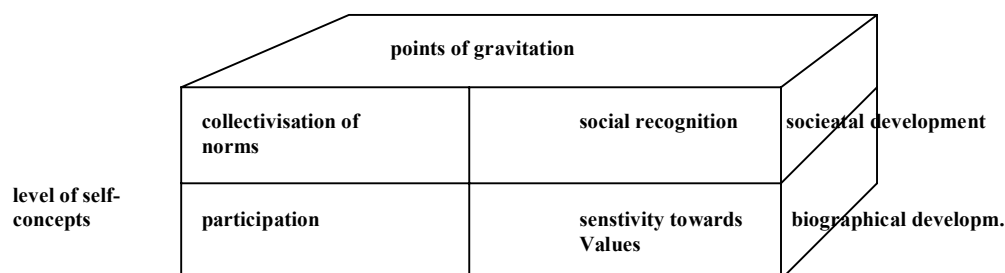
Four basic conditions will determine the opportunities of the social: people have capabilities to interact (*empowerment*), the institutional and infrastructural context is accessible for these people (*inclusion*), the necessary material and other resources are available for the existence of the interacting people (*socio-economic security*) and the necessary collectively accepted values and norms will enable community building (*cohesion*.) These basic conditions concern the resources and the context of the social and form the *hard ware* of the concept.<sup>29</sup>

<sup>28</sup> The range reach from the non-monetary indicators of poverty and social exclusion to a strategic reporting system of the Compass-project of the Bertelsmann-foundation, from the European System of social indicators (ZUMA) to local sustainability profiles of the European Sustainable Cities project. The basic pattern is in different variations present.

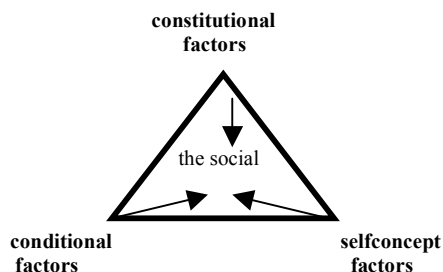
<sup>29</sup> For the methodological implications see: I. Sventlik, Some conceptual and Operational Considerations on the Social Quality of Europe, in: The European Journal of Social Quality, Volume 1, 2000, p.74-89, D. Phillips, Y.



The third level refers in a particular manner to self-concepts. The assumption here is, that the social as a result of acting individuals and basic conditions is also determined by the interrelated dynamics of actors, of biographical and societal developments, and of mechanisms of sensibilisation and collectivisation of norms and values. This complexity, we have included in the concept of self-interpretation. For here, the cognitive, motivational and affective aspects of self-interpretation are an important factor in the field of interacting. In the final report on Non-Monitory Indicators of Poverty and Social Exclusion<sup>30</sup>, each of the areas (social, economic, institutional, territorial, references) comprises a set of basic systems. In the area of symbolic references, the question of identity, social visibility, self-esteem, cognitive and behavioural abilities, mental health, self destructions, interests and motivations, future prospects play a significant role. In the context of social exclusion, breakdown situations have severe consequences concerning the social identification and integration. In the concept of social quality, the four points of gravitation are here the *conceptual anchors*: sensitivity towards values, collectivization of norms, social recognition and participation.



The levels form a 'methodological' triangle:

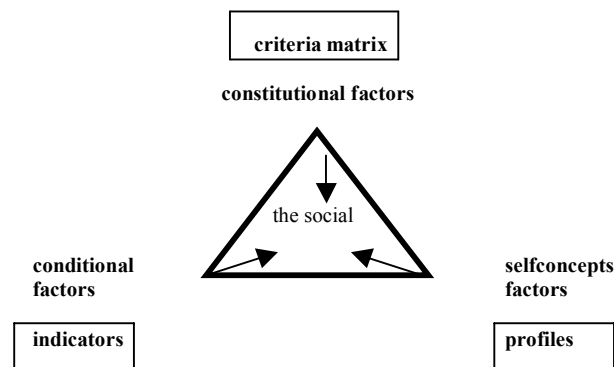


Berman, Indicators of community Social Quality (manuscript), .D. Phillips, Y. Berman, Social Quality and Community Citizenship, European Journal of Social Work, Vo.4, no.1, pp 17-28, 2001, Y. Berman, D. Phillips, Information and social quality, Aslib Proceedings Vol.52, No.5, May 2001, p.179-188, D. Bouget, The empirical an political relevance of social quality, in: see note 11, p.105-124, D. Phillips, Y. Berman, Definitional, conceptual and operational issues, in: see note 11, p.125-141

<sup>30</sup> Centro de Estudos para a Intervencao Social (CESIS), Non-monetary indicators of poverty and social exclusion, final report, 1997, p. 21



Each of these levels relate to each other, form a totality and are indispensable to the quality of the social. When one or two of these levels are neglected, the social quality shows distortions. In other words, the *constitutional* key-points of orientation, the *conditional* hard ware of the concept and the *conceptual* anchors of self-reference are the pillars on which the measurements-concept of social quality must be based. The essential difference in the context of social monitoring and measurement between the social quality-approach and other welfare-concepts is the *connection* of the levels: for the realisation of the social through acting individuals two forms of conditions are decisive: the objective (= extra-individual) conditions in the form of the four social quality-components, and the subjective (=intra-individual) conditions in the form of the cognitive self-interpretation. The relevant question is: to what extent, first of all, do these conditions match the substantial and relational aspects of self-realisation in the context of forming collective identities. The essence of social quality is determined in human praxis. For the decision what quality should be, we have introduced criteria for the evaluation of the 'quality' of social quality. Citizens and (!) experts judged about the material and the process aspects of the human practices. By means of proposals for developing criteria we have in a matrix elaborated the four relevant questions in this.<sup>31</sup> The methodological triangle shows, that it is not enough to produce a classical construction of indicators of social quality. The four components create the basis for constructing objective *indicators*. With regard to the subjective indicators we have made two suggestions: With the help of a matrix of *criteria* we will combine the judgement of the beholder of social quality with the (objective) verification of the expert. In the form of *profiles*, we will tackle an important element of individual experience, namely the role of life scripts, the biographical oriented story of the acting individual subject.



With regard to the complexity of the framework and the possible contradictions between the three levels of factors, the question arise: if it is desirable and possible to establish a system of social-quality-monitoring as a whole regarding the difficulty to determine which causes which? Are the specific differences between individuals, within groups, countries, situations, conditions etc. suitable for a general measurement? The monitoring of the social quality of individuals and of societies prerequisite an analysis of the fine structures of social quality, the subtle mechanisms of interactions, the specific circumstances and the specification of the dynamic processes. Maybe we must conclude, that in respect with the unique character of the performances of the individuals the methode of *case study* is more fruitful than a general contribution of social quality. In other words, the social quality approach is maybe primarily a scientific monitoring and evaluation methode regarding micro-processes and practices. Their political relevance has then a other importance. (We came back to this.)

<sup>31</sup> see note 11,p 362-369

We can formulate a second conclusion:

*The social quality-concept differs from other welfare concepts by a specific connection of three different levels of factors. This connection produce a high complexity in the form of a three-dimensional frame ('methodological' triangle). This conceptual complexity in relationship to the specific, unique and subtle field of interaction requires a sensitive analytical framework. The **method of case study** is the most fruitful approach in these. This makes the social quality-approach in the first place a scientific method of evaluation and an analytical framework suitable for a research-program with the social as subject matter.*

There is also a third point of difference between the social quality concept and other welfare concepts. According to Noll, values and goals of societal development are not only dealt with on a conceptual level by social scientists, but they are also part of political programmes and measures.<sup>32</sup> The integration of the goals and objectives of the European Union in welfare models is not alone the starting point for the elaboration of a European System of Social Indicators, but also a condition sine qua non for the political applicability and relevance of a concept. In the TSER-Project 'Towards a European System of Social Reporting and Welfare Measurement' with the Quality of Life concept as the main point of departure for example, three main categories of the European policies have been distinguished, each covering several policy areas and specific issues: economic and social progress, strengthening of economic and social cohesion and sustainability.

### **3.2.3 The Social Quality-concept as interaction based framework**

A concept, in which the 'communication' is the main point of departure, must refer to other goals and objectives of the European policies than a concept, where for example the living and working conditions form the core points of departure. According to Weyman the idea of the creation of modern society based on discourse represents our position exactly: "Discourse theories describe the social process that links human biographies with societal forms as a process of the creation of social reality through interaction."<sup>33</sup> In our terms, interactive communication in the form of information, bargaining, problem-solving, control of conflicts, collective learning etc. creates the reality of the social. This refers to concepts of 'discursive', 'deliberative' democracy, communicative ethics, citizenship.

Democracy, Kilmansegg indicates, always relates to a collective entity that regards itself as such.<sup>34</sup> But in the actual situation, the European Union is not an interaction-based community. It is hardly a historical community and only to a certain extent a community based on experience. The developing of a European identity requires a common European awareness. In the opinion of the Economic and Social Committee the distance between Europe's citizens and Brussel is not just a quantitative problem (distance) but above all a qualitative problem (experience). Experience is also a question of information. "Information must not remain a

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<sup>32</sup> see note 4, p.12

<sup>33</sup> A. Weyman, *Interrelating Society and Biography. Discourse, Markets and the Welfare State's Life Course Policy*, in A. Weyman, W.R. Heinz (eds.) *Society and Biography*, Weinheim, Deutscher Studien Verlag, 1999, p. 247

<sup>34</sup> P. Graf Kilmansegg, *Integration und Demokratie*, in: M. Jachtfuchs, B. Kohler-Koch, *Europäische Integration*, Leske+Budrich, Opladen 1996, p.56

one-way street, but must be improved to form a system of two-way communication in which people are no longer passive recipients of impenetrable facts.”<sup>35</sup>

Actually, three questions play a prominent role here: the debate on the reforming of the European system of governance, the discussion about the governmental future of Europe and the stimulation of a European identity of the citizens.

Reforming governance addresses the question of how the EU uses the powers given by its citizens. The goal is to open up policy-making to make it more inclusive and accountable.<sup>36</sup> The implementing of a *new open method of coordination* as strategic goal will guarantee both the diversity and the effectiveness of the Union. This provides first a mean to arbitrate between different interests by passing them through two successive filters: the general interest at the level of the Commission and the European and/or national democratic representation. Second to implement a method, which involves fixed guidelines for the Union, translating these European guidelines into national and regional policies, establishing quantitative and qualitative indicators and benchmarks and organise periodic monitoring, evaluation and peer review as mutual learning processes. In this context, the spreading of *best practices* on lifelong learning, work organisation, equal opportunities, social inclusion and sustainable development is an essential part of the method.<sup>37</sup>

The discussion about the governmental future of Europe has different aspects. First, the general debate on the political design of the prospective Europe, a ‘no-holds-barred constitutional debate on the fundamental nature of the Union.’<sup>38</sup> Second, in the line of the debate on the social and civic dialogue, the corporate social responsibility, the building of a stronger partnership with non-governmental organisations, the role of the voluntary organisations, the Commission is making a plea for a more systematic and more pro-active approach to working with key-networks and enabling them to contribute to ‘decision shaping’ and ‘policy execution’.<sup>39</sup> In spite of all the rhetoric about the need of a stronger interaction with regional and local government and civil society, the Commission’s position in this is restrictive rather than open. The Commission’s connection with networks refers to a reinforced culture of consultation and dialogue, based on a code of conduct that sets minimum standards. Formalising of consultation between the Commission and the European NGO associations and networks is significant for the concept of ‘*network-governance*’. The democratic quality of European governance demands more drastic reforms. According to Eurocities, the fluidity of the modern world cannot be regulated and codified in this rigid manner. At a time where world is too interconnected and interrelated, where too many issues overlap, a network model of governance in another sense is by far preferable. Governance must be more flexible, the approach implies expansion of *horizontal linkages*. The structure of governance should be one of ‘spheres’ of influence and expertise, not a rigid hierarchy of tiers of competence. The process

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<sup>35</sup> Economic and Social Committee, Opinion on Organised civil society and European governance: the Committee’s contribution to the drafting of the White Paper, Brussels, 25 April 2001, p.4

<sup>36</sup> Commission of the European Communities, European Governance- a white paper, Brussels, 2001, COM (2001) 428 final, p.8 (a), also: Communication from the Commission, Building a inclusive Europe, Brussels 2000, COM (2000) 79 final, (b), Communication from the Commission, Strategic Objectives 2000-2002, “Shaping the new Europe”, Brussels 2000, COM (2000) 154 final (c)

<sup>37</sup> Lisbon European Council, Presidency conclusions, 23/24 March 2000, p. 8

<sup>38</sup> Speech by R. Prodi, The State of the Union in 2001, Strasbourg, 13 February 2001 /In the Declaration No. 23 to the Final Act of the Treaty of Nice, the ambition of the European Union is fixed to embark on a deeper and wider debate about its future. The Belgian Presidency are accordingly invented to encourage wide-ranging discussions with all interested parties, including representatives reflecting public opinion (including political, economic and university circles and representatives of civil society).

<sup>39</sup> See note 26 a, p.18

of governance needs to be seen more holistically.<sup>40</sup> Also here, the analyses and exchanges of knowledge and experiences of (local) networks can help to get more insight in the social quality of the communities.

The stimulating of an European identity is primarily a question of a tangible daily reality. In this sense the introduction of the EURO will have an enormous impact on the lives of European citizens. How far the 'hard cash in people's pockets' (Prodi) contribute to a European citizenship is an open question. According to Kirsti Rissanen, citizenship of the Union has been introduced as a term, but it is still lacking in substance – there is no community identity. "Also in ancient Greece the citizen could participate in the taking of decisions in matters of mutual interest; Aristotle's argument was that is was exactly this that made him a member of the community of the state."<sup>41</sup> The Charter of Fundamental Rights of the European Union in this context is a very important improvement. It is positive that the dialogue and the consultation of the citizens resp. their societal organisations is not only becoming visible within the framework of the decision-making proces but also in the perspective of claimable rights of citizens. Castells remarks at the preparation of the Council of Lisbon:

"Thus, European identity does not exist, and there is no model that could be taught and diffuse from the European institutions, and national governments... While national and local identities will continue to be strong and instrumental, if there is no development of a compatible European identity, a purely instrumental Europe will remain a very fragile construction whose potential, future wrecking would trigger major crisis in our societies."<sup>42</sup>

This is the reason, why Castells is pleading for a 'process of social production of identity', that means an extraordinary attention and efforts to '*creation of identity as method*': "we do not know what this European identity will be, but we create the material possibilities for its emergence from society."<sup>43</sup> The idea of a European Identity Observatory, which registrates creative or destructive developments of identifications, aims at a more interactive concept: to organise practices with new institutional frames and with strategies of more identity-intentionalities.

This is the political back-ground, which is relevant for the social quality-approach. These are the goals and objectives of the European governance agenda, with the reference to citizens as subject of acting and to strengthening a European awareness, which must be connected with the social quality-concept. Construction of indicators, criteria or profiles can profite from this political triangle:

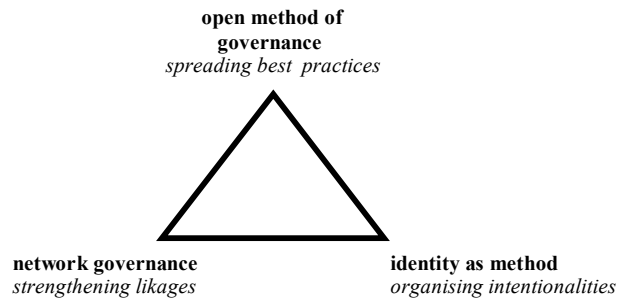
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<sup>40</sup> Eurocities Governance Working Group, European Governance White Paper: Towards a new role for cities in a network Europe?, Draft report, Birmingham City Council, 2000.

<sup>41</sup> K. Rissanen, The EU fundamental rights charter and a civil society, The Citizens'Agenda 2000 Theme seminar, 4 December 1999.

<sup>42</sup> M. Castells, The construction of European Identity, Statement prepared for the European Presidency of the European Union, January 2000, p.5.

<sup>43</sup> see note 32, p.7/ Castells idea's are not particularly spectacular. Education-, Internet-, pan-European language-projects, work mobility, multi-culturalism etc. are in few countries reality.



A third conclusion is coming forward:

*The political applicability and relevance of a concept requires the orientation on the goals and objectives of the current European policies. A concept, in which the communication plays the central role, must refer to interaction-based frames. Concepts of 'discursive' or 'deliberative' democracy form a relevant frame. In this sense, the agenda of the European governance is significant. The reforming of the European system of governance, the discussion on the constitutional future of Europe and the stimulation of the European identity of citizens are governmental core missions of the Union, documented in numberless communication papers, reports and speeches. In the line of the social quality approach, the open method of governance, the network concept and the attention for an European identity are the empirical background for the search for adequate indicators, criteria and profiles.*

### 3.2.4 The architecture of index-constructions

A last point of difference between Quality of Life oriented concepts and the social quality approach concerns the **architecture** of index-constructions.<sup>44</sup> The multidimensional concepts, for example the *Euromodul*, encompass material and immaterial, objective and subjective, individual and collective aspects of welfare.<sup>45</sup> Three kinds of welfare concepts are combined: objective living conditions, subjective well-being and (perceived) quality of society. Living conditions are measured in a variety of life domains: income, housing, education, family, work, and so on. "The theoretical assumption of this objectivist approach is that there are so-called basic needs and that satisfying these basic needs determines people's well-being." (p.8). Subjective well-being emphasizes the individual's subjective experiences of their lives in terms of hedonic feelings or cognitive satisfactions. Domain satisfaction, general life satisfaction, happiness, anxieties and anomia, subjective class position etc. are the focus for the indicators. Collective welfare components are subsumed in the term 'quality of society' and are related to the central institutions, to characteristics of the society (freedom, rights, life chances, securities, democratic institutions etc.), and to specific aspects of the societal components of welfare (cohesion, exclusion, social capital.)

The concept's basic assumption is twofold:

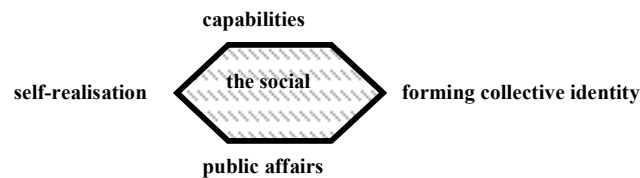
- welfare is the result of living conditions, (in fact the summarizing of different life domains and societal aspects) and their subjective satisfaction, and
- living conditions are reflected in this satisfaction.

<sup>44</sup> The following is a more explorative than systematically analysed consideration. The goal is to come to a more acutance of the social quality-concept.

<sup>45</sup> See note 12, p.8

The first assumption follows the *logic of assembling*: the summarized (objective and subjective) facts of the separate parts of welfare represent the whole reality (=situation). The second assumption follows the *logic of perception*. The subjective perceived qualities represent the observable and/or experienced reality. Between both, the logic of assembling and the logic of perception isn't a methodological link. In other words, the conceptual framework of this type of concept is missing a holistic reference; a point of departure, from which the different theoretical and methodological steps of conceptualization can be unfolded. The advantage is a more surveyable reality, a less complex and interdependent framework and a more consistent and coherent guide for a justifiable selection of measurement goals and dimensions.<sup>46</sup>

The social quality approach – with all these imperfections – experiments with another pattern of thinking. As already mentioned, the *social* is the central or turning point. Constituted by the relationship between self-realisation and forming of collective identity, related to public affairs and capabilities (self-organisation, promotion of interests), the social is both, conceptual point of departure and goal of the concept at the same time.

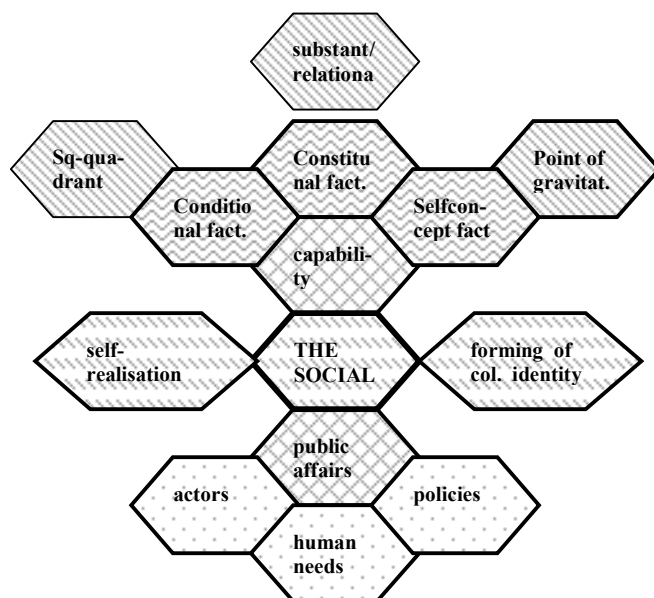


Comparable to a magnet, this conceptual design helps us to find the 'Gestalt', to decode the hidden structure of the field of seeming purposeless and accidentally spread iron filings of reality. Hereby this basic-assumption is following also two different logics.

The first logic is the *logic of nuclears*. Capabilities and public affairs themselves mark new points of conceptual departure. Public affairs constitute a field of interaction (= horizontal axis of the social quality-quadrant), which discover a relatively high degree of correlation among interests, actors and policies. It illustrates the *genetic code* of social quality.<sup>47</sup> The actors in policy networks should be enabled to design policies which address identifications and articulations of individual and collective problems, needs, wants, preferences. Capabilities (for acting) depend on the conditions (resources, context, selfconcept) and the points of orientation (self-organisation, promotion of interests). Each part of the nucleus produces new units; the constitutional factors with their substantial and relational aspects, the conditional factors with their four components, the selfconcept factors with the point of gravitation and the genetic code with its own systematic. The design is extending:

<sup>46</sup> The development of a conceptual framework, its operationalisation (levels, perspectives, dimensions) and the method of indicator-construction (selection life domains, goal dimensions, measurement dimensions, sub-dimensions, indicators), such as is undertaken by the Centre for Survey Research and Methodology (ZUMA), is a formidable example of conceptualisation. see notes 1,2, 4, / R. Berger-Schmitt, Social Cohesion as an Aspect of the Quality of Societies: Concept and Measurement, EUreporting Working Paper, No.14, Mannheim, 2000

<sup>47</sup> see note 11, p.370



This shows that the concept of social quality is a 'organic' whole, with different cells, which form a nucleus. The mutual connection in this cellular structure of the concept becomes visible by different methodological linkages, the second logic of the social quality-approach. With the points of gravitation, we connect the interrelationship of the two axes: the tension between biographical and societal developments (vertical axis) and the world of systems and the world of human practices (horizontal axis). The *profiles* are the methodological translation of this linkage. Also, we have an intrinsically determined relationship between the components. Each component (socio-economic security, cohesion, empowerment, inclusion) has a relationship with the basic-assumption, with other components and a genuine issue sensitive component-oriented part. With the construction of these three points of reference (the social, the nature of the component self and the mutual relationship) the component's *indicators* are getting related to each other. Through the *criteria*, we connect the objective analysis of the experts with the experiences of the citizens.

This all is a very complicated starting position. The question is should we reduce this complexity and what is the price of this reduction? Or is the challenge of a new concept just a provocation for an other approach of index-construction?

We can formulate a last conclusion:

*The architecture of the index-construction of the social quality approach differs essentially from other, more or less on Quality of Life-concepts oriented concepts. The difference is the consequence of the various basic-assumptions: living conditions and satisfactions on the one side and the social as result of processes of selfrealisation and forming 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 Thematic Network on Indicators of Social Quality can develop a kind of 'aquis communautaire', concerning the accepted theoretical references and the methodology, which we want to apply.*

## 4. TOWARDS OPERATIONALISING SOCIAL QUALITY

### Action points:

#### **Conceptual issues**

- holistic approach
- characteristics of social quality
- elemental approach versus
- facet approach
- conceptual and operational ramifications

#### **Levels of analysis**

- European, national, [regional, local]
- minority communities?
- individuals?
- social quality or social qualities?

#### **Measurement tools**

- the methodological triangle
- criteria – very much work to be done
- profiles – very much work to be done
- indicators – considerable work to be done
- integrating profiles, criteria and indicators – a major challenge

#### **Constructing domains and indicators**

- which substantive domains and indicators should be used?
- what dimensions – input output etc / life domains versus goal dimensions?
- how should the indicators and domains be combined or aggregated – issues of weighting, thresholds, interaction between subjective and objective indicators?
- how do we set about developing a 'calculus of equivalence' among the indicators?



## 4.1 Conceptual [and metaphorical] issues

What exactly *is* social quality? It can – and should – be seen as an *overarching* construct: a solidly built masonry construction with a high level of structural integrity, robust and capable of supporting great weights. Less positively, however, if it were not fully developed, it would be in danger of being seen merely as an *umbrella* construct, providing limited shelter for a range of more-or-less unrelated entities standing in the same area. The metaphorical differences between archways and umbrellas might be worth pursuing later but for the present let us remember that they have similarities: they both depend for their structural integrity upon a central core. In an arch it is the keystone without which the structure will fall down and in an umbrella it is the ribs to which the canopy is attached.

So what is the central core of social quality? It is defined as: 'the extent to which citizens are able to participate in the social and economic life of their communities under conditions which enhance their well-being and individual potential'.<sup>48</sup> So the fundamental essence of social quality in terms of its outcomes is the enhancement of *citizen's well-being* and the achievement of that outcome is via enhancing or facilitating the process of their *socio-economic participation* in their *communities*. Put in a slightly different way, then, social quality is about achieving quality-of-life outcomes for citizens via a participatory process involving a two-way interaction with social institutions identified as communities. If we wished to start from this point of operationalising the essential core of social quality as a holistic entity we could construct sets of domains and indicators at both individual and community levels (along with profiles and criteria) covering wide aspects of participation and socio/economic well-being or quality of life and the potential for their development. Then decisions could be made on how to aggregate these indicators in the way that most closely reflects the holistic nature of social quality.

But there is another approach to operationalising social quality. This is to see it not only as a holistic *unity* but to see it also as having a *range of characteristics*. This approach is expressed thus in the second social quality book:

The level of social quality experienced by citizens depends on four social, economic, and cultural characteristics ... the degree of socio-economic security; the level of social inclusion; the extent of social cohesion; and the level of autonomy or empowerment.<sup>49</sup>

Now, 'characteristic' has a wide range of possible meanings, and its interpretation is of considerable import. Let us look at the consequences for operationalising social quality of two of these meanings: (i) as *elements*, entirely discrete components or modules – with no overlap between them – that when fitted together comprise social quality in its entirety; or (ii) interrelated *facets*, each tapping a different dimension of social quality, with considerable potential overlap between them.

Some insights into the conceptual structure of the social quality construct can be gleaned by exploring the relationship between the holistic approach to its operationalisation and each version of the *characteristic* approach. If the characteristics of social quality are seen as discrete elements – or metaphorically as jig-saw pieces that fit together to reveal social quality

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<sup>48</sup> Beck, W., L. van der Maeson, F. Thomése and A. Walker 2001. 'Introduction: who and what is the European Union for?'. *Social Quality: a Vision for Europe*. eds, W. Beck, L. van der Maeson, F. Thomése and A. Walker, The Hague, Netherlands: Kluwer Law: 1-18.

<sup>49</sup> See note 1, p.7.

– then each will have its own 'territorial integrity'. This would seem to require that each element has its own discrete set of domains and indicators and that not only must there be no overlap between elements but also that there should be no overlap or duplication of indicators between the four elements. This would lead to complete clarity in distinguishing between the elements but the decisions made in enforcing this clarity might have to be somewhat arbitrary and might lead to the elements as operationally defined having boundaries that appear artificial.<sup>50</sup>

If, on the other hand, the characteristics are seen as interrelated then there is no danger of shoehorning their operational definitions to meet an externally imposed boundary rule and they can be defined in a way that is consistent with conventional usage.<sup>51</sup> Similarly, there is no problem in using the same indicators for two or even more social quality elements. But such an approach, by sacrificing the potential mutual independence of the social quality characteristics if seen as elements, does lose both their potential theoretical parsimony and the clarity of the relationship between social quality and its operational characteristics.<sup>52</sup>

Putting the distinction in another way, the 'elemental approach' sees social quality as a holistic construct that can be decomposed with exactitude and in totality into four entirely discrete elements<sup>53</sup> whereas the 'facet approach' sees social quality unequivocally as a holistic construct<sup>54</sup> which can be viewed from different complementary and overlapping perspectives. The conceptual and operational ramifications of these differences in approach have been discussed in a recent conference paper in relation to the social quality quadrant and with particular reference to social cohesion and social inclusion.<sup>55</sup>

## 4.2 Levels of Analysis

At what levels should social quality be analysed? Part of the answer to this is self-evident: it must be measured at least at the national and European level – it is no accident that the first social quality book is called *The Social Quality of Europe*. It also makes sense for social quality to be identified at federal, sub-national or regional levels where these are more than just administrative entities. But there are two other issues which we need to confront, for methodological as well as pragmatic reasons. These concern minority or cultural communities and individuals.

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<sup>50</sup> This might also seem to corrupt or weaken the conceptual integrity of the element in relation to its conventional social science usage. See the first of the nine principles presented in *Recommendation 1* of T. Atkinson, B. Cantillon, E. Marlier and B Nolan *Indicators for Social Inclusion in the European Union*, Report presented to conference on 'Indicators for Social Inclusion: Making Common EU Objectives Work' Antwerp 14-15 September 2001. These recommendations are summarised in Appendix 1.

<sup>51</sup> It also meets the requirements of Atkinson et al. See note 3.

<sup>52</sup> There is an analogy here with a logistic regression equation which loses its statistical potency if there is inter-correlation among the independent variables.

<sup>53</sup> Alternatively it could be represented as an aggregate, compound construct comprising these elements. This would, however, weaken its structural integrity and move social quality from the realms of an overarching towards an umbrella construct.

<sup>54</sup> Alternatively it could be seen as an indissoluble construct. This could have the perverse implications of both strengthening its structural integrity and diminishing its heuristic power through the weakening of the potential explanatory power of its four characteristics.

<sup>55</sup> Phillips, D. 2001 *Social Capital, Social Cohesion and Social Quality*; paper presented to the European Sociological Association conference, Helsinki, 28-30 August, 2001

### *Minority communities*

There is no doubt that it would be extremely valuable to compare the social quality of cultural communities both within and across societies and some work has already been undertaken on this, both methodologically<sup>56</sup> and empirically.<sup>57</sup> Also it is clear that some minority communities have considerably lower social quality than members of mainstream societies and it is necessary for social quality measuring instruments to be sensitive to this – particularly in relation to social inclusion and social cohesion. Nevertheless, taking minority communities into account in assessing a society's social quality is not the same as undertaking separate assessments of the social quality of different non-geographically defined communities within that society.

Perhaps the decision whether to undertake separate minority community social quality audits is a question of contingency rather than an *a priori* issue. In relatively homogeneous societies the question probably does not arise, whereas in places like Northern Ireland a social quality assessment that does not distinguish between Loyalist and Nationalist communities will be incomplete. When undertaking the social quality 'calculus' it might be appropriate to include a function in the 'cohesion equation' that triggers a community audit if a 'fault-line threshold' is passed.<sup>58</sup>

Ivan Svetlik<sup>59</sup> explores this issue in a different way – one which has major epistemological consequences – by addressing cultural as well as material difference. He asks whether difference in cultures both within and between societies might lead to problems in comparison: 'there is the question of whether one can make an evaluation at all. We may simply conclude that SQ differs without making any conclusions about "higher or lower", "better or worse" SQ'.<sup>60</sup> This leads him to postulate the notion of social *qualities* rather than social *quality*. This approach can either be seen as a counsel of despair (leading to incommensurate, ideographic social qualities) or more innovatively and excitingly, as a route into a more sophisticated and nuanced approach to operationalising social quality through, for example, *profiles*, as introduced in the final chapter of the second social quality book. We will return to this issue later.

### *Individuals*

One of the great strengths of social quality is that it is firmly anchored at both the individual and the societal level: its characteristics are 'of societies, organisations, localities and groups but which are experienced and measured at the individual level'.<sup>61</sup> But it has been argued that, although social quality is at least in part *measured* at the individual level this does not necessarily mean that it is either conceptually possible or empirically appropriate to talk of the 'social quality of the individual'.<sup>62</sup> This debate is epistemologically crucial to the viability of

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<sup>56</sup> Berman, Y. and D. Phillips 2000. 'Indicators of social quality and social exclusion at national and community level'. *Social Indicators Research* 50: 3, 329-350; Phillips, D. and Y. Berman 2000. *Indicators of community social quality*. Third Conference of the International Society for Quality of Life Studies, Gerona, Spain, ISQLS.

<sup>57</sup> Phillips, D. 2002. 'Community citizenship and community social quality: the British Jewish community at the turn of the twentieth century'. *European Journal of Social Quality* 3: 1.

<sup>58</sup> For further discussion see Phillips, D. and Y. Berman 2002. 'Community social quality: concepts and indicators', unpublished paper, Department of Sociological Studies, University of Sheffield.

<sup>59</sup> Svetlik, I. 1999. 'Some conceptual and operational considerations on the Social Quality of Europe'. *European Journal of Social Quality* 1: 1/2, 74-89.

<sup>60</sup> See note 12, p.79.

<sup>61</sup> See note 1. p.7.

<sup>62</sup> See note 12, p.80.

social quality as a measurable as well as a heuristic construct and it is linked to the ideographic implications of the 'social qualities' issue noted above.

What is the answer then? We accept that social quality can be measured at international, national and group level but the problem at the individual level seems to relate to macro or collective indicators that cannot be measured for individuals *per se* (such as many of those for social cohesion).

It is argued here that if it is possible to measure social quality at all then it is feasible to assess an individual's social quality. Under these circumstances a person's rating on the overall social quality scale would be identical to their individual social quality. The requirement here is that each individual whose social quality is to be measured needs to be situated within a community or group and that the individual is then credited with that group's rating on the collective social quality indicators.

This does not mean that it is *necessary* to measure every individual's social quality in order to arrive at the social quality of a collectivity, but the epistemological point is that it needs to be *possible* to do so. This means that the relevant populations for each collective indicator must be – at least in principle – identifiable.

#### **4.3 Measurement tools — indicators, criteria, profiles**

Picking up Wolfgang Beck's theme in section III, we are striving to develop a system of measurement instruments, related to *the social*, which are intrinsically linked to self-realisation and collective identity. These instruments need to be sensitive to mutually conditioning interdependencies and to be compatible with the goal of a multidimensional frame of measurement. Here *the social* is seen as being identifiable through three sets of factors – constitutional, conditional and self-conceptual – each of which is operationalised by different sets of measures (criteria, indicators and profiles, respectively: see Wolfgang Beck's 'methodological triangle').

Before discussing these measures it is important to look at the interactions and links between the sets of factors. The most well-developed links are between the conditional and self-conceptual factors, which interact with each other under the aegis of the social quality quadrant (SQQ). The self-concept factors are as follows: political participation and social recognition (both relating to the horizontal SQQ axis) and collectivisation of norms and sensitivity of values (both relating to the vertical SQQ axis).<sup>63</sup> The conditional factors are the four social quality characteristics – socio-economic security, social inclusion, social cohesion and empowerment – each of which is located in the SQQ. Thus, profiles and indicators both refer to the SQQ.

Constitutional factors are operationalised by a matrix of criteria bringing together the objective / subjective and citizen / expert dimensions in relation to self-realisation and collective identity. There are clear links here with self-concept factors although the conceptual frameworks underpinning these links are yet to be fully explicated.<sup>64</sup> The links

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<sup>63</sup> Beck, W., L. van der Maeson and A. Walker. 2001. 'Theorizing social quality: the concept's validity'. *Social Quality: a Vision for Europe*. eds, W. Beck, L. van der Maeson, F. Thomése and A. Walker, The Hague, Netherlands: 307-360. See in particular pp.328-9.

<sup>64</sup> Or alternatively, they have been explicated and I have overlooked this: my apologies if this is the case.

between constitutional factors and the four social quality characteristics comprising the conditional factors are not so transparent: this is an area where further analytical work would be productive.<sup>65</sup>

Considerable work has already been undertaken in preparing the ground for constructing indicators for social quality. On the other hand, very little work has yet been done on operationalising criteria and profiles: this will be a major project for the Network. The task ahead for operationalising each set of measures is now sketched out and then indicators are discussed in some more detail.

*Criteria*

Criteria relate to different sorts of justice pertaining to constitutional factors and they are concerned with: (i) *who decides* what quality should be – for example, should it be experts in a top-down approach or should it be citizens in a bottom-up approach; and (ii) what it is that the decision is about – broadly it is *procedural* or *material* in nature? In chapter 18 of the second social quality book, Grunow's criteria matrix is presented,<sup>66</sup> from which the following representation is derived:

<b>Criteria Matrix</b>		
Points of orientation	Types of justice	What happens?
Citizen/material	<b>justice of needs</b>	do people get what they want?
Citizen/process	<b>justice of treatment</b>	are they treated in the way they expect?
Expert/material	<b>justice of means</b>	are the resources used responsibly?
Expert/process	<b>justice of content</b>	has the process been fair and open?

This matrix can be fleshed out substantively in relation to constitutional factors by reference to Wolfgang Beck's taxonomy in section III of the interaction between on the one hand substantial and relational aspects and on the other hand self-realisation and collective identity. The resulting cells comprise: capability of self-organisation, societal organisations, promotional interests and public affairs.

As noted above, the relationship between criteria and profiles and indicators is not yet fully developed but, following Beck's advice, it appears that a case study approach will be the most fruitful way forward in clarification and exposition.

*Profiles*

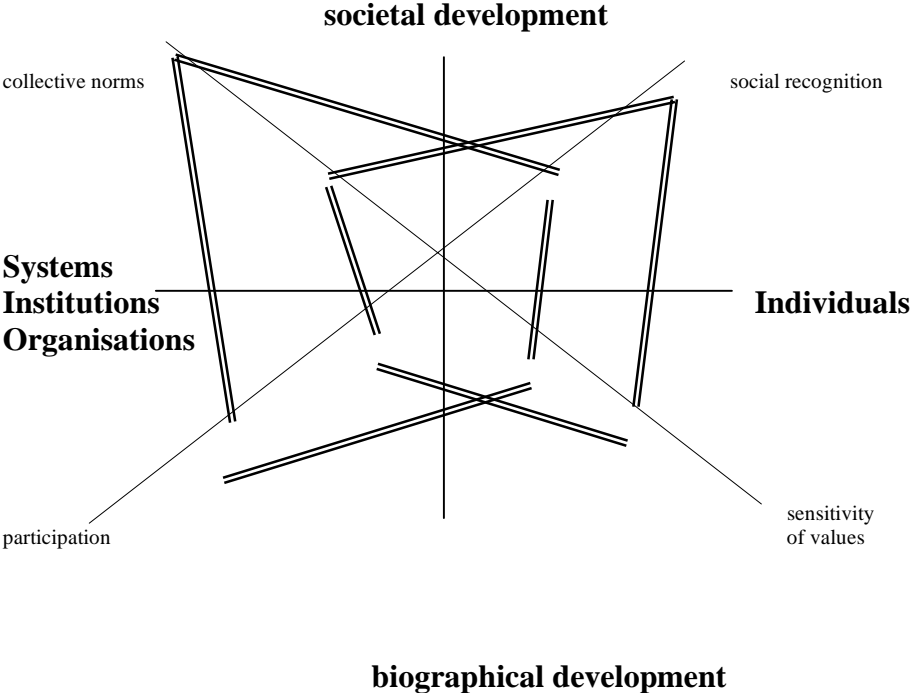
The structure and shape of profiles is less opaque than that of criteria and is well-exemplified by the notion of profile 'trapezes' as illustrated in Figure 18.3 of the second social quality book (see below). Profiles, dealing as they do with self-conceptualisation, are unambiguously subjective: they are based on interviews (or other interactions) with citizens and they address

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<sup>65</sup> See note 17!  
<sup>66</sup> Beck, W., L. van der Maeson and A. Walker 2001. 'The concept's empirical and political applicability'. *Social Quality: a Vision for Europe*. eds, W. Beck, L. van der Maeson, F. Thomése and A. Walker, The Hague, Netherlands: Kluwer Law: 361-379. See p.367.

life-scripts, that is, the 'taxonomy of knowledge, especially in personal experiences, goals and actions.' They also relate to symbolic references 'with regard to identities, cognitive and behavioural abilities' and they 'provide knowledge about the structure and quality of complicated relationships and about the points of gravity'.<sup>67</sup> The schematic examples in the figure represent two different profiles: the one on the left placing most importance on participation in public affairs and strong respect for collective norms, and the one on the right stressing sensitivity of values and a high level of social recognition.

**Figure 18.3. Proposals for the Development of Profiles**



All-in-all profiles are a highly innovative and potentially extremely useful contribution to operationalising the multidimensionality of social quality. In particular they can be used in assessing the social quality of different groups within a society, both in the context given above of minority or cultural groups and in relation to, for example, gender, age and social class.

*Indicators*

As noted above, more work has been done on indicators than of profiles or criteria of social quality. This is largely because indicators are much more well-established as measurement instruments than are the other two and thus practically they are much easier to initiate – many can be in effect taken 'off the shelf' whereas the profiles and criteria have to be tailor-made. In particular, the substantive areas to which indicators are linked – the contingencies of socio-economic security, social inclusion, social cohesion and empowerment – all already have a substantial body of literature and of indicators. This is manifestly not true in relation to the instrumentation of constitutional and self-conceptualisation factors.

<sup>67</sup> See note 19. All quotes are from p.367

The effective integration of criteria, profiles and indicators is a crucial task in the operationalisation and exposition of the social quality construct. If the integration is successful then it can be developed as an architecturally strong overarching construct: if not, however, then it will be more of an umbrella construct.

#### 4.4 Constructing domains and indicators

The 'new quadrant of social quality' is presented in Figure 17.11 of the second social quality book<sup>68</sup> and is reproduced below. This includes sets of domains derived from the contributions of Bouget<sup>69</sup> and Phillips and Berman<sup>70</sup> in earlier chapters and of Svetlik in the *European Journal of Social Quality*.<sup>71</sup> In their chapter, Phillips and Berman also present sets of specimen indicators for each of these domains (reproduced in Appendix 3).<sup>72</sup> Other sets of specimen indicators are also reproduced in Appendices 4-6. These cover: information and social quality;<sup>73</sup> community social quality;<sup>74</sup> and the interactions between community social quality, societal social cohesion and community inclusion in society.<sup>75</sup>

All of the above attempts at delineating specimen indicators have taken the lead from Svetlik's suggestion that each indicator should be classified in four dimensions – input, process, outcome and impact – in order to more fully reflect the breadth and complexity of the components, including their relevance to infrastructure and process, as well as to outturn.<sup>76</sup>

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<sup>68</sup> See note 16, p.352.

<sup>69</sup> Bouget, D. 2001. 'The empirical and policy relevance of social quality'. *Social Quality: a New Impetus to Europe*. eds, W. Beck, L. van der Maeson, F. Thomése and A. Walker, The Hague, Netherlands: Kluwer Law International: 105-125.

<sup>70</sup> Phillips, D. and Y. Berman 2001. 'Social quality: definitional, conceptual and operational issues'. *Social Quality: a Vision for Europe*. eds, W. Beck, L. van der Maeson, F. Thomése and A. Walker, The Hague: Kluwer Law international.

<sup>71</sup> See note 12.

<sup>72</sup> See note 23, pp.142-146.

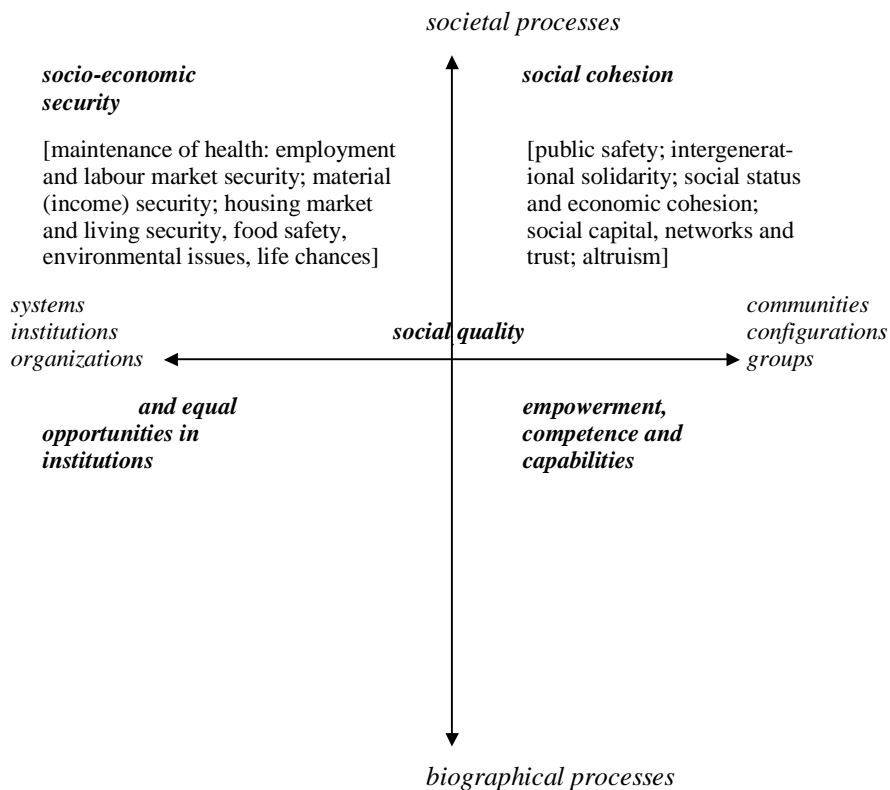
<sup>73</sup> Berman, Y. and D. Phillips 2001. 'Information and social quality'. *ASLIB Proceedings* 53: 5.

<sup>74</sup> See note 9: Phillips and Berman, 2000.

<sup>75</sup> See note 11

<sup>76</sup> See note 12, pp.85-6.

**Figure 17.11. The New Quadrant of Social Quality**



At this juncture it is tempting to explore the domains and indicators in some detail in order to try to expedite the Network's tasks. However, this may well be premature in that such delving into the minutiae of indicator construction is predicated upon agreement that such a framework of domains and dimension is indeed the most appropriate way forward.

This is an issue that needs to be thoroughly debated, along with any alternative approaches (see below), before it is safe to proceed. In addition it would be valuable to undertake this exercise with reference to the 'nine principles for the basis of EU social inclusion indicators' expounded by Atkinson et al 2001<sup>77</sup> and reproduced in Appendix 1.

***It is recommended that these issues be debated at length at the Network meeting.***

Conceptual and practical issues which need to be resolved include the following:

- which substantive domains and indicators should be used?
- what dimensions – input output etc / life domains versus goal dimensions?
- how should the indicators and domains be combined or aggregated – issues of weighting, thresholds, interaction between subjective and objective indicators?
- how do we set about developing a 'calculus of equivalence' among the indicators ?

<sup>77</sup> See note 3.



**Example of a Different Approach:  
Berger-Schmitt and Noll's Quality of Life Formulation.**<sup>78</sup>

Their overarching quality-of-life framework has three components – quality of life *per se*, social cohesion and sustainability – each with specific goal dimensions. Each of these goal dimensions is linked to one or more of a set of 'life domains'. For each such linkage, measurement dimensions are established and then indicators are constructed for each measurement dimension (see appendix 2 for details).

Their approach can perhaps be best understood through an example. The one chosen relates to the linkage between (a) the social exclusion goal dimension of their social cohesion component of quality-of-life; and (b) the 'social and political participation and integration' life domain. There are two suggested measurement dimensions for this linkage: social isolation and social discrimination. Exemplar indicators are as follows:

- Social isolation – percentage of people with few social contacts outside the household (objective sub-domain); percentage of people who feel lonely (subjective sub-domain)
- Social discrimination – percentage of people repudiating (i) people from different ethnic groups (ii) foreigners.
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<sup>78</sup> Berger-Schmitt, R. and H. Noll 2000. Conceptual framework and structure of a European system of social indicators. *Euroreporting Working Paper #9*. Mannheim, Centre for Survey Research and Methodology (ZUMA). Berger-Schmitt, R. 2000. Social cohesion as an aspect of the quality of societies: concept and measurement. *Euroreporting Working Paper #14*. Mannheim, Centre for Survey Research and Methodology (ZUMA).

## 5. PLAN DE CAMPAGNE FOR THE COMING 12 MONTHS

As said before the plan de campagne concerns an important part of the discussion. The discussions about foregoing sections will change our perspective of the purposes and herewith-related activities. This section refers to the renewed application<sup>79</sup> and does not refer logically to the outcomes of these discussions. Which changes (9see below) are necessary?

- (i) The first (intellectual) priority is to produce the network's first report, based on the first plenary meeting and herewith-related discussions by Alan Walker, David Phillips, Wolfgang Beck, Laurent van der Maesen, Margo Keizer (the new network's manager). This report should present a preliminary design of indicators in such a way, national groups will be enabled to start discussions in the context of their member states (ad-ii). We have to discuss the nature of the preparation with the outcomes of the discussions about sections 2, 3 and 4 in mind.
- (ii) The second (practical) priority is the formation of national groups. Members of the network should function as leaders of these groups. Important is the multidisciplinary composition of the groups as well as the participation by national NGO's, related with the European Anti Poverty Network and the European part of the International Council on Social Welfare. In this context the members of the network should discuss the nature of (national) assistants, the financial aspects and the way these assistants should co-operate with the central staff (Alan Walker, chair; Laurent van der Maesen; co-ordinator; Wolfgang Beck, advisor; Margo Keizer, manager and Joyce Hamilton manager assistant). Furthermore, we have to discuss how national groups may start the discussions about the network's first report (ad-i) as well as which existing data in the member states should be gathered for developing these discussions at national level.
- (iii) We have to discuss the strategies for the national groups how to prepare the drafts of national reports, based on the outcomes of the work mentioned under ad-ii. A main point is the applied methodology with which to pave the way for comparability.
- (iv) We have to discuss at the same time which work should be done by the staff (on European level) – except the work, mentioned in ad-i – to translate or to operationalise the outcomes of the first plenary meeting in such a way, the coming national reports (see ad-iii) can be accepted with new knowledge about the complex indicators, criteria and profiles. Analyses about the deepening of similarities and differences concerning comparable networks and research projects in Europe (with assistance of DG-X11) may also pave the way for the upgrading of this knowledge.
- (v) Decisions have to be made in order to give instructions to the network's staff which existing documents should be gathered and used for the activities with regard to ad-ii and ad-iv. This implies developing contact with important European projects oriented on social indicators, indicators inclusion, indicators poverty, indicators cohesion etc.
- (vi) As a consequence of ad-v the network may start the co-operation with the Belgian Ministry of Social Affairs and Pensions (see its orientation on indicators inclusion).
- (vii) The first plenary meeting should pave the way for a co-operation with the Dublin Foundation. Thanks to the discussions about section 2, 3 and 4 the members may develop ideas for the nature of new empirical research with which to underpin the proposed work regarding ad-iii and ad-iv. In this context the members should discuss the preliminary ideas of the Dublin Foundation as well.
- (viii) The members should discuss the contours of the proposed research-project (third call DG-X11) for underpinning the work of the network and national groups (see above).

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<sup>79</sup> See note-3

## **APPENDIX 1: Social Indicator Recommendations from Atkinson et al.**

[Atkinson, B. Cantillon, E. Marlier and B Nolan *Indicators for Social Inclusion in the European Union*, Report presented to conference on 'Indicators for Social Inclusion: Making Common EU Objectives Work' Antwerp 14-15 September 2001]

### **Summary of relevant principles and recommendations**

**Recommendation 1:** the nine principles below should form the basis for EU Social Inclusion indicators

An indicator should:

- capture the essences of the problem and have a clear and accepted normative interpretation
- be robust and statistically validated
- be responsive to policy intervention but not subject to manipulation
- measurable in a comparable way across member states
- be timely and susceptible to revision
- be relatively inexpensive to measure

The portfolio of indicators should be:

- balanced across different dimensions
- mutually consistent – and the weight of individual indicators should be proportionate
- as transparent and accessible as possible

**Recommendation 2:** the basic counting unit should be individuals not households

**Recommendation 3:** all indicators should be subject to systematic validation and reliability checks

**Recommendation 5:** there should be three levels of indicators:

- level 1 — a restricted number of lead indicators covering the most important elements
- level 2 — a larger number of indicators (i) supporting the lead indicators and (ii) describing other dimensions of lesser importance
- level 3 — indicators included by individual members for their own purposes

**Recommendation 6:** financial poverty should be measured on the basis of household income

**Recommendation 7:** financial poverty should be measured relatively with reference to purchasing power

**Recommendation 8-13:** detailed specifications of income-poverty measures

**Recommendation 14:** non-monetary indicators of deprivation should at present be included at level 3 but a significant investment should be made in developing these in a comparative context.

**Recommendation 15-33:** detailed recommendations, some of which may be of use to us.

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Inputs and outputs. Only outputs are dealt with in this report: 'The aim is to measure social outcomes, not the means by which they are achieved.'

## **APPENDIX 2: Berger-Schmitt and Noll's Quality of Life Framework**

### Goal Dimensions

#### *quality of life:*

- improvement of objective living conditions
- enhancement of subjective well-being

#### *social cohesion:*

- reduction of disparities and inequalities
  - regional disparities
  - equal opportunities / inequalities
    - women and men
    - generations
    - social strata
    - disabled
    - citizenship groups
  - social exclusion
- Strengthening social connections and ties – social capital
  - availability of social relations
  - social and political activities and engagement
  - quality of relationships (shared values, conflicts, solidarity)
  - trust in institutions
  - European-specific concerns (e.g. European identity)

#### *Sustainability*

- Enhancement / preservation of the societal capital for current and future generations
- social capital
- human capital
- production / physical capital
- natural capital
- Equal opportunities within generations

### Life Domains

- population
- households and families
- housing
- transport
- leisure, media and culture
- social and political participation and integration
- education and vocational training
- labour market and working conditions
- income, standard of living and consumption patterns
- health
- environment
- social security
- public safety and crime
- total life situation

### APPENDIX 3: Specimen Social Quality Domains and Indicators at National Level

Phillips, D. and Y. Berman 2001. 'Social quality: definitional, conceptual and operational issues'. *Social Quality: a Vision for Europe*. eds, W. Beck, L. van der Maeson, G. Thomése and A. Walker, The Hague: Kluwer Law international.

#### Illustrative Input, Process, Outcome and Impact Indicators for each Social Quality Component (NB items in italics are more tentative than the others)

(a) Socio-Economic Security

Domain	Indicator			
	Input	Process	Outcome	Impact
Material	Legislation, income support and insurance services available	Eligibility criteria for service provision. What material needs are covered. Number of applicants	Amount of money and services provided to cover material contingencies (total and per capita average)	Protection against material deprivation Distribution of net income; by quartiles, deciles etc
Employment	Employment protection and job finding legislation; job finding and retraining services	Eligibility criteria for service provision. What employment needs are covered. Number of applicants	Range and amount of job finding, job protection and retraining services provided	Unemployment, temporary, part-time employment rates; industrial injures etc - all by employment sectors
Housing	Social and subsidised housing provision; regulation of tenancies; provision for homeless people	Eligibility criteria for service provision. What housing needs are covered. Number of applicants	Range and amount of housing amenities and services provided	Homelessness, housing insecurity; lack of amenities
Health	Level of service provision - number of staff, beds operations etc	Eligibility criteria. What health needs are covered. Number of applicants	Range and amount of services provided. Operations drugs, treatments etc	Increased life expectancy Morbidity and mortality rates

(b) Social inclusion (part1)

Domain	Indicator			Impact
	Input	Process	Outcome	
		whom income support etc. service was appropriate who applied for service	Proportion of applicants who received service. Distribution of access to social security services	Low income by demographic variables (age, sex, region, ethnicity, employment status etc)
Labour market inclusion	Employment protection and job finding legislation. Job finding and retraining services	Proportion of those without employment who applied for job finding and retraining service	Proportion of job seekers who found jobs. Distribution of discrimination in access to jobs	Full-time and part-time employment, job security, promotion prospects etc., by demographic variables
Housing market inclusion	Social and subsidised housing provision; regulation of tenancies; provision for homeless people	Proportion of those needing accommodation who applied for housing services	Proportion provided with accommodation as % of those seeking accommodation. Distribution of access to neighbourhoods	Subsidised and protected housing, homelessness, access to housing amenities etc., by demographic variables
Health service coverage	Level of service provision: number of staff, beds operations etc	Proportion of those with health service needs who applied for health service provisions	Proportion receiving services as % of those applying. Distribution of access to health services	Morbidity, mortality etc., by demographic variables

(b) Social inclusion (part2)

Domain	Indicator		
	Input	Process	Outcome
Inclusion in Education system and services	Level of service provision: number of schools, classroom, teachers	Proportion of children receiving education. Proportion of relevant age groups getting post-compulsory education.	Distribution of: academic and vocation attainment; truancy and exclusion from school and college
Political inclusion	Elected positions available at national government, local government and community level	Proportion of adults eligible to vote and / or to stand for elected office	Proportion of eligible voters who vote. Demographic distribution of those who stand for office
Inclusion in community services	Level of service provision: leisure facilities and neighbourhood services	Proportion of those for whom service is appropriate who apply for service	Proportion receiving services as % of those applying;
Social status inclusion	Equal opportunities and anti-discrimination legislation	Proportion of those for whom service is appropriate who apply for service	Proportion of the population benefiting from legal and regulatory decisions
			Impact
			Distribution of access to and discrimination in educational and cultural services, by demographic variables
			Franchise. Restrictions on eligibility to stand as an elected representative or member of a government
			Distribution of access to leisure facilities and neighbourhood service, by demographic variables
			Distribution of subjective holistic assessments of social status inclusion, by demographic variables

(c) Social Cohesion

Domain	Indicator		
	Input	Process	Outcome
			<p>Gini coefficient. Distribution of income and wealth. Labour market participation rates</p>
			<p><i>Economic solidarity. Economic integration. Enabling individual and group empowerment</i></p>
			<p><i>Social solidarity. Social integration. Enabling individual and group empowerment</i></p>
			<p><i>Political solidarity. Political integration. Enabling individual and group empowerment. Democratic legitimacy</i></p>
			<p>Increase in use of public space. Reduction in use of private security services. Subjective perceptions of personal and public safety</p>
Altruism	Interpersonal foundations of civil society: social norms of generosity (possibly indicated by strength of humanistic or religious social mores)	<p>Citizen neighbourhood watch provisions etc.</p> <p>Legislation facilitating altruism. Blood donating services. Charity shops. Provision of flag days, telethons etc.</p>	<p>Incidence of crimes against property and individuals in public places.</p> <p>Proportion of population giving or receiving voluntary help through formal and informal channels. Amount of help given</p>
			<p>Increase in social capital within society (e.g. time and money help from friends and family). More communitarianism Subjective perceptions on solidarity and generosity within society</p>



(d) Empowerment

Domain	Indicator		
	Input	Process	Outcome
Social and cultural empowerment	<p>And cultural resources available (e.g. local and community services).</p> <p>Links with social inclusion / cohesion</p>	<p>Participation competence in using social and cultural resources, services, funding etc.</p>	<p>judiciary, TV presenters. Contributions to cultural life, by demographic groups</p>
			<p>Self-reported subjective and holistic evaluations of social and cultural quality of life.</p> <p>Increase in social mobility</p> <p><i>Role models</i></p> <p><i>Widening of outcomes</i></p>
			<p><i>Role models</i></p> <p><i>Widening of outcomes</i></p>
			<p><i>Role models</i></p> <p><i>Widening of outcomes</i></p>
	<p>Social-psychological resources available from society</p> <p>-links with social inclusion / cohesion</p>	<p>Enabled use of socio-psychological resources</p>	<p><i>Role models</i></p> <p><i>Widening of outcome</i></p>

## APPENDIX 4: Information and Social Quality

Berman, Y. and D. Phillips 2001. 'Information and social quality'. *ASLIB Proceedings* 53: 5.

**Figure 1: Information Indicators for the Nation-State (Demos)**

ELEMENTS OF SOCIAL QUALITY	INPUT	PROCESS	OUTCOME	IMPACT
Socio-economic security	National information infrastructure.	Information needs covered. Number and type of information sources	Proportion of population accessing information services relevant to material standard of living.	Information use by citizens in relation to GDP. Prevalence of usage of information sources as a part of daily social life.
Social inclusion	Accessible information.	Proportion of the population with information skills. Awareness of information.	Proportion of population using information skills and finding information useful	Utilisation of information in enhancing inclusion; use of information by demographic variables,
Social cohesion	Informational foundations of civil society: constitutional guarantees of freedom of information. Material conditions enabling equitable access to information	Legislation and regulations to ensure equity in information use. Provision for information use in the public domain. Distribution of information skills among different groups in society.	Equitable distribution of use of information among different groups in society.	Subjective perceptions of participation in the information society. Strengthening of informational institutions that enhance societal solidarity.
Empowerment	Information resources available: networks, public access points, web sites etc.	Accessibility of information resources, participation in information networking.	Achievement of informational competencies and capabilities; utilisation of information in daily life.	Self-reported subjective and holistic evaluations of personal empowerment and quality of life achieved through use of information resources

**Figure 2: Information Indicators for the Community (Ethnos)**

			identity. Extent of community information capital.	Effect of changes in community information capital on community social cohesion. Enhanced Community solidarity and sense of identity
Empowerment	Information creation, transmission and control focused on community issues.	Direct access to community information resources. Community participation in information creation and networking.	Extent to which information plays a central role in community identity.	Self-reported and holistic community evaluations of the role of information in the fulfilment of community identity and independence .

## APPENDIX 5: Community Quality Indicators

Phillips, D. and Y. Berman 2000. *Indicators of community social quality*. Third Conference of the International Society for Quality of Life Studies, Gerona, Spain, ISQLS

### Illustrative Input, Process, Outcome and Impact Indicators for each Social Quality

#### (a) Socio-Economic Security

Domain	indicator			
	Input	Process	Outcome	Impact
Material	Income support services available from national and community* sources.	Proportion of community population applying for nationally and community provided income support.	Amount of resources provided by national and community services, per capita and total.	Comparative affluence of community. Income distribution in community compared to nation as a whole.
Employment	Employment services available from national and community* sources.	Number of applicants and proportion of employment needs covered by national and community services.	Amount of employment provision (number of jobs, amount of retraining provided etc.) by national and community services.	Community labour market opportunities and provisions; employment rates (full time, part time, permanent, temporary) and career development opportunities; compared to nation. as a whole.
Housing	Extent of housing stock in community area. Proportion controlled outside community and by community*. Ratio between private and non-private provision.	Proportion of housing needs and number of applicants for housing services dealt with outside / within community and by private / non private agencies.	Range and extent of community housing needs met by these sources.	Community housing quality (including homelessness, overcrowding and lack of amenities) compared to the national average.

Health	Level of service provision: proportion provided outside community and by community*. Ratio between private and non-private provision.	Eligibility criteria for service provision dealt with outside / within community and by private / non private agencies. What health needs are covered. Number of applicants.	Range and amount of services provided by these sources.	Community standardised mortality and morbidity ratios.
Information**	Community information infrastructure.	Range, accessible and relevance of community information resources.	Range and amount of information amenities and services used within the community.	Community information used as information capital.

\* Community provision is discussed in more detail in the relevant section of *Appendix (b) Social Inclusion* below. [NB the 'material' section here matches with 'social security system' below.]

\*\* The role of information in each of the elements of social quality both at Demos and Ethnos (community) level is discussed in Berman and Phillips (2001).

**(b) Community Social Inclusion**

<b>Indicator</b>		<b>Process</b>	<b>Outcome</b>	<b>Impact</b>
<b>Domain</b>	<b>Input</b>			
Identification with community	Community norms, expectations and requirements concerning membership.	Proportion of people eligible for community membership who openly identify with community.	Subjective felt strength of community membership. Extent of identification with community-as-a-whole compared with sub-community or Demos.	Migration to/from community. Relative stability or change in community size.
Participation in community [incorporating social status inclusion]	Community participation infrastructure (associational networks) both formal and informal.	Proportion of time spent on community-based activities.	Strength and vitality of community organisations and (formal and informal) community networks.	Subjective assessments of strength of community. Integration of /schisms between organisations and associations at community level.
Inclusion in social security system.	Provision of community credit union facilities, friendly societies, mutual aid societies, collective purchasing schemes etc. Extent of expectation of financial support by kin, neighbours, etc.	Proportion of community who contribute to / are supported by community social security supports.	Proportion of community members' credit and social security needs met within the community.	Extent to which community is independent of loan sharks and other private sector credit and financial services.
Inclusion in labour market system	Provision of informal and formal job finding / creation services, co-operative business enterprises and kin / neighbourhood-based businesses.	Proportion of community employed in these sectors.	Extent of community labour needs met from within the community / proportion of workers in community-based occupations recruited from outside the community.	Community employment self-sufficiency and homogeneity. Extent of labour outflows and inflows. Impact on this of community-provided

Inclusion in housing market system	Provision of community building societies, save and loan societies, co-ownership schemes, formal and informal renting and sharing schemes.	Proportion of community using these services.	Extent of community accommodation needs met within community by these services.	employment services. Community self sufficiency in housing. Extent of accommodation out-migration by community members. Impact on this of community-provided housing services.
Inclusion in health service provision	Community morés on healthy living. Preventive, primary and secondary health care services provided by community.	Proportion using community based health services.	Extent of community health needs met by community health services.	Community health consciousness levels. Levels of drug, alcohol and substance abuse. Community mortality and morbidity compared with national averages. Impact on this of community-provided health services.
Inclusion in education	Provision of community-controlled education provision. Provision of out-of-school cultural, religious and linguistic education.	Proportion of relevant community population getting these services.	Extent of community academic, cultural and linguistic educational needs met by community-provided educational services.	Community academic educational attainment compared with national levels. Contribution of community cultural and linguistic education to community identity.
Political inclusion	Involvement of community political institutions in (a) community governance (b) contributing to running of state (national and	Proportion of community active in community politics.	Extent to which community political activity influences political life in community and locality.	Strength of community political activity compared to community members' activism in non-communitarian politics.

	local) government and national political parties.	Proportion of community members using formal / informal services.	Balance between state provided, community formally and community informally provided services.	Quality of community services compared to national levels. Extent to which subjective levels of community identification are influenced by modalities of service provision.
Inclusion in community services	Proportion of formal community-based services under community control. Extent of informal community services.	Proportion of community members using formal / informal services.	Proportion of community accessing and using community information 'loop'.	Use of community information within the community by demographic variables.
Inclusion in information provision	Community information networks, Information sharing, Accessible community information.	Proportion of community with information skills, awareness of community information.		



**(c) Social Cohesion**

<b>Domain</b>	<b>Indicator</b>	<b>Process</b>	<b>Outcome</b>	<b>Impact</b>
Economic cohesion	Economic foundations of the community: free loan societies; co-operatives; charities; niche market.	Proportion of the community actively involved in community-specific economic activities.	Changes in the strength and power of community economic activities.	Changes in community economic solidarity and integration and in the community economy as a whole.
Social status cohesion	Social foundations of the community: community-specific educational, health and social services and cultural provisions.	Proportion of the population actively involved in community-specific educational, health and social services and cultural provisions.	Changes in the strength and power of community social and cultural organisations.	Changes in: community social solidarity and integration; and in strength of community socio-cultural identity.
Political cohesion	Political foundations of the community: community political organisations. Community positions available: school boards, community boards.	Proportion of the population actively involved in community political organisations and on community-based boards and committees.	Changes in the strength and power of community political organisations and associated boards and committees.	Changes in: community political solidarity and integration; and in democratic legitimacy of community political institutions.
Public safety	Public safety foundations of the community: provision of community neighbourhood watch schemes etc.	Proportion of population using formal and informal community public safety schemes.	Incidence of crimes against property and individuals. Change in propensity of community members to become actively involved in public safety issues.	Increase in use of public space. Subjective perceptions of personal and public safety.

Social capital - networks	Numbers of informal and formal community social, cultural and political organisations.	Proportion of the community population engaged in formal and informal associations.	Changes in the strength and power of community organisations. Extent of overlapping membership.	Changes in embeddedness, intensity and density of associational networks leading to changes in community cohesion.
Altruism	Interpersonal foundations of the community: social norms of generosity (possibly indicated by strength of humanistic or religious social morés).	Conditions facilitating altruism. Blood donating services. Community charity shops. Provision of flag days, telethons etc.	Proportion of population giving or receiving voluntary help through formal and informal channels. Amount of help given.	Increase in communitarianism, Subjective perceptions on solidarity and generosity within society.
Information	Informational foundations for a unique and strong community identity.	Availability of community information infrastructures and networks. Distribution of information skills and awareness of information availability among community members in society.	Participation, collaboration and information sharing, community communication in relation to information on community history, traditions and identity	Subjective perceptions of participating in the community and being in the community 'information link', Enhanced Community solidarity and sense of identity.

**(d) Empowerment**

<b>Domain</b>	<b>Indicator</b>	<b>Process</b>	<b>Outcome</b>	<b>Impact</b>
Social and cultural empowerment	Community social and cultural infrastructures: community-specific educational, health and social services and cultural provisions.	Proportion of community members using community-specific educational, health and social services and cultural provisions.	Proportion of community-based educational, health and social services and cultural provisions controlled by the community.	Extent of community social and cultural autonomy and self-determination. Self-reported subjective and holistic evaluations of social and cultural empowerment by community members.
Political empowerment	Community political infrastructure: community-specific political organisations or community presence in generic political organisations.	Participation of community members in community political organisations.	Strength of community political activity. Participation of community political organisations in local politics.	Extent of community political autonomy, self-determination and control over community public sphere. Self-reported subjective and holistic evaluations of political empowerment by community members.
Economic empowerment	Economic resources available within the community: human capital, access to community credit facilities, commercial and legal information, business networks.	Proportion of community population engaged in community-based economic activity. Extent of vertical economic bonding within community.	Strength of community economic activity. Proportion of community-based economic activities controlled by the community.	Extent of community political autonomy, self-determination and control over community public sphere. Self-reported subjective and holistic evaluations of political empowerment by community members.

Socio- psychological empowerment	Social-psychological resources available within the community. Strength of community identity.	Enabled use of socio- psychological resources. Achievement of social- psychological competencies and capabilities. Strength of community participation.	Subjective and objective socio-psychological quality-of-life levels in the community compared to the nation (including mental illness and suicide rates).	Self-reported subjective and holistic evaluations of personal and community empowerment. Community pride and self-respect.
Information empowerment	Information creation, transmission and control focused on community issues.	Direct access to community information resources, community participation in information creation and networking.	Extent to which information plays a central role in community identity.	Self-reported and holistic community evaluations of the role of information in the fulfilment of community identity and independence.

## APPENDIX 6:

### Indicators of the relationship between community social quality, societal social cohesion and community inclusion in society

Phillips, D. and Y. Berman 2002. 'Community social quality: concepts and indicators', unpublished paper, Department of Sociological Studies, University of Sheffield.

**Table 1: External aspects of community social quality: societal social cohesion**

DOMAIN	INPUT	PROCESS	OUTCOME	IMPACT
Political cohesion	Constitutional legislation: powers devolved from national level Community-based political organisation	Extent of distinct community representation on devolved legislative bodies Community influence in political organisations	Extent of legislation supporting community interests	Political power of community: extent of self-determination and autonomy in legislation and policy implementation
Social cohesion	Extent to which responsibility for health, education, social services etc can be devolved to communities under government legislation	Extent to which it <i>has</i>	provision.	Extent of community self-sufficiency in social affairs that would otherwise be under the ambit of government or other national agencies
Economic cohesion	Extent of state recognition of community as economic entity in fiscal and economic policy	Extent to which community has control over taxes and public expenditure raised in the community (e.g. local income tax)	Economic and fiscal viability and self-sufficiency of the community	Influence of community on national economic and fiscal policy relevant to the community
Civil law cohesion	Extent of state legislation devolving some civil law responsibilities (marriage, inheritance, contract, libel etc) to the community	Proportion of civil law issues relating to community members dealt with by community institutions	Community self-determination in administration of civil law	Influence of community in enacting civil law and in the civil law policy-making process

**Table 2: External aspects of community social quality: the community's inclusion in society**

DOMAIN	INPUT	PROCESS	OUTCOME	IMPACT
	Availability of state funding for services e.g. community-run schools	Extent to which community has established services Proportion of community using services	Extent of community needs met by state funded community services	Level of involvement of community representatives in national I policy
Cultural and religious inclusion	Extent of legal and societal recognition of community-specific religious and cultural identity	Extent of community provision of cultural and religious services Proportion of publically-funded community cultural and religious services	Extent of use of community cultural and religious services	Contribution of community cultural and linguistic services to national identity