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Local Welfare Arrangements favouring Sustainable Cohesiveness and the Urban Casus of Laak North of the City of The Hague

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in project collaboration with



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***Local Welfare Arrangements
favouring Sustainable Cohesiveness and the Urban Casus of
Laak North of the City of The Hague;
A project proposal to develop a new approach
of local welfare arrangements in European cities
on the basis of the social quality perspective***

***Laurent J.G. van der Maesen, Peter Herrmann & Alan Walker
(European Foundation on Social Quality) with support by
Dispos institute, University of Genoa.***

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European Foundation on Social Quality

European Foundation on Social Quality Working Paper Series

The European Foundation on Social Quality was established during the Dutch Presidency of the European Union in June 1997. The aim is to develop networks of scientists to design and to apply the new theory on social quality, to prepare for comparative research of daily circumstances in Europe, Asia and other continents. This comparability presupposes a new conceptual framework, applicable at global level, as a condition to address the current fundamental international issues related to economic, socio-political and environmental aspects of global sustainability.

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Introduction

This working paper is based on a project proposal on behalf of the 7th Framework Programme of the European Commission, sent in February 2010. In the chapters below we speak about 'the project'. It is likely that this proposal will not be accepted by the European Commission. However, the preparation concerns a new step in thinking about the application of the social quality approach in the context of urban spaces. New is to apply this approach to the topic of 'welfare arrangements'. The concept 'welfare' is interpreted as a combination of 'welfare' and 'well-being' constructed by local and national departments of the State, by non-for-profit organisations, companies, NGO's, community groups, families and personal networks. In the project this application goes beyond the traditional suppositions of the role of 'state and the market'.

Since 2006, the European Foundation on Social Quality has been engaged in the application of aspects of the social quality approach in the urban setting of the quarter Laak North of the Dutch City of The Hague. As a result of the project collaboration with the international Institute of Social Studies in The Hague (ISS) this application got a new momentum in 2007. The outcomes stimulated the municipality to accept the new approach on behalf of Laak North as a experimental casus in the beginning of 2009. In working paper nr. 2 (see website www.socialquality.org), the European Foundation has published the rationale and first outcomes of this approach in collaboration with the ISS¹

As an outcome of the collaboration of the European Foundation with the Italian Institute of Economic, Social and Political Research – Eurispes – a plan was made to prepare a proposal in collaboration with Dispos institute of the University of Genoa. After that a consortium was established for the further development of the project with support by colleagues of University of Sheffield, UK, Georg-August University of Goettingen, Germany, University of Ljubljana, Slovenia, Democritus University of Thrace, Greece, TARKI Social Research Institute, Hungary, Centre for the Study of Democracy, Warsaw School, Poland, Swedish Collegium for Advanced Study, Sweden, University of Alicante, Spain, Centro de Estudos para a Intervenção Social, Portugal.

The casus Laak North functions as the project's frame of reference. Therefore the content of the project is based on recent experiences with Laak North and has been supported by members of the new academic coalition in The Hague, namely the Hacu (The Hague Academic Coalition of Urban Development). The Hacu presents an example to prepare for a reciprocity between groups of the population, non-for-profit societal organisations and departments of the local authorities with research institutes.

¹ L.J.G. van der Maesen, *The experimental urban space of Laak North of the City of The Hague as part of the Dutch Delta Metropolis: an adequate international frame of reference?*, The Hague: EFSQ, working-paper nr.2, June 2009. (www.socialquality.org)

Chapter one: Concept, objectives, organizing principle and an empirical frame of reference

1.1.1 *The project's rationale, question and argument, as well as its objective*

The project's rational

Local welfare and wellbeing arrangements are influenced or determined by existing local institutional frameworks, the position and role (or lack of any role) by community groups and the departments of the local governments, as well as the board of municipalities. They determine the meaning of these arrangements for the quality of daily circumstances on local level. Especially in the 1980 and 1990s a growing interest developed in analysing, systemising and typologising local welfare arrangements – to a large extent this can be seen as a reply from academia to the emerging challenges which European integration put forward. On the one hand it was getting clear that a 'pure single market strategy' would not do suffice. Economic, social and political developments showed that a wider approach is needed, encompassing the orientation on social policy. Thereby the orientation on 'regimes' showed clearly that social policy needed to be discussed in a wider framework of systemic views rather than being only concerned with individual matters. Three aspects are nowadays **requiring a new perspective**. On the first hand, new challenges come up by forces both from within and outside of the European Union. On the other hand this causes especially a shift of socio-economic processes, demographic relations by far-reaching processes of migration, an important increase of older people, and changing-life-styles. Furthermore, we face a shift away from the traditional understanding of government, moving towards governance. The new challenges play a role at all levels but are **prevalent at the local level**, where they are implemented and realised and are therefore crucial for the extent of sustainable cohesiveness of the local level (see section-1.1.3). It is this level which demands for new forms of governance to cope with the challenges. Finally, it are the local welfare arrangements that naturally come into play as new focus for addressing the outcomes of the transformation of this level. This theme, important for research and policy making processes, is not addressed in the national oriented welfare regimes studies. Therefore **the rational** of this project is focussed on analysing, systemising and typologising welfare arrangements on this level. In other words, the project will understand the nature of the outcomes of the working of these forces on daily circumstances and the way the related complex of policies and provisions – formal and informal – will address these outcomes to improve welfare/well-being at the local level to realise central values.

The European Commission is aware that the insufficient analysed connection of external and internal forces causes radical changes. This theme has clearly been presented in a document by the EC's policy advisors.² The official document based upon this by the EC explains that therefore a social reality stocktaking implies to **analyse afresh** the complex dynamics of social change within our societies as to be able to judge the relevance and appropriateness of current policies and to develop a solid base for the future.³ As we will argue below, this plea concerns the heart of policies to elaborate welfare systems (arrangements) as societal contexts to improve sustainable cohesiveness. A logical conclusion may be that until now (i) that research (and policies based upon this) for improving **policy areas** as social housing, employment and employability, education, public health, health or social care, and (ii) policies for improving the position of **societal**

² R. Liddle, F. Lerais, *Europe's Social Reality: Consultation Paper From the Bureau of European Policy Advisers*, Brussels: EC/BEPa, 2007.

³ European Commission, *Opportunities, access and solidarity: towards a new social vision for the 21st century Europe*, Brussels: Commission of the European Communities, 2007 (726 final).

categories as children, women, migrants, elderly, or handicapped people, as well as (iii) the huge investments in the quality of life studies and related European surveys are not really sufficient for analysing and addressing the recent radical changes.⁴

1.1.2 *Two questions and an argument*

Which is the most adequate point of departure for analysing afresh the nature of the local levels in the European Union? According to the participants of the proposed project, for different reasons **local welfare arrangements** will be highly important.⁵ Since they are intrinsically related with the manifold aspects of the different policy areas they will, first, deliver points of departure for a comprehensive approach, going beyond the traditional fragmented approaches. In other words, aspects of these arrangements will function as mediators between these policy areas. In the same vein aspects of this system will function, second, as mediators between the different societal categories on local level which are in need of special attention. As a result of this they will be enabled, thirdly, to theoretically and politically connect an interrelationship between the different policy areas and societal categories. The understanding of these interrelationships enable us to recognise the new challenges for governance on local level for really contributing to essential ethical based values. With this in mind the **first question** is which meaning local welfare systems arrangements will have in the context of the current radical changes? The **second question** is in which way aspects of the local welfare system may contribute to the sustainable cohesiveness of local circumstances. To answer these questions the general **argument** of the present project may be distinguished into (i) developing a tool that allows the systemic analysis of both questions and (ii) on providing a typology that reflects the variety of local welfare arrangements in such a way, it will deliver points of departure for comparative research on European as well global level. These typologies (iii) will also help the development of instrumental considerations for policy development on the local level.

1.1.3 *The project's main objective and the central thesis.*

With the project's rational, questions and argument in mind we are enabled to formulate its **main objective**. It concerns the analysis of the position of local welfare arrangements favouring sustainable cohesiveness of daily circumstances to contribute to new policies for strengthening these arrangements in order to improve social justice, solidarity, equal value and human dignity as ethical standards. Sustainable cohesiveness for underpinning these ethical (normative)orientations refers especially to the question of sustainability and to the question of social cohesion. **Social cohesion** is a multidimensional phenomenon. As will be argued, its significance can be really understood in relationship with phenomena as social inclusion or social empowerment. For the understanding of this relationship we need a theoretically grounded 'organising principle' which needs to be elaborated thoroughly. By the theoretical evolution of this concept we will be able to approach processes on local level and the position of welfare arrangements in a new, as well as international comparative way. In this way the project may open a new perspective for the European Union and its Member States. The project will differ therefore from traditional analyses of social cohesion and social exclusion (see below). The concept of **sustainability** is in need of elaboration as well. Since the Brundtland Commission 20 years ago this concept is associated with development. In that field it is now commonly perceived in terms of three pillars: environmental/ecologic, economic and social. This tripartite approach has been accepted widely, including the OECD⁶ and the European Commission.⁷ In practice however, it is the ecological and

⁴ Notwithstanding this, the BEPA (note-1) and EC (note-2) do not make this conclusion about the quality of life approaches.

⁵ This is dependent of the definition of the 'local welfare system'. This point will be elaborated in section-1.3.

⁶ OECD, *Sustainable Development Critical Issues*, Paris: OECD, 2001.

⁷ European Commission, *The Social Situation in the European Union*, Luxembourg: Office for Official Publications of the European Communities, 2001.

economic that dominate and the trade-offs between them. As a result of its subordinate position the social dimension remains undefined.⁸ As we will argue in the following Chapter, the main contender to fill this void has been the concept of social capital, itself a quasi-economic term and one which may be criticised on various grounds.⁹

The global debates on sustainability stimulated the European Commission to pave the way for preparing 'sustainable development indicators' as instruments for policies **to connect** the aspects of this tripartite approach. These indicators concern immediate questions of welfare and well-being, thus the welfare arrangements on local level.¹⁰ According to the Commission's recent document, these indicators have been developed together with Member States to monitor progress on the multitude of objectives of the EU Sustainable Development Strategy. This connection is an overarching objective of the EU. This is a highly urgent question since the EC is more and more conscious that the GDP-indicators are not sufficient to sufficiently monitor societal processes.¹¹ The project's **central thesis** is that with the help of a new organising principle, expressed on the basis of an adequate conceptual framework, the 'integration' instead of 'connection' of these aspects are a condition for a comprehensive understanding of sustainability also on local level. It is this organising principle which will pave the way for the evolution of the concept of cohesion as well in order to pave the way for the understanding of 'sustainable cohesiveness on local level' and the role of welfare (well-being) arrangements for underpinning the cohesiveness.

1.1.4 *Eleven local case studies as the hard core of the research project*

For its operationalisation the project will, first, deliver a contribution to an adequate theory of sustainable cohesiveness on local level. This regards its deductive based challenge. It will be based on previous European research – and recent extensive Asian research - which paves the way for a new organising principle as explained in section-1.4. Second it will carry out empirical work by analysing processes on local level, namely **eleven local case studies**. This regards its extensive inductive based challenge. These local case studies are designed to:

- Understand the complex of policies and provision, formal and informal, to determine welfare/well-being at the local level by further elaborating and applying a new conceptual framework based on the recognised organising principle,
- Further elaborating and applying a new yardstick or tool (section-1.4 and Chapter-3) which has proved advantageous in previous research since 2001 in Europe as well as recently in Asia at both micro and macro levels, to gain a consistent picture of local welfare/well-being,
- Produce a typology of welfare arrangements on the basis of this evolving conceptual framework, resulting into adequate methodological comparative research,
- Produce practical examples of successful and unsuccessful local initiatives designed to promote welfare/well-being with the help of the typologies,
- Shed light on the bases for sustainable welfare provision in economic, socio-political and environmental terms for understanding the consequences for the overall sustainability at local level with the help of well-grounded surveys,
- Publish policy guidelines applicable to the broad range of member states on sustainable welfare provision for strengthening local welfare systems.
- To design a communication strategy in order to start the dialogue about the first outcomes with members of existing or new local networks at an early stage,

⁸ M. Lehtonen, The Environmental: Social Interface of Sustainable Development: Capabilities, Social Capital, Institutions, *Ecological Economics*, Vol. 49, No 2 (2004), pp. 199-214.

⁹ A.C. Walker, *Social Quality and Sustainable Welfare Regimes*, Sheffield: University of Sheffield, 2007

¹⁰ CF. Eurostat Statistical Book, *Measuring progress towards a more sustainable Europe*, Brussels: Eurostat, 2007.

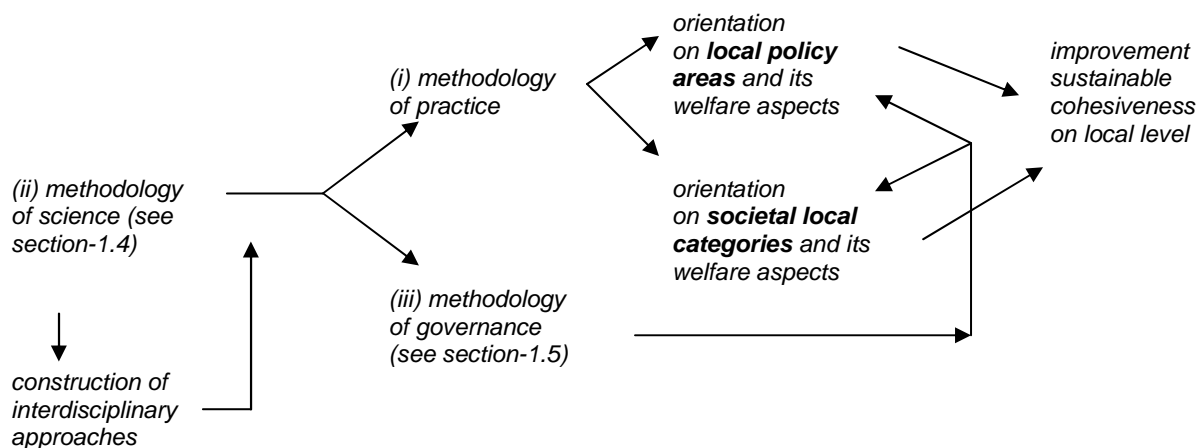
¹¹ Commission of the European Communities, *Communication from the Commission to the Council and the European Parliament: GDP and beyond: Measuring progress in a changing world*, Brussels: EC, COM (2009), 433 final, 2009, p.7.

- To explore the heuristic example of the Dutch local case Laak North as proposed frame of reference for deepening the understanding of the previous seven points.

1.1.5 *The local case of the Dutch Laak North as the project's frame of reference*

On request by the French Government the NICIS Institute in The Hague analysed the way how forty European cities try to pave the way for sustainable development of their local level. It concluded that the main problems are the overall incapability to execute really integrated development policies, to diminish the influence of silo-thinking and sectoral interest groups, to enhance the capacity, skills and knowledge of professionals and to increase the participation of the poor and marginalized groups in decision-making and implementation. Furthermore, each city applies its own non-theoretically based interpretation of sustainability. The significance of this concept is quickly fading away. Consensus about a methodological framework is lacking everywhere in Europe.¹² Since the beginning of 2006 a start is made with support by the European Foundation on Social Quality to develop the welfare/well-being and physical aspects of the quarter of Laak North of the City of The Hague. This took place in collaboration with non-for-profit organisations, departments of the municipality, groups of the population and academic institutes. This resulted into the start of the articulation of the methodological framework and application of its three aspects: (i) the methodology of practice (concerning the policy areas and societal categories), (ii) the methodology of science (for interdisciplinary research) and (iii) the methodology of governance for renewing forms of collaborations between all stakeholders. This approach is presented in an extensive working-paper.¹³ It may be illustrated in the following figure, which will be further explained in section-1.5.

Figure-1: The methodological layers of the case 'Laak North'



In the meantime, the Municipality of The Hague decided to declare this quarter Laak North as an experimental urban space in the beginning of 2009.¹⁴ This was a clear sign for community groups and organisations in Laak North to start collaboration under the lead of the new 'community coordinator'. In the beginning of 2010 the start of a website about processes in

¹² K. van Dijken, M. Grisel, W. Hafkamp, *Levers of public action for the development of sustainable cities*, The Hague: NICIS Institute, November 2008.

¹³ See note-1.

¹⁴ Gemeente Den Haag, *Laak Noord Scoort*, Den Haag: Dienst OCW, Januari 2009

Laak North was solemnly presented for a large audience.¹⁵ This legitimized a following step, namely the start of the 'Hague Academic Coalition for Sustainable Urban Development' (HACU). Its role is to construct interdisciplinary research (the methodology of science) to contribute – in collaboration with different departments of the municipality as well - to the elaboration of the methodology of practice, as well as to renew the methodology of governance for a new collaboration of the complex of actors on local level for developing the policy areas and the position and role of societal (local) categories.¹⁶ Thanks to this the 'case of Laak North' may function as a frame of reference for the project's other local case studies. The main **recent thesis** of the initiators of the case Laak North is, that a 'physical heart' of this part of the city could be highly functional for improving modern social relations on local level, in order to underpin sustainable cohesiveness.

1.1.6 *A recent underpinning for using this local frame of reference*

In his recent explanation the French Commissioner for the EC's Directorate Diversity and Equal Chances, Yazid Sabeg supposes the French values as equality do not work due to the existing gap between 'elite and the people'. The first remain able to continue an inflexible system for defending their own interests. Notwithstanding this, we recognise more and more diversity in Member States as consequences of migration processes. It will determine the essential characteristics on local level; and according to representatives of Laak North, it should become a strength. Sabeg says that therefore the transformation of education systems is essential. We have to change the access to the system of 'top education' in order to also improve the social inclusion of newcomers. In France, this seems rather impossible. For the Dutch four large cities this is a condition, because very soon half of their population will be the so-called 'newcomers'. This demographic dynamic will cause new socio-political, economic and cultural relations which can find a new expression in the urban 'heart of Laak North' in the future. We have to understand the outcomes in order to cope with it in a positive and constructive way. It will pave the way for new identities opening new horizons. Sabeg supposes, that by denying these processes we may expect an unbearable impoverishment of social cohesion and a decrease of sustainable social relations.¹⁷ And especially in the case of Laak North this challenge is the heart of the matter of recent investments, based on a new organizing principle.

1.1.7 *The role of the project's experts*

To assist the participants of the project a Steering-group of experts will especially elaborate the methodological based operationalisation of the objectives. For example, the National Italian Institute for economic and political research, Eurispes, will contribute to the theme of going beyond the GDP-indicators and the SDI-indicators; the National Centre for Health and Welfare research in Finland, STAKES will contribute to the elaboration of indicators to monitor progress of welfare/well-being; the HACU of the City of The Hague in collaboration with the Municipality of the City will especially contribute to the elaboration of a European local frame of reference; the International Institute for Social Studies in The Hague will contribute to compare the innovative character of the project in comparisons to the capability theory, social capital approaches and human security discourses and it will deliver a contribution to cope with the migrant issue; the Free University in Amsterdam will collaborate

¹⁵ See: www.LaakNoord.nl. On this website the complex of new change agents in this quarter present their activities and initiatives: a 'mother-centre', a 'father-centre', new sport facilities, the community role of the new school etc.

¹⁶ H.G.J. Nijhuis, L.J.G. van der Maesen, *Draft for a Methodological Framework to identify Responsibilities and Research Questions for Sustainable Neighbourhood and Urban Development and International Comparative Research and Cooperation*, The Hague: Municipality, December 2009.

¹⁷ Y. Sabeg, *The Western world refuses to change its ideas about muslims*, The NRC Handelsblad, Rotterdam (2010), Friday 22 January, p.4

with the University of Sheffield to address the important question of ageing in Europe; DISPOS of the University of Genoa and the European Foundation on Social Quality – in collaboration with an extensive Asian network of universities - will try to orchestrate the project and to deepen the contribution by different experts, etc.

Section-1.2: The working of internal and external forces: exploration of the problematique

1.2.1 The project's contribution to an alternative to the GDP-approach

As noticed, the European Union is undergoing fundamental challenges and changes caused by powerful external and internal forces. In its own terms it concerns: the institutional system should adapt to needs of complex governance rather than following a path of state-building in the traditional sense; the needs of taking a responsible role in the process of socio- and politico-economic globalisation rather than pursuing an aggressive and/or protectionist strategy; the need to answer the challenges of climatic change and more in general of environmental pressures rather than aiming on short-term growth; the need to analyse afresh social realities.¹⁸ The crucial question that now needs answering is whether the existing approaches provide adequate responses to the new challenges. The Commission's own conclusion is that it needs to analyse the consequences of external and internal forces afresh (see above) and that also the Gross Domestic Product (GDP) as measurement instrument for analysing and monitoring societal processes is not adequate. It claims: *'Critically, GDP does not measure environmental sustainability or social inclusion and these limitations need to be taken into account when using it in policy analysis and debates. The need to improve data and indicators to complement GDP has been increasingly recognised and is the focus of a number of international initiatives'*.¹⁹ The quality of societies and especially the quality of the local level and its constructive role of welfare arrangements can not be determined by economic indicators. This is only one of the whole spectrum of indicators. Even more serious is that it lacks any theoretical underpinning about the nature and changes of societies and the ethical/normative dimension.

1.2.2 Policy developments and challenges

Over the last eight years, Member States have tried to coordinate their efforts to address old and new societal challenges and to adapt their social protection systems to the new societal realities.²⁰ For the purpose of the proposed project we have to understand these challenges and political answers in order to present a context for our understanding of the local level in cities. Systematically they can be grouped in the following way. **First**, in economic respects the traditional growth model is under pressure. This is a complex issue and the current major crisis shows the problematique by how the different dimensions are interwoven. The responsibility has to be seen in national policies but also in the lack of integrity of the global developments.²¹ **Second**, environmental pressure has been connected with these developments: One aspect that has to be mentioned is some lack of thoughtfulness when it came to the development of certain regions. Many examples can be shown where development could well be adopted to the current and future conditions of the environment. However the most successful examples have been those that built on a strategic approach that searched for answers by looking at the socio-ecological dimension rather than engaging purely in technical realms (add the socio-political dimensions of sustainability).

¹⁸ European Commission, see note-3.

¹⁹ European Commission, see note-11, p. 2.

²⁰ European Commission, *Equal Opportunities Units E.2 and E.4: Joint report on social protection and social inclusion*, Brussels: DG Employment, Social Affairs and Equal Opportunities, 2009.

²¹ European Commission, *Restructuring in Europe 2008. A review of EU action to anticipate and manage employment change*, Brussels: DG Employment, Social Affairs and Equal Opportunities, 2009.

Third, social disparities have been and still are a major concern between and within member states. Surely important steps were made in terms of economic growth. The Growth and Jobs Strategy could as well gain some ground in supporting economic change that allowed job creation.

1.2.3 *Arguments for the local level as object of research*

With these three points in mind, it is still an undeniable fact that the growth strategy has to a large extent been accompanied by a growing gap between different strata of societies regional and local disparities, their in part contradicting effects on different groups within societies (including within local communities) and the emergence of precarious working conditions. Thus the positive results don't take away the necessity to strengthen the engagement, especially in order to improve delivery on the agreed common objectives and make a better use of widely agreed indicators. In spite of the European Council's commitment in 2000 'to make a decisive impact on the eradication of poverty', there are no signs of an overall reduction in poverty rates in the EU. For example, 80 million Europeans live at the risk of poverty, which means they face insecurity, and go without what most people often take for granted. (16%). Among them, children are at even greater risk: 19%.²²

Moreover, the traditional concepts of social security, social cohesion and social exclusion are, if not contested, so at least open for debate. A clear example is the debate on flexicurity, a concept originally coming from Denmark and developing very different shapes and meanings when adapted on different national and local levels.²³ It is important to acknowledge that it is a major challenge that a general concept as for instance that of flexicurity actually comes to life only when we look at the local level. At this level we find the real challenges for providing security and developing cohesion or we find the serious dangers for impoverishment and increasing precarity. And here the conditions are also set for transforming global policies into settings that try to answer the conditions for citizens' daily circumstances.²⁴ This means as well that **the local level needs** to be much more centre staged when it comes to policy development.

1.2 4 *The purpose of the research-project*

Also with the presentation of section-1.1 in mind, we may formulate the purpose of the research-project, namely to investigate the different patterns of local welfare provisions and their impact on well-being, inclusion, social cohesion and sustainability. This implies an understanding of the forces and policies, transforming the conditions of local daily circumstances. The research is dedicated to produce results of value to both policy-makers and citizens. The main method of investing will be local case studies in eleven countries, chosen to provide a broad representation of countries, localities and socio-economic dimensions. Especially the local case of Laak North will function as a heuristic example for all local case studies. The case studies will comprise both quantitative and qualitative approaches. This will enable the research-project to understand the roles of different stakeholders – national, regional and local; formal and informal –the dynamics of their

²² That is a reason to explain the year 2010 as the European Year for Combating Poverty and Social Exclusion, Decision nr. 1098/2008/EC of the European Parliament and of the Council of 22 October 2008.

²³ This theme has been analysed by a European project of the European Foundation on Social Quality. See: Fr. Nectoux, T. Korver, L.J.G. van der Maesen (eds), Flexibility and Security in Employment and Social Quality, *The European Journal of Social Quality*, Vol. 4, Issues 1&2 (2003), 250 pages. This double issue is based on the project financed by DG Employment and Social Affairs and nine participating universities in Europe. All of them published an article about the outcomes of this common research.

²⁴ P. Herrmann, L.J.G. van der Maesen, Social Quality and Precarity: Approaching New Patterns of Societal (Dis-)Integration, in: R. Hepp (ed), *The Fragility of Socio-structural Components*, Bremen: Europaesicher Hochschulverlag, 2009, pp. 60-75 (see also: working-paper nr.1: www.socialquality.org). It is an outcome of the Foundation's participation to three European conferences organised by EURISPES in Rome about the European Social Model.

interrelationships (isolation, cooperation, collaboration, integration) as well as the impact on citizens. The research-project is underpinned by a new conceptual framework, expressing an effective 'organizing principle, as will be explained in section-1.4. In the light of the experiences with the local case Laak North it is demonstrated that this approach provides a theoretical understanding of the social basis of welfare and well-being, and encompasses inequality, social inclusion and social cohesion.

Section-1.3: Two concepts connected with the project's main objective

1.3.1 *Introduction: fallacies of national welfare studies*

Traditionally there is – at least in the majority of the Member States of the EU – a gap and in cases even a contradiction between the central level as major actor when it comes to policy definition and the local (and even sub-national) level when it comes to policy implementation. This is well reflected in policy research where the local level is usually at most seen in its relevance for the implementation of policies whereas only little is researched about the relevance of the local level in its wider understanding as (part of) welfare regimes. The regime debate focuses, though different in nuances, around the old questions as they have been brought forward especially by Harold Wilenski and Charles Lebaux, Richard Titmuss and much later Gøsta Esping-Andersen. Richard Titmuss, for instance, draws attention on (i) the residual welfare model of social policy, (ii) the industrial achievement-performance model of social policy and (iii) the institutional-redistributive model of social welfare.²⁵ Esping-Andersen, later, translated this into the different political traditions, and linked it to liberalism, conservatism and social-democratism.²⁶ He also provided some – though frequently contested with good reasons – empirical evidence. However, by and large all the debates failed in addressing the real life situation of the citizens and the question of how the welfare-policies actually emerged out of everyday's life by answering needs, movements and disputes. As well, the significance of the different societal categories – in terms of emerging welfare policies and as well in terms of the effects of welfare policies – have to a large extent been neglected. In the following chapter we will come back to this question. Two problems can be detected behind this failure. First, the preoccupation by a limited understanding of social and welfare policies respectively. Second, the limitation due to employing an institutional paradigm when analysing political systems.

a. *The limited understanding of social and welfare policies*

With regard to the limited understanding of social and welfare policies, they cannot be taken in isolation from other policy areas. In social work science is a long and intensive debate on socio-ecological and systemic paradigms which unfortunately finds only little repercussion in social policy debates. This is not only regrettable because in this way a part of the policy-arena – the life world – is easily faded out but also because it reflects a shortcoming by approaching policy-making on an inappropriate aggregate level. If we define ***the social*** 'as the outcome of the interaction between people (constituted as actors) and their constructed and natural environment. With this in mind its subject matter refers to people's productive and reproductive relationships', we can easily detect the enormous importance of the local level for defining both, needs and the 'delivery' of relevant policies.²⁷ The frequently

²⁵ R. M. Titmuss, *Social Policy. An Introduction* (Edited by B. Abel-Smith, K. Titmuss), London: George Allen & Unwin, 1974, p.30.

²⁶ G. Esping-Andersen, *The Three Worlds of Welfare Capitalism*, Cambridge: Polity Press, 1979, G. Esping-Andersen, *Social Foundations of Post-industrial Economics*, Oxford: OUP, 2000.

²⁷ The most recent publication about ***the social*** from the side of the social quality approach is: D. Gasper, L.J.G. van der Maesen, T. Truong, A.C. Walker, *Human Security and Social Quality: Contrasts and Complementary*, The Hague: ISS, working-papers 264, November 2008 (www.iss.nl).

discussed welfare mix - the delivery of welfare and well-being provisions in a triangular field of state, market and civil-society - with this in mind gains a much wider meaning. It comprises national, provincial/regional and local governments, companies, non-for-profit organisations, small and large non-governmental organisations, civic movements, families, local networks and civic groups.²⁸ It is now not about the delivery of the provisions or services (even if they are understood in a wide sense). Rather, it is about the constitution of the social itself.

b. Limitation of the institutional paradigm

With regard to the limitation of the institutional paradigm, approaching these policy topics on the local level allows us to understand welfare policies on this level – and subsequently local welfare systems – as mediator in three important instances:

- as mediator amongst different institutions and also between institutional and non-institutional actors, focussing on the main policy areas of daily circumstances,
- as mediator between different fields of policy making, including areas that are usually not considered as relevant in social policy terms, focussing on societal local categories,
- as mediator between different time-horizons, concerning the reciprocity of policy areas and local categories.

This goes far beyond the institutional approaches that only look at the frameworks, however without providing sufficient insight into the mechanisms of how they effectively reach real life in terms of empowering people to master it, by being active part of the overall social and societal processes.

1.3.2 The concept of local welfare arrangement and provision

As such we are concerned with a complex process of ‘de-institutionalising’ policy making, focusing on local welfare systems that are shaping the social as matter of active development in different ways rather than as matter of (passive) social maintenance. In this project we will go beyond the dichotomy between welfare and well-being.²⁹ We will define ‘**local welfare arrangement**’ as a merger of the different layers of mediation as they have been presented before and their interaction with specific dynamics of the local level. In practical sense they concern aspects of the main policy areas and societal local categories (see Figure-1) which will enable people to act as responsible citizens in their daily circumstances. We will define ‘**welfare provisions**’ as those provisions delivered by a manifold of actor-complexes: institutions, structures, organisations, communities and their ngo’s, families, informal networks, groups and individuals which will change (for maintaining, improving or reducing) parts of the welfare system as aspects of the policy areas and societal categories. These provisions may be appreciated as an add-on to most other aspects of the complex of permanently changing provisions which are necessary for a dignified life which enables social justice, solidarity and equal value.

1.3.3 Local welfare arrangements and their challenge for sustainability

²⁸ See for the elaboration of this theme: M. Calloni, Social Quality, Gender Relations and Daily Life: Towards a Cross-Cultural Approach, (pp. 69-85), K. van Kersbergen, Welfare State Theory and Social Quality (pp. 87-103); O. de Leonardis, Social Market, Social Quality and the Quality of Social Institutions, (pp. 199-211); A. Evers, Welfare Dynamics, The Third Sector and Social Quality, (pp. 2130-231) in: W.A. Beck, L.J.G. van der Maesen, F. Thomése, A.C. Walker (eds), *Social Quality: A Vision for Europe*, The Hague/London/Boston: Kluwer Law International, 2001.

²⁹ In this respect we accept the comments by Ian Gough and Geoff Wood on the traditional and highly restricted concept of welfare, see: I. Gough, G., Wood et al, *Insecurity and Welfare Regimes in Asia, Africa and Latin America: Social Policy in Development Contexts*, Cambridge: CUP, 2004, and: G. Wood, Labels, Welfare Regimes and Intermediation: Contesting Formal Power, in: R. Eyben, J. Moncrieffe (eds), *The Power of Labelling*, Earthscan, 2007, pp. 17-32.

On the local level sustainability is a special feature: on the one hand by definition find a limitation of resources: in a globalised world it is not only difficult to achieve but also even hardly politically desirable to orient on self-sustaining micro-systems. This may well be functional for certain areas – however it is deemed to fail in a macro-perspective. It is important, though, to acknowledge that the possible resource-poverty is complemented by a resource affluence: it is on the local levels where human resources in the widest meaning of the word are available. In this context it is a challenge that resources easily flow out of many localities but are difficult to gain as incoming matters. One example is the real or potential brain drain, not least relevant in connection with demographic changes. As much as environmental issues are a serious issue for sustainability, the core of any matter of sustainability is the organisation of society and the way in which societies organise cohesion, here understood as matter of balancing core determinants of citizens' daily life. Part of these are environmental in terms of development of nature and natural resources; part of them are concerned with financial feasibility and accountability. Furthermore, part of them are concerned with demographic developments, securing balanced patterns of the distribution of different demographic groups. This is especially important when it comes to issues of age and people with a background of migration. Finally, part is – definitely not least - the social sustainability, i.e. the need to answer the (danger of) increasing social inequality. In this light cohesion and sustainability are intrinsically linked in the same way at the local level and its welfare is genuinely a core element (element understood as elementary form) of the national, European and global developmental patterns (welfare arrangements).

1.3.4 *Social cohesion on local level: some conclusions*

To analyse the consequences of the external and internal forces which influence daily circumstances on local level, the application of a conceptual framework is a *conditio sine qua non*. It is impossible to 'analyse' radical societal changes afresh, without such a framework as point of departure for adequate methodological work for empirical research. This is also the case for research on welfare arrangements, the policies for developing provisions to influence these arrangements and the connection with the recent crucial theme of sustainability. It is quite usual in discourses on European level to discuss related themes as social cohesion and exclusion (as well as social protection or social inclusion) as unrelated phenomena, not referring to a theoretically well-grounded conceptual framework. This state of affairs is reflected in social research (including economics). According to Ananta Giri, *'in the modernist mode, social research was considered only an epistemic engagement, a project of knowing about the world with proper procedure and scientific method. But this only embodies a questionable 'social ontology' which in its 'empiricist version treats human beings as independent objects susceptible to representation, or at least, a medium in which the designative dimensions of concepts can be disconnected rigorously from the contexts of rhetoric, action, evaluation in which they originate.'*³⁰

Traditional discussions on social cohesion based on modernisation theories are insufficient in order to understand the nature of social cohesion on the local level to prepare for sustainable cohesiveness. This demands a change of approaches regarding social cohesion in connection with the question of 'going beyond GDP'. The GDP-indicators are concerned with certain aspects of societies and the constellation of the overall performance has to acknowledge a more differentiated approach, considering as well contradicting and possibly negative aspects of traditional measurement of economic growth. As we will demonstrate below an expert-team from the National Seoul University demonstrates, that the GDP-approach or the capability approach has not pointed out clearly that in spite of the 'economic progress' of South Korea its social cohesion is decreasing, which is a serious threat for

³⁰ A. Giri, *Creative Social Research: Rethinking Theories and Methods and the Calling of an Ontological Epistemology of Participation*, Madras: Madras Institute of Development, 2008.

Korean society. It applied the new innovative theory – to be discussed in following section - to legitimize this highly serious conclusion.³¹

Section-1.4: An innovative and theoretically based approach

1.4.1 The theory of social quality and its theorising of 'the social'

The development of comparative research in the EU - with the arguments of section-1.2 and section-1.3 in mind – implies an innovative conceptual framework. In this section we will introduce some essential elements of the **social quality approach** to realise an innovative approach. The essence of the idea of social quality is the social nature of human beings. This is reflected in the definition: *'the extent to which people are able to participate in the social, economic and cultural life of their communities under conditions which enhance their well-being and individual potential'*.³² Although the definition emphasises individual well-being and potential, it means that these are derived from social engagement or participation. Thus the focus is on the extent to which the quality of social relations promotes both participation in social development and individual human growth and development. In other words, there is no individual well-being and development without social relations. Again in other words, 'positive social relations' are an elementary part of well-being.

Starting from the assumption that people are essentially social beings, rather than atomised economic agents, it is argued that self-realisation depends on social recognition. It is obvious, that a person's self-realisation is derived from their interaction with others in a world of collective identities (families, communities, companies, institutions). Thus there is **interdependency** ($=\alpha$) between processes of self-realisation and those of collective identity formation. Of course, in order to participate in these processes people must have the capacity for self-reflection and the collective identities they interact with must be open. It is here, in these interdependent processes, that **'the social'** is emerging and permanently changed. The field in which these interdependent processes take place is that represented by the **interplay** ($=\beta$) of two critical tensions: the horizontal tension between the formal world of systems and the informal life-worlds of families, groups and communities; and the vertical tension between societal development and biographical development (see Figure-3 below). It results into the **interference of α and β** .

1.4.2. Three set of factors

Three sets of factors play the key roles in the creation of social quality. Once competent actors are constituted (see below), the opportunities for and outcomes of social quality are determined, first, by four **conditional factors**. The first says, that people have to have access to socio-economic security in order to protect them from poverty and other forms of material deprivation. The second says, people have to experience social inclusion in, or minimum levels of social exclusion from, key social and economic institutions such as the labour market. The third says, people should be able to live in communities and societies characterised by social cohesion. And the fourth says, that people must to some extent be autonomous and socially empowered in order to be able to fully participate in the face of rapid socio-economic change. Each factor is an outcome of processes concerning the formation of a diversity of collective identities, strongly influenced by the interplay of processes of self-realisation across two main tensions and is, therefore also situated in one part of the quadrangle of the conditional factors (see Figure-3, below).³³

³¹ Y.Jaeyeol, D. Chang, *Social Quality as a Measure for Social Progress: Paper on behalf of the Third OECD World Forum on Statistics, Knowledge and Policy*, Seoul: Seoul National University, October 2009.

³² W. A. Beck, L.J.G. van der Maesen, A.C. Walker (eds), *The Social Quality of Europe*, The Hague/London/Boston: Kluwer Law International, 1997. This concerns the first main study by the European Foundation.

³³ W.A. Beck, L.J.G. van der Maesen, F. Thomése, A.C. Walker (eds), *Social Quality: A Vision for Europe*, The Hague/London Boston: Kluwer Law International, 2001. This concerns the second main study by the European Foundation.

The interference between α and β results, secondly, into the **constitutional factors**: First, personal (human) security, concerning the institutionalisation of the rule of law. Second, social recognition concerning interpersonal respect between members of the community.

Third, social responsiveness concerning the openness of groups, communities and systems. Fourth, personal (human) capacity, concerning the individual's physical and/or mental ability. Each factor is also mainly influenced by two aspects of the interaction between the two main tensions and is, therefore, especially situated in one part of the quadrangle of the constitutional. Thirdly, a set of **normative factors** are used to make judgements about the appropriate or necessary degree of social quality, based on linking the constitutional and conditional factors at a specific place and a specific time. The normative factors are: social justice, in relation to socio-economic security; solidarity, connected to social cohesion; equal value, as a criterion in relation to social inclusion; and human dignity, in relation to social empowerment.

Figure-2: The social quality architecture

Constitutional factors (processes)	conditional factors (opportunities + contingencies)	normative factors (orientation)
<p><i>personal (human) security</i></p> <p><i>social recognition</i></p> <p><i>social responsiveness</i></p> <p><i>personal (human) capacity</i></p>	<p><i>socio-economic security</i></p> <p><i>social cohesion</i></p> <p><i>social inclusion</i></p> <p><i>social empowerment</i></p>	<p><i>social justice (equity)</i></p> <p><i>solidarity</i></p> <p><i>equal valuation</i></p> <p><i>human dignity</i></p>
<i>[outcomes will be qualified by profiles]</i>	<i>[outcomes will be measured by social quality indicators]</i>	<i>[outcomes will be judged by the application of criteria]</i>

1.4.3. The social quality welfare regimes

On the basis of the previous arguments we presented (see above) the social quality architecture. It shows the three dimensions and their interconnectedness. We will argue that the application of this architecture will present a unique opportunity to analyse and to understand the nature and working of local welfare arrangements in an innovative way. In line with welfare regime theory we hypothesise that there are different 'social quality regimes' depending on variations in the interactions between the constitutional and conditional factors, within their normative context. The concept of social quality did not spring up instantly, it is the product of a long tradition of socio-political and political economic thinking. The immediate impetuses were the lack of clear conceptual thinking about the goals of social policy or social development, such as reductions in social exclusion or increases in social cohesion, to which the introduction of new terminology and its different use (for instance 'social capital') only added to the confusion; the absence of a coherent methodology by which to integrate the various goals of and key actors in social change; the increase in the long term subordination of social policy to economic policy (a mirror image of the relationship between economic and social development); and the political assault on the European social welfare systems inspired by neo-liberalism. In other words the start of social quality theorising in the midst of the 1990s implied the search for an answer on the one-dimensional

economic thinking and interests and the dominance of the GDP-indicators to analyse the state-of-affairs and societal progress.³⁴

1.4.4. *An excursion: the concept of social cohesion*

European institutions see social cohesion as an important goal of their social and economic programmes. Jeannotte has made a valuable contribution by analysing the approach to social cohesion of two European related institutes, the European Union and the Council of Europe. She found that the implicit definition of social cohesion used by the organisation has evolved from a fairly narrow economic and materialistic focus to encompass elements related to social well-being, as well as cultural and democratic cohesion. Jeannotte's characterisation of a cohesive society demonstrates the interlinking of the different social quality conditional factors. The political characteristic of a cohesive society can be linked to the justice aspects of social cohesion but also to social inclusion (active participation in society and having access to institutions) and social empowerment (freedom of expression, free flow of information). The economic characteristics are invariably linked to socio-economic security.³⁵

This theme will be published soon in the Foundation's third main study.³⁶ In this book the first outlines presented in the Foundation's second main study could be elaborated as a result of the work carried out by the European Network on Social Quality Indicators (ENIQ), active between 2001 and 2006 (see the third Chapter). ENIQ elaborated the concept of social cohesion as well. It is, like the three other conditional factors, an outcome of the interference of two types of processes (between α and β , section-1.4.1). Since the subject matter of 'the social' is an outcome of this interference in first instance, the subject matters of the conditional factors are as well an outcome of this inference and therefore intrinsically related to each other and 'the social'. In other words, contrary to all other approaches of social cohesion, in the concept of social quality the concept is totally related to the other conditional factors (as well as the constitutional factors).

Social cohesion as an outcome of this interference of α and β is the extent to which social relations, based on identities, values and norms, are shared. Social cohesion refers to the glue which holds together communities and societies. It is vital for both social development and individual self-realisation. The contemporary discussion of cohesion often centres on the narrow popular concept of social capital but its legacy stretches back, via Durkheim, to solidarity, shared norms and values. **Socio-economic security** is the extent to which individual people have resources over time. **Social inclusion** is the extent to which people have access to and are integrated into the different institutions and social relations that constitute everyday life. Social inclusion concerns citizenship. **Social empowerment** is the extent to which the personal capabilities of individual people and their ability to act are enhanced by social relations.³⁷ The theme of the conditional factors is illustrated in Figure-3. In this figure, the constitutive interdependency is not illustrated, only the interplay of both main tensions. But the conditional factors are resultants also of this interdependency. Furthermore, the theory does not suggest that processes resulting in these four factors are

³⁴ A.C. Walker, see note-9. Romano Prodi, former President of the EC, welcomed the Foundation's second main study as a breakthrough in the traditional discourses on cohesion, inclusion, socio-economic security and social empowerment, see W.A. Beck et al, note-32, *Preface*.

³⁵ M. S. Jeannotte, *Social cohesion around the world: an international comparison on definitions and issues*, Quebec :Strategic Planning and Coordination, Department of Canadian Heritage, 2000.

³⁶ L.J.G. van der Maesen, A.C. Walker (eds), *Social Quality Indicators for Analysing Societal Trends, their Contradictions and Challenges (working title)*, London: MacMillan, forthcoming in 2010. It concerns the chapter by: D. Phillips, Y. Berman, The Conditional Factor of Social Cohesion.

³⁷ This theme has been elaborated in: W.A. Beck et al, see note-32 and D. Gasper et al, see note-26.

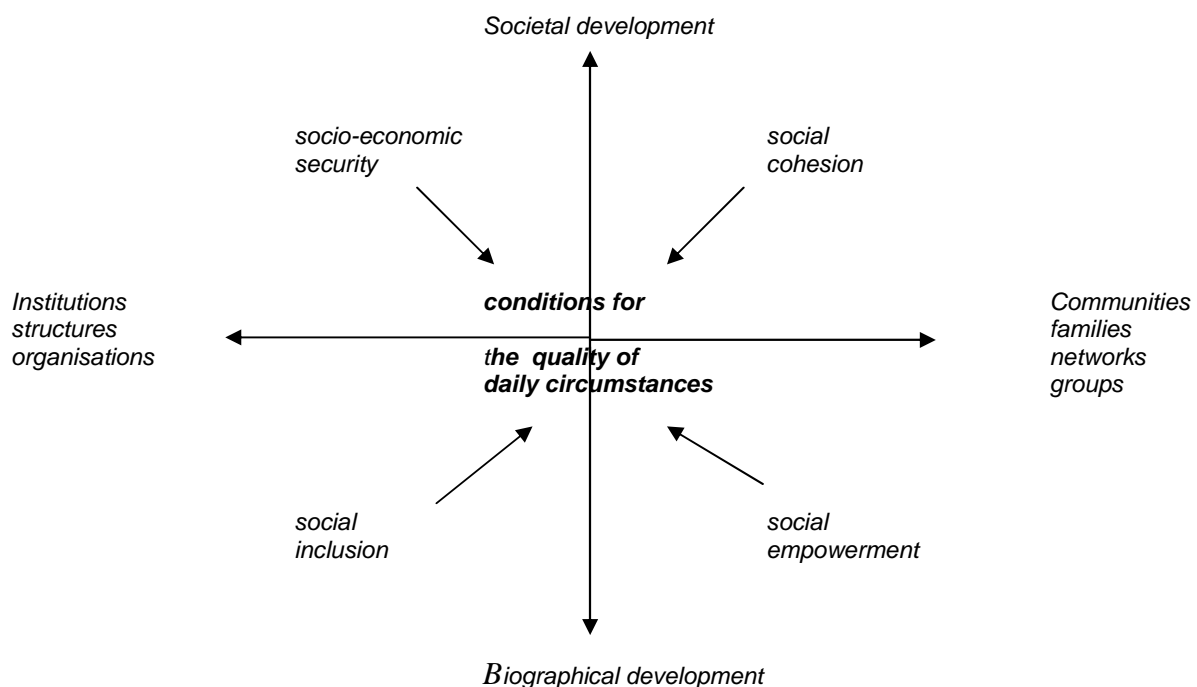
restricted to a dual tension such as the one between societal development and the world of daily life (communities, families etc). However, it claims that there is a difference in accent.

1.4.5 *An innovative approach of welfare arrangements and welfare policies*

Thanks to this interrelatedness of the three sets of factors (see Figure-2), research of local welfare arrangements and policies for delivering provisions may be related to the theory, which explores the interrelationship of these three sets of factors. Therefore we are enabled to analyse the characteristics of the welfare system on local level in a totally new way.

According to the theory of social quality, parts of the welfare system are also connected with aspects of the conditional factors, as well as with aspect of the constitutional factors. Their role may be judged with the help of the normative factors. To really stimulate sustainable cohesive social relations on local level the accent on one conditional factor – see for example the traditional accent on different domains of the conditional factor of socio-economic security (the increase of jobs, social protection, the renewal of health and social care or housing conditions) is not sufficient.

Figure-3: *two main tensions and the four conditional factors*³⁸

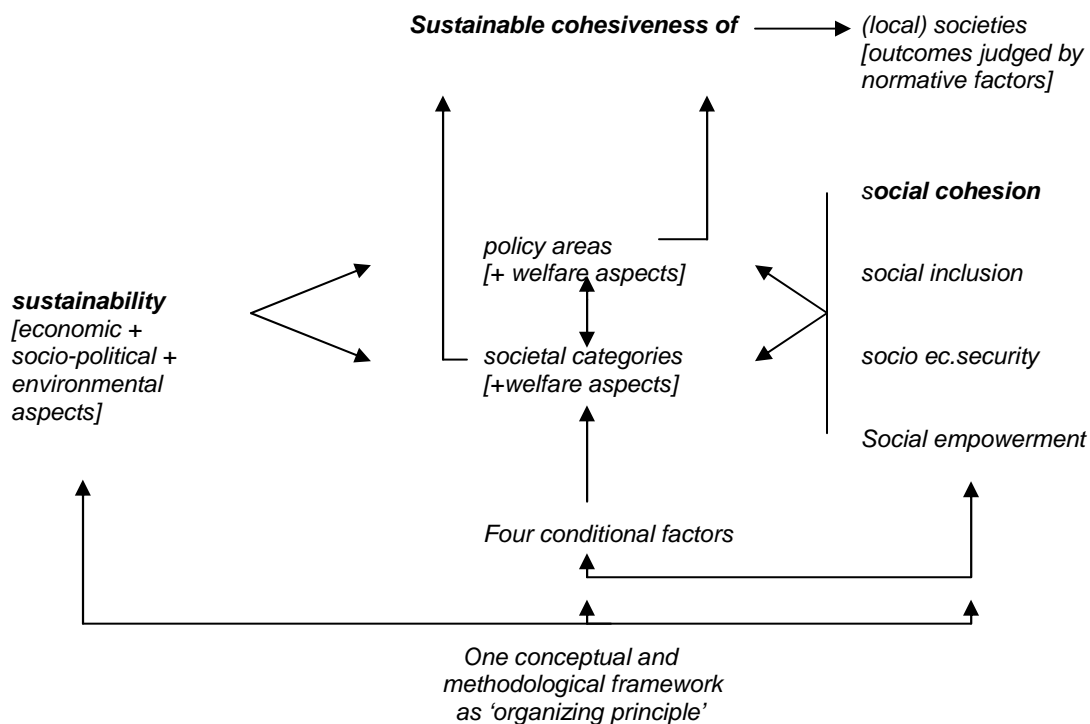


To understand the nature of sustainable cohesiveness the theme of social cohesion is highly crucial, seen in connection with the other conditional as well as constitutional factors. And as noticed, policies concerning the local level – oriented on aspects of the conditional and constitutional factors – should be oriented on accepted ethical standards, expressed by the normative factors. The outcomes of these policies should be judged by these factors. Therefore this architecture will function as a **unique instrument** to analyse the nature of local welfare arrangements as an outcome of the reciprocity of external and internal forces, which will be confronted with the local structures and their dynamics (see section-1.1).

³⁸ A same graph may be given for the constitutional factors: W.B. Beck et al, see note-32.

In the following figure we will illustrate in which way the social quality approach enables us, first, to analyse respectively the nature of the different policy areas (and their welfare/well-being aspects) as well as the position of societal (local) categories (and their welfare/well-being aspects). Second it enables us to explore their interrelatedness with the help of questioning the way the state-of-the-art and the effects of forces and policies influence the nature of the four conditional factors of these areas and categories. Also with regard to this theme we are able to question the way they influence the nature of the constitutional factors of these areas and categories. It will also enable us, third, to analyse the extent of sustainability, since the (integrated) effects of the global based aspects of sustainability will be implemented and realised in the policy areas and societal categories on local level. By the application of the conditional factors (with the help of social quality indicators) and the constitutional factors (with help of the profiles) these effects can be explored and understood. This prevents a totally isolated analysis of social cohesion (and for example social exclusion) on local level, not grasping the comprehensive effects of external and internal forces.

Figure-4 *The interrelatedness of 'realities' on local level*



1.4.6 *The new concept of social cohesion going beyond economism and mainstream theories*

This approach contests the false but manufactured separation between the 'economic' and the 'social'. This is the case on the local level with the question of policy areas as well as globally with the question of sustainability. It denies the superiority of economism and production over social relations and, critically, denies the illusion that these are detached from their social context.³⁹ This serious conceptual deficiency has had important practical spin-offs such as, first, the lack of attention paid to understand and measure the social dimensions of sustainability, in contrast to the huge concentration on the economic and ecological ones. Second, the lack of a theoretical and practical based integration of the

³⁹ A.C. Walker, *Social Planning*, Oxford: Blackwell, 1984.

economic and ecological ones. The social quality paradigm questions not only the tripartite model of sustainability but also the concept itself. In addition to its narrow construction there is also the danger that it exerts a conservative influence on policy making by emphasising only the maintenance of existing institutions and priorities.⁴⁰ With regard to the national and local level, the emphasises of the European Commission on the development of social cohesion as a productive factor of economic development as occurred with the Lisbon agreements in 2000 is an outcome of the same problem, resulting from the neo-liberal ideology.⁴¹

By relating social cohesion with the concept of 'the social' as an outcome of people's productive and reproductive relationships we may demonstrate (see the following chapter) that this approach goes beyond the dominance of human actions as outcomes of individual motives, drives or instincts (Pareto, Hayeck, Friedman); it answers the problem/helps to overcome the duality between agency and structure (the voluntarism by for example Weber, Giddens); and it rejects the paradigm of the dominance of collectivities (collectivism by Durkheim and traditional left-wing approaches).⁴² By accentuating the interplay of both tensions – the horizontal and vertical axes – this approach also goes beyond the important theory by Habermas because his central attention is geared on the horizontal tension, not taking the tension between biographical and societal development into consideration. This core point of the approach explains, why it will be enabled to offer Europe something new. It paves the way for a ***new understanding of social cohesion*** by going beyond the hereupon related traditional fragmented and isolated research and policy-making processes on social cohesion, or social inclusion etc. This has recently been acknowledged by the OECD during its Third World Forum in October 2009. It awarded the paper of the National Seoul University on the application of social quality indicators for analysing the nature of social cohesion in Korea as the best of 200 other papers because: *'it shows good balance between good conceptual analysis and practical implementation, and that the approach has built more reliable indicators and contributed to the better policymaking. It is, without question, at the forefront of the OECD's visionary initiative'*.⁴³

1.4.7 *New forms of governance for sustainable development*

In order to develop local welfare systems in our understanding (see above) a change of the governance approach is a condition due to the classical (European based) accent on the national, provincial and local political bodies as main actors for welfare (and well-being) provisions, neglecting emergent processes caused by a manifold of actors outside the political domain. This dominant and one-dimensional accent prevents a real insight into processes and outcomes related with the local welfare systems. The new understanding implies, firstly, all research on the reciprocity between both sides of the horizontal axe: (i) on the left side political bodies, administration, private and commercial organisations (world of systems) and (ii) on the right side communities, ngo's, families and networks (world of daily life). Secondly, this reciprocity should be connected with the results of the tension between societal developments and biographical developments (the vertical axe). To be effective, for really enhancing the position of people as responsible citizens we need new principles of governance in the broadest sense. Thus the external and internal forces should be addressed by processes according to new principles of governance.

⁴⁰ M. Lehtonen, see note-7 and A.C. Walker, see note-9.

⁴¹ Council of European Union, *Presidency conclusions*, Lisbon: Release SN 100/100, 2000.

⁴² In the European Foundation's third main study the distinction between the ontological and related epistemological ground patterns of Western analyses will be elaborated and connected with aspects of the social quality approach, see note-35.

⁴³ Y. Jaeyeol, Letter about the outcomes of the evaluation of the OECD-committee (Third OECD World Forum, October 2009), namely that the paper 'Social Quality as a Measure for Social Progress (**see note-30**)', was awarded as the best paper, out of 200 papers among 2000 participants from more than 100 countries, Seoul National University, 5th November 2009.

Section-1.5: The local space of Laak North as frame of reference

1.5.1 *Preparing a general frame of reference*

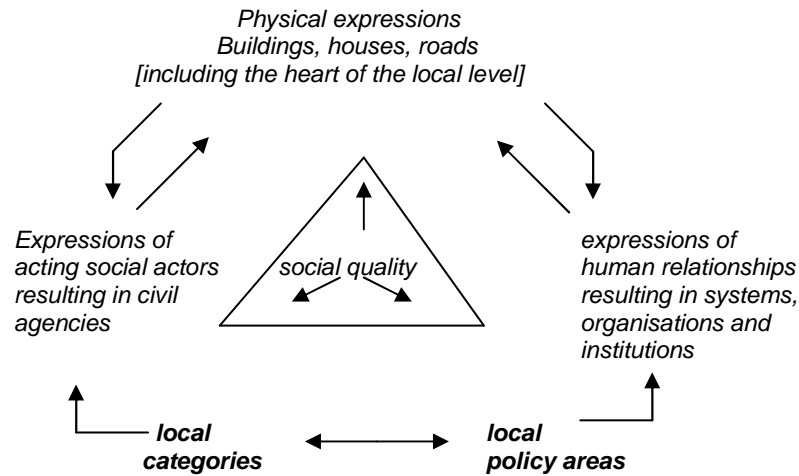
The first section refers to the impressive dynamic processes in the case of Laak North of the Dutch City of The Hague carried out since 2006 by different actors in the city of The Hague (in The Netherlands). Therefore the initiative was made by the board of a whole of different schools (the Esloo-Group of Schools), the European Foundation on Social Quality in collaboration with the International Institute of Social Studies (ISS) and a department of the municipality of this city (section-1.1.5). At the moment more than 50 languages are spoken in this quarter. The socio-economic and socio-cultural infrastructure has impoverished compared to many other quarters in The Hague and other Dutch cities. And according to a document by the municipality, the quality of daily circumstance has significantly decreased over the last decades as well. Since the end of the 1990s the Esloo-Group made a begin for planning a school for practical education in Laak North according to some new ideological principles. A school should be changed from a closed system into an open system, contributing to societal processes in the community and to function as a physical part of the proposed '**heart of Laak North**'. This initiative could be used for a turn upside to address the downward tendencies. It invited the European Foundation to operationalise the social quality approach for contributing to the realisation of its ideological notions. The related orchestration of activities from departments of the municipality, non-for-profit organisations, groups of the population and academic research institutes since 2006 paves the way for using processes of the local level of Laak North as a frame of reference for the operationalisation of the project's general objectives.⁴⁴

1.5.2 *The need for a new methodological framework*

One of the assumptions by the initiators of the case Laak North is, that the local level may be defined as the condensation of interactions between (i) physical expressions, (ii) (material and immaterial) expressions of human relationships (and related systems) and (iii) the expressions of social actors (and related civil agencies), realising the interwovenness of policy areas and human categories (migrants, elderly, adults etc). This will result in processes, relations and structures. Physical expressions are an aspect of the local space; they are not identical with the urban space as usually supposed in literature on urban development. The interrelatedness of different processes results into a 'comprehensive condensation'. This assumption is illustrated in Figure-5. The intermediate of this figure refers to the social quality approach in section-1.4.1. The local welfare arrangement (and its processes and outcomes) concerns aspects of the policy areas and especially the daily circumstances of human categories.

⁴⁴ L.J.G. van der Maesen, see note-12.

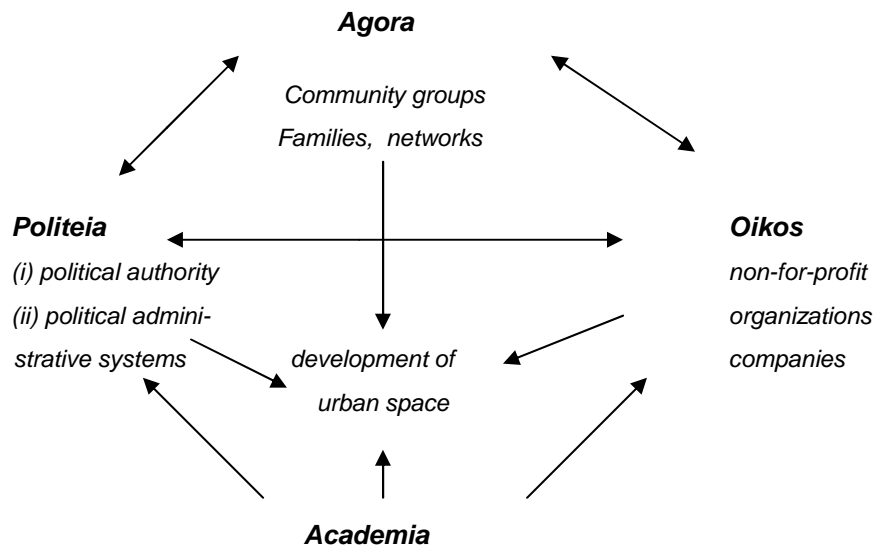
Figure-5: The assumption about the triangle of the urban local level



The development of for example Laak North in accordance of the assumption implies a change of the content of the reciprocity between the angles of the triangle, thus the nature and the role of the local welfare system as well. To **improve the sustainable cohesiveness** on local level we need for modern times – because the change of family relations, increase of ethnic diversity, increase of older people, change of life-styles – new physical constructions as conditions for assisting and connecting people in order to improve their social empowerment to creatively cope with their daily circumstances, to create micro-economics, to modernise schools, sport- and cultural facilities, to organise yearly festivals to express feelings of joy of living. Needed is a new ‘methodological framework’ to develop these suppositions. As explained, currently this framework is lacking in the European Union (and The Netherlands as well).⁴⁵ It is the challenge of the initiators to design a framework and its three layers (see Figure-1). This is based on their distinction between the main groups of players on local level, as illustrated in Figure-6.

⁴⁵ K. van Dijken et al, see note-11.

Figure-6: The four worlds of the urban space)⁴⁶



- the **Agora** is the world of communities, families, networks of citizens (life world),
- the **Politeia** is the world of local politicians and their departments,
- the **Oikos** is the world of semi-public and private organisations as well as companies (world of systems),
- The **Academia** is the world of scientists, analysing and contributing to public policies.

1.5.3 Exploring the local methodological framework

To orchestrate the actions (investments) regarding all facets of the local policy areas of the partners from the Oikos – in collaboration with partners from the political administrative systems – a methodology of practice is needed. Aspects of this methodology are also important for the Agora, namely to underline the role of people living in Laak North as responsible citizens, implying the renewal of the position of urban categories. The Politeia may represent a double function. It is responsible for the **politics**, namely about the game to be played and about settling the goals and the rules of it. Politics are responsible for the nature of the ‘comprehensive condensation’ and its aspects or parts. The Politeia in collaboration with actors from the Agora and Oikos is also responsible for **policies**; it concerns how to score in a given game with given rules.⁴⁷

In order to make such a sharp distinction we need new forms of governance. And for orchestrating policies we need a methodology of governance. Both aspects of Politeia are not identical and imply new rules, since in the last decades the position of partners in the Oikos and Agora in The Netherlands (and other member states of the European Union) has seriously changed. The change of the rules and the game implies a new role for scientific institutes. Actually we already see this in many cases: think tanks, expert committees, hearings etc. They have to be functional for the Politeia, Agora and Oikos in order to contribute to a ‘comprehensive totality’ which guarantees social justice, solidarity, equal value and human dignity, the four normative factors of social quality. This implies an

⁴⁶ Bauman made a comparable distinction between: (i) the Agora (private/public domain), (ii) ecclesia (or the site of politics) and the Oikos (the households), in: Z. Bauman, *‘In Search for Politics’*, Cambridge: Polity Press, 1999, pp. 86-88. The distinction and the consequences for the elaboration of the three aspects of the methodology is discussed in a working-paper: L.J.G. van der Maesen, see note-13.

⁴⁷ See for this distinction: G. Therborn, On the Politics and Policy of Social Quality, in: W.A. Beck, L.J.G. van der Maesen, F. Thomése, A.,C. Walker, *Social Quality: A Vision for Europe*, The Hague/London/Boston: Kluwer Law International, 2001, pp. 19-29.

methodology of science in order to go beyond the traditional support of scientific institutes to isolated fragments of the urban space, preventing and understanding of the 'comprehensive condensation'. In other words, we may distinguish three related layers of the 'methodology framework': of practice, of governance and of science (see Figure-1).

In order to develop local welfare arrangements which should contribute to a sustainable cohesiveness the explication of the local methodological framework is highly important. This is the argument in The Hague to start with a coalition of academic institutes (the Hacu) for orchestrating research to contribute to the development of all policy areas and local categories, thus to contribute to our understanding of the methodology of practice as well. This implies a transformation of the role of scientific research. Therefore the Hacu also aims to stimulate the search for a conceptual framework to cope with the new challenges. The conceptual framework of the social quality approach seems to be an attractive candidate. Especially its social quality architecture as presented in previous sections may deliver a high standing heuristic instrument for the local methodology of practice as well.

Section-1.6: The interpretation of the project's objective

In section-1.1.3 and 1.1.4 we presented the projects main objective and the methodological aspects of its operationalisation. In section-1.4 it is argued that the social quality approach is highly functional to conduct **local case studies** of welfare arrangements. Section-1.5 clarifies the work carried out on behalf of the local level of the City of The Hague as a frame of reference, which is based on the application of some principles of the social quality approach. This may be functional for the other local cases, to be studied in this project. In other words for the elaboration of the project's objective and its methodological aspects we dispose of a conceptual framework (connecting the ontological and epistemological aspects) and a related new praxis on local level. This will deliver the conditions to:

- transcend traditional 'welfare' and social policy definitions to take a comprehensive view of well-being on local level,
- provide a yardstick, developed in Europe and tested recently in Asia to assess outcomes in terms of social quality
- function as facilitator of strategic debates and processes at local level in the city of The Hague, resulting into an interesting frame of reference for this project,
- create a perspective which brings 'the social' into sustainability debates and posits a new equation of economic, environmental and socio-political sustainability.
- Address these topics to deliver an original instrument for understanding and combating the risk of poverty (and exclusion) by almost 80 million Europeans.⁴⁸

The research-project is underpinned by the concept of social quality which is uniquely appropriate for the research because it provides a theoretical understanding of the social basis of welfare and well-being; encompasses inequality, social inclusion and social cohesion, but along with the essential actor perspective in the form of social empowerment; has a well developed set of indicators that have been tested empirically; and which has proved useful in facilitating debates about how to integrate economic, environmental and social sustainability. The project is managed by a highly qualified team with a great deal of experience in the successful completion of high quality European research.

⁴⁸ In other words, the project will address the decision by the European Commission, the European Parliament and the Council of 22 October 2008 on the European Year for Combating Poverty and Social Exclusion, nr. 10908/2008 (Legal framework of the European Year 2010).

Section-1.7 Conclusions by the International Council on Social Welfare

The International Council (ICSW) has participated in ENIQ during four years, responsible for the development of a first set of social quality indicators (see section-1.4.4). It concluded that a deep theoretical understanding of social quality and a successful choice of indicators are very important for the development of European welfare in the broadest sense of the word. The theory and its indicators may also define which questions or problems will be primarily raised when discussing citizen's welfare or its defects in European societies. This approach may be appreciated as a more extensive way of understanding welfare than the traditional quality of life approaches. The last one presupposes the existence of certain social structures and relationships and thus prevents critical analyses of these factors. For the ICSW this is a serious defect. Generally, the problem with social quality indicators is that the interpretation of indicators is complex and requires expertise. It also requires knowledge: familiarity with the social phenomena that the indicators are expected to describe. Even if the purpose is to present social quality in the form of simple numbers, it is hard to comprehend the significance of these numbers without understanding the theory of social quality. More expertise is needed if we will go one step further than mere interpreting – to critical evaluation. Critical analysis of the picture of welfare created through the indicators of social quality also demands deep understanding of the hypothesis of the theory of social quality. This is problematic and a situation may arise in which the indicators will not – despite their many advantages – make an extensive breakthrough on different levels.

The ICSW mentions the problem of traditional survey studies which are based on quantitative data. They are usually unable to describe the situations of people living under the most difficult conditions. Therefore the observation based on survey-data often create a deceptive picture of welfare. Furthermore, when answering questionnaires, people are usually unwilling to admit they have problems, leading to an over-optimistic image of welfare. Indeed, the social quality approach can go beyond this state-of-affairs by accentuating not only the meaning of the conditional factors (measured by indicators) but also the constitutional factors (qualified by profiles). Finally, from the viewpoint of the ICSW the theory and indicators of social quality provide an interesting point to go beyond existing approaches. With the aid of this approach it is possible to pay attention to local welfare arrangements and to the factors constructing it as a whole.⁴⁹

Section-1.8 The following chapter

For a better understanding of the project's objective and the purpose of the proposed research we need an overview of comparable approaches and thus their state-of-the-art. A main question is, what this proposed project will add to other approaches. This will be described in the following Chapter. We will follow the themes put forward in the previous sections. Important is to clarify why the participants of the project suppose to go beyond this state. Given the huge internal differences between these themes we have to present some point of departure for an interrelated operationalisation of this aim. Again, we suppose this will be delivered by the social quality approach. Its conceptual framework is elaborated in the Foundation's two main studies, twelve issues of the European Journal of Social Quality, national reports, different working-papers and in books and other journals. The most recent state-of-its-art will be published soon.⁵⁰ We will apply this framework as intellectual instrument for the description of the state-of-the-art to explore their interrelatedness and for our suppositions why the project will be enabled to go beyond this. In line with the previous sections, the following themes will be discussed: (i) the EC's sustainable development

⁴⁹ A. Siltaniemi, M-L Kauppinen, The View from the International Council on Social Welfare, in: D. Gordon, L.J.G. van der Maesen, A.C. Walker (eds), Indicators of Social Quality: Application in fourteen European Countries, *The European Journal of Social Quality*, Vol. 5, Issues 1&2 (2005), pp. 275-288.

⁵⁰ L.J.G. van der Maesen et al, see note-36.

indicators, (ii) the EC's plea for going beyond the GDP-approach for analysing and understanding societal trends, contradictions and challenges afresh, (iii) the nature and meaning of different approaches for analysing and understanding these societal trends, (iv) the position of the national welfare regimes in the discourses of trends and policies in comparison to the exploration of local welfare systems, (v) and the theme of social cohesion in connection with the development of sustainable cohesiveness.

Chapter two: Progress beyond the state-of-the-art

Section-2.1 Introduction: the chapter's purpose

An important aspect of the objective of the research-project is to understand main approaches which are relevant for analysing aspects of the local welfare arrangements and their role for improving sustainable cohesiveness. This will be important for developing analytical tools that allow a systematic and comprehensive analysis of major socio-economic, socio-political and socio-environmental trends, their contradictions and challenges related with a transformation of local welfare arrangements. The innovative aspect is that it starts from the reality of local urban spaces (or levels) seen as 'comprehensive condensations' of different determinants. It aims to develop and to apply new analytical tools for an adequate reflection of the complexity of these condensations, rather than being geared towards single issues. Therefore the project's aim is to overcome dichotomies that are typical for mainstream research – and policymaking – as for instance:

- The dichotomy between structure and actor/agency,
- The dichotomy between the economy and the social,
- The dichotomy between growth and sustainability,
- The dichotomy between social and physical aspects of the urban space,
- The dichotomy between cohesion and diversity,
- The dichotomy of central responsibility, shifting responsibility to global instances and the scope for action on the local and community level

Section-2.2: The EC's sustainable development indicators

2.2.1 *The state-of- the- art*

As argued in the previous chapter, the EC is also eager to present new instruments for research to contribute to sustainable development as an overarching objective. The EC's objective is important for the project because in the end the results of the project should contribute to our understanding of an improvement of sustainable cohesiveness in the EU's member states and cities. As suggested earlier, theorising social quality, developing its methodologies and methods and determining its indicators (of the conditional factors) implies far-reaching groundwork. In fact the strategy for sustainable development adopted by the European Council in Gothenburg in June 2001 – to monitor the implementation of related policies – implies such groundwork as well.⁵¹ The European Commission prepared a set of

indicators to monitor this implementation, namely 'sustainable development indicators' (SDI). One of the challenges is to connect economic, socio-political and environmental sustainability by relating the Gothenburg strategy and the Lisbon Strategy for making the European Union the most competitive part of the world. Therefore, a framework has been produced by experts within the SDI Task Force, elaborating the conclusions of the European

⁵¹ European Commission, 'A Sustainable Europe for a Better World: A European Strategy for Sustainable Development', Brussels: Commission Communication COM (2001) 264 final of 15.05.2001.

Council held in Barcelona⁵², and the Declaration of the Johannesburg World Summit on Sustainable Development.⁵³ The Commission is aware of the need for a framework for the selection and development of indicators. Notwithstanding this, it is recognised that any framework on its own would be an imperfect tool to express complexities and interrelationships encompassed by this threefold sustainability as concluded in the United Nation's report.⁵⁴ Independent of this conclusion, a choice has been made for ten themes to explore the threefold sustainability: economic development, poverty and social exclusion, ageing society, public health, climate change and energy, production and consumption patterns, management of natural resources, transport, good governance, global partnership.⁵⁵

These themes as such are relevant, but what are the deductive and inductive arguments for this choice? And what is the nature of the framework as foundation? Furthermore, how to understand the nature of these empirical expressions as consequences of mechanisms and policies which transform societies in a comprehensive way? In other words, what are the ontological and epistemological characteristics of the framework used to recognise these mechanisms and to interrelate these (and other) themes? Again, the European Commission recognises the overlap of the themes *"and that the scope of these themes differs considerable as some themes address a very specific domain (e.g. climate change and energy) and some (e.g. production and consumption patterns) encompass a wide variety of general socio-economic and environmental issues. Accordingly, the framework is based on a strict prioritisation of indicators inside each theme, but it ensures, with the help of standardised concepts, definitions and classifications, structuring of information in a manner that facilitates the use of indicators in the monitoring of progress in other themes too"*.⁵⁶ With regard to the set of selection criteria the Commission remarks that it is close to that used for the Laeken indicators. According to the Commission, an indicator *"should capture the essence of the problem and have a clear and accepted normative interpretation, an indicator should be robust and statistically validated, (...) the portfolio of indicators should be as transparent and accessible as possible to the citizens of the European Union"*.⁵⁷ This is important but it concerns the formal aspects of indicators. Answers can not be found.

How to determine the indicators of the ten themes mentioned by the Commission (and the SDI Task Force)? We may conclude, indicators for measuring the tendencies and policy outcomes with regard to the ten themes are based on a common sense understanding of the 'realities' concerning these themes. They are based on inductive forms of reasoning without confronting (or connecting) this with deductive forms of reasoning. In fact it is a form of empiricism which may be functional for the implementation of the Lisbon Agenda.⁵⁸ This is seemingly the case because this agenda does not address the potential structural contradiction between competitiveness and sustainability in a global context.

2.2.2 *How to go beyond?*

The key methodological aspects of the social quality approach can be compared with those of the SDI approach. First, it deductively determines and applies the three types of factors –

⁵² European Commission, 'Towards a Global Partnership for Sustainable Development', Brussels: Commission Communication COM (2002) 82 final of 13.02.2002.

⁵³ European Commission, 'The World Summit on Sustainable Development one year on: implementing our commitments', Brussels: Commission Communication COM (2003) 829 final 23.12.2003.

⁵⁴ UN Division for Sustainable Development, 'Indicators of sustainable Development: Guidelines and Methodologies', New York: United Nations, 2001.

⁵⁵ European Commission, 'Sustainable Development Indicators to monitor the implementation of the EU Sustainable Development Strategy', Brussels: Commission Communication SEC (2005) 161 final of 9.2.2005.

⁵⁶ See note-3, page-5.

⁵⁷ See note-3, page-5.

⁵⁸ Council of European Union, see note-40.

see the social quality architecture, presented in the previous chapter) for recognising the main mechanisms in order to analyse comprehensively these empirical expressions (or themes) and other themes and tries to understand their interrelatedness. Therefore it distinguishes, second, between objective, cognitive/subjective and normative dimensions. Third, it derives the domains and sub-domains of the conditional factors with the help of the connection of this deductive form of reasoning (first and second) and inductive based recognition of societal processes in a logical way from these factors. Fourth, it determines indicators as measurement instruments on the basis of this connection and not as phenomena 'sui generis' based on common sense knowledge. Fifth, as a consequence social quality indicators do not measure cognitive dimensions, and do not have a clear and accepted normative interpretation as is proposed for the SDI-indicators.⁵⁹

As a result of this, it will also be enabled on a meta-level to change the three different current paradigmatic approaches of economic, environmental and socio-political sustainability. In this way it will create the possibilities for theoretical relationships to go beyond the existing structural contradictions between these three aspects of sustainability and for a new understanding of sustainability as well. This is a condition for policy-making on international, national and local levels to improve the overall sustainability. This meta-level is not questioned in the SDI-approach and should be a condition, in terms of the UN, to seek potential policy solutions to address threats to development arising from the global economic crisis, food shortage and climate change.⁶⁰ This meta-level is also important to explore sustainable development of the local urban level. In the previous chapter we also referred to the EC's plea to analyse societal trends afresh.⁶¹ In this case, not the SDI-approach but the quality of life approach should be applied. This is also repeated in the EC's document on 'going beyond GDP'.⁶² As we will argue below, the quality of life approaches – we may discover a manifold of these approaches – lack a similar theoretical background. Its advocates are not interested in ontological questions and restrict themselves to the epistemological dimensions and related empirical research. In other words, the SDI-approach has a lot of affinity with other dominant approaches as the quality of life ones. By applying the social quality approach their advocates try to go beyond empiricism and they are looking for a theoretical and related methodological underpinning of research to satisfactorily explore societal trends.

Section-2.3: The EC's communication on Going beyond the GDP

2.3.1 The state-of-the-art

As discussed in the previous chapter, the European Commission launched a new initiative to stimulate research to really measure and monitor societal changes. The GDP-indicators are not adequate for these objectives.⁶³ It is important to see this initiative, first, against a wider background. About two years ago, in 2007, a conference took place in Brussels. Looking at the final document from that conference, it is obvious that a broad debate took place,

however being very much characterised by extreme eclecticism. This did not stop participants from entering a debate on major issues. If we go through the conference documentation – and also if we look at other initiatives by for example the OECD, we see that the focus is actually rather reduced.⁶⁴ Although the widening of the perspective on

⁵⁹ L.J.G: van der Maesen, *Reflections on the First Set of Social Quality Indicators from the European Network Social Quality Indicators (ENIQ)*, The Hague: EFSQ, working-paper nr. 3, March 2009 published on: www.socielquality.org

⁶⁰ United Nations University, 'Global Crisis, More Than Just Economics: a conference 28th January 2010', New York: unuony@unu.edu.

⁶¹ European Commission, see note-3.

⁶² European Commission, see note-11.

⁶³ European Commission, see note-11.

⁶⁴ World Forum on Sharing Progress, *Building Visions: Improving Life*, OECD, <http://www.oecdworldforum2009.org/05/11/2009>, 9.42 a.m

environmental issues and 'development' is important, it remains limited as both approaches remain very much in the path of traditional economy: blurringly changing between classical economics and Keynesianism. On the sideline we find an additional theme, namely that of governance – this looks at various issues as changing people's behaviour through evidence, participative strategies, building trust or accountability. However, in the end we find a predominantly eclectic approach, going hand in hand well with the (mainstream, though not dominant) understanding of an interventionist market economy, going by and large together with the Keynesian instruments of steering. However, in some ways the initiative changed the traditional approach in certain respect to the extent to which it changed the scope by including certain wider understandings of what should actually be steered. Rather than continuing to orient on simple economic growth, the orientation now included other growth-relevant factors – or we may say: a qualitatively enhanced definition of economic growth.

Nevertheless, it is obviously problematic if we see that these approaches emerge from two different crisis scenarios – the one being the ecological crisis, based amongst others on over-consumption; the other being the extreme poverty, being based on an extreme inequality within countries and between countries/regions. The current debates on the different models merge in the more recent debates on 'Measurement of Economic Performance and Social Progress'.⁶⁵ The commission however, under the same name, has a more or less explicit orientation on discussing and bringing forward alternative measurement mechanisms, looking at social progress only in terms of an addendum to issues traditionally to be measured. In this respect, we can see the outcome of the beyond as not much more than an enhanced understanding rather than providing a sound alternative understanding of the actual topic, namely the answer to the two questions: (i) how do we define the social, and (ii) what kind of economy do we need to achieve social progress?

The reduced understanding of the commission is getting clear from the following argument in the Executive Summary of the report, *'Advances in research across a number of disciplines enables, however, the development of broader, more encompassing measures of well being. Some of these dimensions are reflected in traditional statistics, but are given more prominence: unemployment has an effect on well-being that goes well beyond the loss of income to which it gives rise. Other dimensions to which we call attention are health, education, security, and social-connectedness. These dimensions affect the capabilities of people which depend on the extent of their opportunity set and of their freedom to choose among this set, the live they value. Some economic reforms in recent years may have increased GDP, but their adverse effects on these other dimensions on Quality of Life are unmistakable.'*⁶⁶

2.3.2 How to go beyond?

The European Commission goes a step further and is more honest by stating the limitation already in the title: 'GDP and beyond. Measuring progress in a changing world. Open is what actually is meant with progress. At the same time it is more concrete and refers to a more explicit understanding of the social, pleading: *'for indicators that concisely incorporate social and environmental achievements such as improved social cohesion, accessibility and affordability of basic goods and services, education, public health and e.g., increasing poverty, more crime, depleting natural resources.'*⁶⁷ Contrary to the social quality approach for addressing the dominant economic approaches in the West, in this case as well, the social as such is not redefined. It seems to be a given variable, defined and somewhat outside of the socio-economic system. Still, as positive as all these approaches are in terms of overcoming traditional standard measures, they lack a clear orientation on the socio-

⁶⁵ J. E. Stiglitz, A. Sen, J-P. Fitoussi, , *Report by the Commission on the Measurement of Economic Performance and Social Progress*; www.stiglitz-sen-fitoussi.fr - 05/11/2009 12:23 p.m.

⁶⁶ J. E. Stiglitz et al, see note-64.

⁶⁷ European Commission, see note-11.

economic system – admittedly this is an area which definitely also needs much more attention by the social quality approach as it is at most only implicitly developed. Against all this we can provide a quick outlook on the differences between (i) going beyond GDP and Well-being approaches and the social quality approach:

a. going beyond GDP:

- The social understood as add-on and as productive force by establishing ‘needs going beyond commodities’,
- Pros: overcoming the strict limitation on measurement commodity-related economic processes and orienting towards production of social goods,
- Cons: remaining within the framework of traditional supply economy.

b. social quality/societal trends:

- the residual welfare model of social policy, the social as an outcome of the interaction between people (constituted as actors) and their constructed and natural environment. With this in mind its subject matter refers to people’s productive and reproductive relationships. In other words, the constitutive interdependency between processes of self-realisation and processes of the formation of collective identity is a condition for the social realised by the interactions of actors, being – with their self-referential capacity – competent to act and their framing structure, which translates immediately into the context of human relationships.
- Pros: clear theoretical foundation of a holistic view, acknowledging the relational and processual character of existence.
- Cons: difficulty of operationalisation, not least due to the lack of an extensive exploration of constitutional and normative factors and the interplay of the three sets of factors; underdeveloped economic dimension.

Section-2.4: Comparing different approaches^{68 69 70}

2.4.1 State-of-the-art of quality of life approaches

The themes referred to above (section-2.2 and 2.3) are also relevant for the quality-of-life approaches and the way its indicators are constructed.⁷¹ A main representative of these approaches is the European Foundation for the Improvement of Living and Working Conditions (EFILWC) in Dublin. It carried out the first European quality of life survey in 28 countries, the current 27 Member States of the EU and Turkey. This led to the creation of a harmonised database of information obtained from some 26.257 respondents. On the basis of this work it has been engaged in more in-depth analysis of key components of quality of life.⁷² This work is based on a long tradition in the social and related sciences.⁷³ Pigou was the first scientist to mention the term ‘quality of life in the context of discussions of economics and welfare, a decade before the Second World War.’⁷⁴ Most of the early research into quality of life took place in the US and focused on satisfaction, happiness and well-being. A

⁶⁸ L.J.G. van der Maesen, P. Herrmann, A.C. Walker, *Draft Explorative Comparison of Quality of Life, Social Capital, Human Security, Human Development, Capability Theory and Social Harmony*, The Hague/Sheffield: EFSQ/University of Sheffield, November 2009, working-paper nr. 5 (will be published on: www.socialquality.org)

⁶⁹ D. Gasper et al, see note-26.

⁷⁰ D. Phillips, *Quality of Life: Concept, Policy and Practice*, London/new York: Routledge, 2006. In this study he incorporates the social quality approach.

⁷¹ European Commission, see note-2, European Commission, see note-10.

⁷² M. Daly, R. Rose, *First European Quality of Life /Survey: Key Findings from a Policy Perspective*, Dublin: EFILWC, 2007.

⁷³ A.C. Walker, L.J.G. van der Maesen, Social Quality and Quality of Life, in: W. Glazer, S. von Below, M. Stoffregen (eds), *Challenges for Quality of Life in the Contemporary World*, The Hague: Kluwer Academic Publishers, 2004, pp. 13-31.

⁷⁴ A.C. Pigou, *The Economics of Welfare*, London: Macmillan and co, 1929, p. 14.

theoretical model of quality of life as 'the good life' was first proposed by Lawton who defined it as behavioural competence.⁷⁵ More or less in this vein, due to the huge attention in the health care sector as well, the main stream of the behavioural sciences had turned its empirical interest to individual perspectives on 'quality of life'. This can be seen as a way to address the question what 'the' quality of life might be from a scientific perspective, trying to avoid political and normative issues. This research has been conducted world-wide and produced numerous descriptions of 'quality of life' as for instance can be gathered from the many thousand titles of publications.⁷⁶ Raphael concludes that its highly empirical orientation paves the way for the eclectic combination of aspects of different conceptual frameworks. This prevents an understanding of our daily reality. And this is also the case with the application of this concept as takes place in the health promotion approach, stimulated by the WHO.⁷⁷ This comment has been elaborated by many scientists in the 1990s. Notwithstanding this, the European Foundation in Dublin justifies its descriptive approach without a conceptual foundation with the words, that '*an analytical approach to social and economic processes can generate knowledge that contribute to the policy making process without the need to become bogged down in philosophical discussions of causality*'.⁷⁸ This is exactly the case for the development of indicators of social inclusion. Atkinson and colleagues developed these indicators on request by the European Commission, without explicitly giving a theoretical based understanding of social inclusion. It remains unknown which their indicators could be, because we do not know their object matter'.⁷⁹ They paved the way for the so-called Laecken-indictors. Recent work of this group shows its own understanding of the shortcoming of this approach. They highlight the necessity of defining the political aims of social inclusion policies according to which they want to frame an elaborated empirical description.⁸⁰ But how to define the political aims without knowing what we mean by social inclusion as an aspect of societal processes?

2.4.2 Going beyond the quality of life approaches

In order to theorise sustainable cohesiveness on local level and to translate the outcomes into policies for improving its nature - by changing (developing) aspects of the local welfare system - the difference between the quality of life approaches and the social quality approach is crucial. Thanks to its theorising of the transformation of social relations, the social quality approach is concerned with relational issues. The focus lies – in contrast to the mainstream of 'quality of life' approaches – on the relationship of human being to each other and the way they are depending – as individuals – on a contribution to a wider set of relations. In other words, compared to the quality of life it is process-oriented, thus analysing societal trends, their contradictions and challenges and the consequences for people in daily circumstances. For example, in the quality of life approaches we recognise a subjectivation of empowerment. Rather than understanding empowerment as a matter of the dynamic interaction or dialectic of structures and action, it is interpreted as a matter of self-esteem and abilities.⁸¹ In a methodological sense the quality of life approaches start from a definition of quality as a matter of available resources and the emphasis of the qualitative leap, suggesting that the availability of a certain amount of resources 'makes quality'. Such an

⁷⁵ M.P. Lawton, Environment and Other Determinants of Well-being in Older People, *The Gerontologist*, 23 (1980), pp. 340-57

⁷⁶ See for example the Australian Center on Quality of Life of the Deakin University.

⁷⁷ D. Raphael, Evaluation of Quality of Life Initiatives in Health Promotion, in: I. Rootman et al (eds), *Evaluation on Health Promotion: Principles and Perspectives*, Copenhagen: HHO, Regional Publications, European Series, No. 92, 2001, p.1'26.

⁷⁸ T. Fahey, B. Nolan, C.T. Whelan, *A Proposal for the future Activities on Living Conditions and Quality of Life*, Dublin: EFIWLC, 2002, p-2.

⁷⁹ T. Atkinson, B. Cantillon, E. Marlies, B. Nolan, *Social Indicators: The EU and Social Inclusion*, Oxford: University Press, 2002, p.3.

⁸⁰ T. Atkinson, B. Cantillon, E. Marlies, B. Nolan, *Taking Forward the EU Social Inclusion Process: An Independent Report commissioned by the Luxembourg Presidency of the council of the European Union*, Luxembourg: Ministere de la Famille et de l'integration, May 2005.

⁸¹ P. Herrmann, Empowerment: The Core of Social Quality, *The European Journal of Social Quality*, Vol. 5 (2005), Issues 1&2, pp. 289-300.

understanding is not only based on a restricted supposition about resources but as well by the reference to some abstract understanding of well-being. The advocates of the social quality approach claim – by changing the focus on people as individualised aspects of societies (utilitarianism) to people as social beings, constituted by the interdependency of processes of self-realisation and the formation of collective identities - to be able to transform the abstract relationship between economic policy, welfare policy, employment policy, urban policy and environmental policy and so on into a concrete and practical one by providing the connections between them. For this reason it is very adequate to analyse welfare systems on local level and to explore their role in addressing the working of external and internal forces, to be ‘realised’ on this level.⁸²

2.4.3 *Social capital approach*

Especially in the Scandinavian countries and the United States of America the theme of social capital is very popular for delivering new approach of, for example health and social care policies, employment and ageing policies. This theme tracked back through the work of Ferdinand Tönnies, Emile Durkheim, Max Weber and Talcot Parsons.⁸³ There are different strands. The first explains what exactly it is, namely a form of capital.⁸⁴ The second stresses the aspect of ‘social glue’ which sticks communities and societies together.⁸⁵ The third refers to the nature of social structures. It concerns the broad social capital concept. Structures facilitates actions of actors, social exchange and this social capital acts as a substitute for ‘social currency’.⁸⁶ According to Jenson social capital in this sense is also seen as an important indicator of the wealth of a nation and as vital for economic growth.⁸⁷ This is similar with the European Commission’s idea of social protection and social cohesion as a productive factor for economic relations.

2.4.4 *Going beyond social capital approaches*

One of the comments is that all theorists presenting pleas for this approach do not bother about the adjective ‘social’ and supposes, the concept of ‘capital’ – embodied in economic sciences – may be connected with an adjective without a real meaning. Furthermore, that this connection – theoretically not clarified – may deliver concrete points of departure to analyse societal wholes and processes of transformation. More serious is that according to Coole, the attention to social capital is best understood as a policy initiative designed to repair the ideological resources of contemporary liberal state: *‘its significance has altered as it is subordinated to strategies of governance and becomes integral to experiments that Western governments are undertaking to renew or reinvent the means of managing their populations as a project of civil renewal’*⁸⁸ It is unclear with regard to the second and third strand why themes as trust, values and norms are discussed under the head of social capital instead of social cohesion. The reason is the lack of the ontological based conception of social capital as well as social cohesion. By developing the theory on ‘the social’ and thanks to the social quality’s definition of social cohesion in relation to this conception it goes beyond to the advocates of social capital and prevents its functionality for the subordination of people

⁸² A.C. Walker et al, see note-73.

⁸³ M. Wooldock, Social Capital and Economic Development: Towards a Theoretical Synthesis and Policy Framework, *Theory and Society*, 27 (21998), pp. 150-208.

⁸⁴ P.Bourdieu, The Forms of Capital, in: J. Richardson (eds), *Handbook of Theory and Research for the Sociology of Education*, Westpoint: Greenwood Press, 1996, p-249.

⁸⁵ M. Paldam, G. Tinggaard Svendsen, *Is Social Capital an Effective Smoke Condenser. An Essay on a Concept Linking the Social Sciences*, New York: World Bank, 1999, p.10, F. Fukuyama, *The Great Disruption: Human Nature and the Reconstruction of Social Order*, London: Profile, 1999.

⁸⁶ J. S. Coleman, Social Capital in the Creation of Human Capital, *American Journal of Sociology*, 94 (1988), pp. 95-120.

⁸⁷ J. Jenson, *Mapping Social Cohesion: The State of Canadian Research*, Ottawa: Renouf, 1998.

⁸⁸ D.Coole, *Repairing Civil Society and Experimenting with Power: A Genealogy of Social Capital*, London: Birbeck College University of London, 2008, p-3.

by stressing the importance of social empowerment, paving the way for people as 'responsible citizens' as pleaded in a recent study about social harmony policies in China.⁸⁹

2.4.5 *The Human security discourses and capability theory*

We will address only some points and refer to the working-papers, already mentioned above.⁹⁰ As explained, as a result of the new and highly different forms of collaboration with Asian and Australian universities both themes are put highly on the social quality agenda for paving the way for globally adequate indicators to monitor societal changes and the consequence for daily circumstances as a condition for comparative research.⁹¹ The human security discourses may be appreciated as a specific elaboration of the human development approach which emerged in the late 1980 in response to negative effects of structural adjustments programmes applied in the so-called developing countries. It was led originally by two South Asian scholars, namely Haq and Sen. It was Haq who added this theme for purposes of prioritisation within the open-ended space of human development, as well as the nature of the debate on human rights.⁹² Sen also contributed to underpin its comparative perspective and its meaning for global relations.⁹³ The new social quality approach may be of interest for the global debate on human security, because it prioritises the conceptualisation of 'the social'. In human development and human security the accent is on the individual with rights and entitlements, not on social relations.⁹⁴ We notice here, as well in the capability theory, the absence of a deep conceptualisation of self and self-realisation in its ontological point of view. Therefore and quite logical its epistemological position refers to the methodological individualism. This theme is central in a working-paper about human security and social quality.⁹⁵ The indicators also pleaded in the capability theory are output and outcome oriented. But social quality indicators are especially oriented on the registration of changes of the sub-domains of the conditional factors (see following Chapter), caused by explicit or implicit policies. Furthermore, Sen and also Nussbaum emphasise the individual freedom as central to the entire undertaking, in the way establishing a strong voluntarist orientation. Collective practice and structural changes of societies seem to be faded out as real perspectives, and being relevant for action.

There is a strong conviction that at least a *prima facie* case for further exploration of common ground and potential cross-fertilisation between the human development-and-security and social quality approaches. An obvious challenge for human security advocates is to (re)introduce the social into a concept that is deeply embedded in international policies and programmes. For its part, social quality faces the challenge of engaging with the rich concept of human security which, it must be said, seems more resonant of social quality's intellectual roots and well-being orientation. The even more daunting challenge of confronting the

European formulation of social quality with diverse Asian circumstances is currently in hand. Together the human security and social quality projects could develop a joint programme for work focusing, for example, on the purpose and adequacy of the human development and social quality indicators and how they might be mutually complementary. The two approaches in combination may bring new insights into the relations between economic, environmental and social sustainability.⁹⁶ In other words, with regard to the human security

⁸⁹ Ch-K Wong, *Comparing Social Quality and Social Harmony by a Governance Perspective*, Hong Kong: The Chinese University of Hong Kong, October 2008.

⁹⁰ L.J.G. van der Maesen et al, see note-68 and D. Gasper et al, see note-27.

⁹¹ See for example: K. Lin, *The Prototype of the Social Quality Theory and its Applicability to Asian Societies*, Nanjing: Nanjing University, October 2008.

⁹² M. ul Haq, *Reflections on Human Development*, New York/Delhi: Oxford University Press, 1999.

⁹³ A. Sen, *Development as Freedom*, Oxford: Oxford University Press, 1999.

⁹⁴ Th.-D Truong, S. Wieringa, A. Chachhi, *Engendering Human Security: Feminist Perspectives*, London/New York: Zed Books, Ltd, 2006.

⁹⁵ D. Gasper et al, see note-26.

⁹⁶ D. Gasper et al, see note-27.

discourses it is not the question of going beyond, but how to be complementary. By exploring this both can pave the way for going beyond different aspects of the capability theory.

Section-2.5: Research on national welfare regimes

2.5.1 *The state-of-the-art*

Since a long time, especially with launching the study “Industrial Society and Social Welfare” by Harold Wilenski and Charles Lebaux, we have found attempts to classify different welfare regimes, a regime being understood as “as the combined, interdependent way in which welfare is produced and allocated between state, market, and family.”⁹⁷ Whereas Wilenski and Lebaux, looking especially at the debates within the United States of America – concentrate strongly on the side of the overall political meaning of the concept of welfare, Richard Titmuss takes this up later, but pushes the analysis further, using it for developing a comparative perspective and as well elaborating the “organisational structure”. He distinguishes three models, namely: (i) the residual welfare model of social policy, (ii) the industrial achievement-performance model of social policy, and (iii) the institutional-redistributive model of social welfare.⁹⁸

Later again, Gøsta Esping-Andersen developed this further – but made at the same time a step back: the step forward can be seen in the extended empirical orientation and the clear political and national classification. However, the step back has to be seen in restricting social policy by and large on benefit transfer. Also, though Esping-Andersen claims to deliver an analysis of three worlds of capitalism, thus suggesting a strong consideration of the mode of production or accumulation regime, he fails in doing so. Despite many other critical points as for instance the disregard of social services, the role of NGOs, the position of women within and as constitutive parts of any welfare regime – a fundamental point is the neglect of a sound theory of society as point of departure for the analysis of welfare regimes. A different turn is taken by Michel Albert who is approaching the regime-question from a distinct perspective, focussing on two models, namely the neo-American and Rheinian Model.⁹⁹ His plea for the superiority of the latter is measured along three criteria, namely: (i) the degree of security provided, (ii) the reduction of social inequalities, and (iii) the extent to which it is an ‘open’ society.¹⁰⁰ This comes much closer to an actual link to the analysis of welfare capitalism. Importantly, Albert includes as well the ‘social regime’ as it occurs within ‘pure economics’, considering for instance the entrepreneurial behaviour or the ‘well-managed consensus’.¹⁰¹ One may well question the analysis Albert presents. However, it surely allows a comprehensive view on a wider set of socio-economic relationships. Nevertheless, the limitation is clear as well. Albert’s analysis is not based on a systematic collection of data but refers in many cases to anecdotal references, compiling them to some form of idealised pictures.

2.5.2 *How to go beyond?*

By connecting to the Régulationist Theory - which looks at the foundation of the social, being based in the core of the economic process itself and therefore overcomes the dichotomy between economy and social by genuinely defining the economic process itself as social process¹⁰² - and the social quality approach it will be possible to go beyond the state-of-

⁹⁷ G. Esping-Andersen, ‘*Social Foundations of Postindustrial Economies*’. Oxford: Oxford University Press, 1999/2000, p. 34

⁹⁸ R. M. Titmuss, ‘*Social Policy. An Introduction*’. Edited by Abel-Smith, Brian/Titmuss, Kay; London: George Allen&Unwin, 1974: 30 f.

⁹⁹ M. Albert, *Capitalism against Capitalism*, London: Whurr, 1993

¹⁰⁰ M. Albert, see note-99, p. 147

¹⁰¹ M. Albert, see note-99, p. 110

¹⁰² B. Jessop, Nquai-Ling Sum, *Beyond the Regulation Approach*, Montpellier: Edward Elgar, 2006.

affairs.¹⁰³ This may take place by extending the Régulationist approach through complementing the accumulation regime and mode of regulation by concepts of life regime and mode of life.¹⁰⁴ These are defined as (i) a combination of factors regarding the individual, locating him/her in the physical and social environment that can be reproduced over time despite conflictual tendencies and (ii) the mode of life is defined as an ideological and psychological constellation of various and complex norms that can secure the individual's integration into the capitalist circle of reproduction. Referring thus to the economic dimension in connection with the real "life courses" is of special importance as it pushes towards opening the structuralist limitation of the previously presented approaches towards a perspective that is more open to the actor and agency perspective.¹⁰⁵ This may offer a point of departure in two respects: it opens the social quality approach towards questions that have only implicitly been tabled by this paradigm: the economy of the social.¹⁰⁶ Applying this approach on the local level is especially advantageous.

Section-2.6: Research on cohesion and global processes

2.6.1 The state-of-the-art

One aspect that is widespread in social policy debates – and underlies as well most of the traditional welfare regime classifications – is an understanding of social policy along three lines: (i) the line of risks, social policy acting as preventer or compensator in individual cases, (ii) the line of resource mobilisation, social policy acting as facilitator of equal access, and (iii) the line of last resource, social policy providing resources for people in need.¹⁰⁷ Taken against this background, cohesion and sustainability appear in a somewhat negative light. No doubt such negativity is justified: today's societies are to a large extent characterised by social inequalities, including the inequalities in access of opportunities; and sustainability is also a 'negative' issue as it is about repression of negative effects that are subsequent to the prevalent growth model which is preoccupied by a limited understanding, as it had been led for many years by sole econometric short-term calculations.

Common debates on cohesion take inequalities into consideration and extend the view on sustainability also by taking a wider approach, looking for alternative growth-paths rather than only for technical solutions for reducing emissions and the like. However, they usually fail in one core challenge, namely the challenge to look for a positive alternative. Instead, in principal they remain limited by the pattern of compensation. This may take different forms of distribution: between generations, between social strata, between regions etc. Little thought, however, is spent on the question of the kind of society we want to have. It is remarkable that in the debates and documents of various international and supranational organisations as

OECD, COE, EU and as well for instance the World Bank cohesion is a prevailing topic. However, equally remarkable is the fact that all these debates lack a foundation in a clear understanding of cohesion and even a clear point of reference. In very general terms one may see it as any form of harmonisation. The problem begins as soon as one looks for the underlying assumption: it turns out that the general understanding is based on the modernist

¹⁰³ P. Herrmann, *Social Professional Activities and the State*, New York: Nova, 2007.

¹⁰⁴ For a first approach see: R. Deidri, P. Herrmann, Education – Just Another Commodity. Exposing the Rhetoric of Human Capital in the Light of Social Quality, in: P. Herrmann (ed.), *Utopia between Corrupted Public Responsibility and Contested Modernity. Globalisation and Social Responsibility*, New York: Nova Science, 2005: 43-60

¹⁰⁵ P. Herrmann, *Person oriented Services and Social Service Providers in Comparative and European Perspective. Current Debates on Changes by Liberalisation in a Perspective of a Theory of Modernisation*; New York: Nova, 2006.

¹⁰⁶ P. Herrmann, *Historiography of Social Professional Activity*, New York: Nova, 2009.

¹⁰⁷ See for a brief overview for instance G. Esping-Andersen, 'Social Indicators and Welfare Monitoring', Geneva: United Nations Research Institute for Social Development; Social Policy Programme Paper no 2, 2000.

assumption of a growth path, whereby growth is understood as economic growth, following a linear pattern, measured very much in the standard indicators as first and foremost GDP.

The tension by which the definition is characterised can be marked by the extremes of “global cohesion”: the political will for a (certain degree of) harmonisation of living standards on a global scale. In other words, it is about overcoming the extreme discrepancies between wealth and poverty. The other pole is characterised by its reference to very small scales, looking at communities: ways of living together in manageable spaces in which cohesion is seen as an important moment of living together, not least concerned with behavioural issues and trust. Then, cohesion is very much a matter of belonging. If we look at these extremes we can see as well that it is in first instance closely linked to what the social quality approach sees as socio-economic security whereas in the second instance it is more a matter of constitutional processes of self-realisation within – closed – social entities.¹⁰⁸

2.6.2 *Ho to go beyond?*

If we take the definition from Chan and Chan, who reiterates that ‘social cohesion is a state of affairs concerning both the vertical and the horizontal interactions among members of society as characterised by a set of attributes and norms that include trust, a sense of belonging and the willingness to participate and help, as well as their behavioural manifestations’¹⁰⁹ we see this can help us to understand social cohesion as well in the context of the project’s approach. As much as cohesion is a crucial matter of societies on a macro-level and thus founded in institutions – their way of supporting, allowing and framing genuine relationships and processes of interactions – it actually comes to life only on the micro-level: in how people realise these relationships and their development in every day’s life. This corresponds with the effort of the social quality approach in bringing together the poles of the two axes as presented in Figure-3 (institutions versus communities and biographical versus societal development). The social quality approach, suggested as paradigm which will be employed for the project work, allows to systematically approach the question, bringing the levels and dimensions together. In the words of Phillips and Berman this reads as follows: *‘For social cohesion to be conceptualised in a way that is totally consistent with the social quality construct it needs to be construed as being entirely consonant with both the maximisation of individual self-realisation and the effective formation and development of collective identities.’*¹¹⁰ This allows, or even more so: requires looking at the way in which local welfare arrangements are developing their specific cohesiveness.

This means to see cohesion as a multilevel process. (i) Cohesion on the local level is conditioned by the overall societal circumstances which have to be analysed in terms of structures and also in terms of the prevailing ‘ideologies’: the grand narratives of national histories that shape the basic consensus. (ii) These grand narratives are in the communities, of which local systems are one of crucial importance, implemented in different ways: here we find lived cohesion – which without any doubt also includes specific mechanisms of subordination and exclusion. – In this respect the social quality approach can be an important tool to also analyse local power structures. (iii) The local processes – the permanent (re)constitution of local welfare arrangements feed into national structures and processes again. From these systems, societal cohesion is maintained – or destructed. We can see here as well the contradictory character. Communities can possibly develop a dangerous social explosive if they are developing cohesion as closure, most known the incidents in the Banlieues of Paris, which occurred nearly a decade ago. By elaborating the

¹⁰⁸ D. Phillips, see note-69, D. Phillips et al, see note-36.

¹⁰⁹ J. Chan, H. To, E. Chan, 2006. Reconsidering

Social Cohesion: Developing a Definition and analytical Framework for Empirical Research, *Social Indicators Research*, Vol 75 (2006), pp. 273-302. See for an elaboration of this theme, D. Phillips et al, see note-36.

¹¹⁰ D. Phillips et al, see note-36.

definition of cohesion further in the light of the social quality approach we have the opportunity to go beyond the formal approach of the mainstream and the gap they leave between the macro- and the micro-level.

Chapter three: The Research Project: the focus, methodology, methods

The focus of the research project is to operationalise the project's main objective and related sub-objectives. This theme concerns the core business of this Chapter. Therefore I will draw attention to the applied methodology and methods, drawing the operationalisation of the previously mentioned general outline. We will start with the general focus of the research project. Then we refer to the pillars of the research, namely (i) the previous work in the European Union for establishing social quality indicators, (ii) the recent Asian elaboration and application of these indicators into extensive surveys and (iii) the construction and recent development of a local based framework as the projects' heuristic example. With this in mind we will outline the general focus of the project divided by year. This will deliver the contours for the research to be carried out in the first, the second, the third and the fourth year. The questions at the core of the exercise is (i) whether local welfare arrangements are structured in a way that allows developing a sound typology and (ii) and how such a typology can be used to foster policymaking for sustainable cohesiveness.

Section-3.1: The research project's general focus

3.1.1 *Establishing a common consensus*

The challenge of the participants and experts is to elaborate their common understanding of societal trends, contradictions and challenges and the consequences for the local level, as outlined in both previous chapters.¹¹¹ Their task is in other words to reach a common consensus how to develop research to address the project's main objective:

- by analysing and discussing aspects of previous theoretical and empirical work and confronting this in a systematic way with the participants' own experiences concerning theoretical and empirical work, relevant for the project's main objective (deepening our understanding of the social relations on local level),
- discussing the relevant outcomes of the case Laak North as frame of reference for deepening the comparison with the other local case studies by presenting a systematic overview of processes in these local cases,
- Furthermore their task is – in a similar way as takes place in the case Laak North - to develop connections at the local level with the help of: (i) a construction of a local academic coalition to collaborate with community groups, organisations and departments of local government, (ii) making explicit and applying the three layers of the methodological framework,
- To design and to apply surveys for monitoring processes in these local levels (with the first, second and third point in mind) in such a way, the results will contribute (theoretically) to approaches, which will deliver the contours of adequate indicators
-

to contribute (in a practical sense) to policies for these local levels to improve sustainable cohesiveness.

¹¹¹ As explained, the Foundation's main second study (see note-32) functioned as point of departure for the work carried out by the ENIQ (section-3.2.1): the Foundation's third main study (see note-35) will function as point of departure for this project.

- To design the research work in the first, second, third and fourth year of the project and define the outcomes, with which to operationalise the four points mentioned in order to realise the project's main objective,
- To design a method for communication from the start of the research-project to develop the dialogue on the local level (see the objects of the research project) with representatives of (local) government, organizations, ngos and groups of the community.

3.1.2 The project's main actors

In principle we will follow the methods of working, applied in the Foundation's previous FP5-research project for developing social quality indicators (see below). The participants and members of the Steering-group of experts will meet three times in the project's expert-meetings for the operationalisation of the research project. They will be assisted by their own assistants, responsible for developing a local case, namely the representatives mentioned above. The assistants will meet twice to develop their capacities to assist the participants and to organise the contacts on local level for the formation of networks which should contribute to public debates about the results of surveys and in-depth interviews. The research project will be completed with a conference at the end of the fourth year to present and discuss the results for all interested and engaged.

The participants, assisted by experts, will be responsible for:

- the development of the consensus,
- the design and application of surveys and in-depth interviews,
- the evaluation of the outcomes in collaboration with representatives of the members of the local cases,
- The formulation of strategies for policy making to enhance the sustainable cohesiveness on local level.

The members of the Steering-group of experts will assist the participants to elaborate their work of the research-project. This will take place by presenting their specialised expertise. As soon as possible with support of the connections of the municipality of The Hague and associated other cities, discussions will take place with representatives of Eurocities, in order to participate in the Steering-group to underpinning this European project.

The research project disposes of two other instruments or methods, to also assist the participants and their assistants as well as the specific experts:

- the project's staff, composed by two assistants (scientific co-worker and manager), two senior scientists and the chair of the research project.
- The contribution by the academic coalition (HACU), active in the local case of Laak North, for elaborating Laak North as a heuristic example for the research project.

3.1.3 *The project's communication method*

This research project aims to carry out research concerning its main objective (see previous Chapters) as well as to start communication about the results at European level already at an early stage. Therefore the development of communication methods concern a highly important target for the project. The following methods will be applied (and elaborated):

- In collaboration with DISPOS of the University of Genoa, the European Foundation, the International Institute of Social Studies – in collaboration as well with the new Asian Consortium of Social Quality – an electronic system of communication will be constructed to disseminate the project's outcomes, as well for starting an electronic based dialogue in Europe (as well Asia): they will construct a unique combination of websites,
- To follow the example of the local case Laak North by stimulating the start of a website on behalf of the local case in order to pave the way for comparable local websites for disseminating information about processes, stimulated by community groups, non-for-profit organisations, companies, local government etc.
- To construct a system of newsletters to systematically present the experience of the participants in their own cities (local cases) related with the project's main objective as well as to present the results of the confrontation with the project's frame of reference (Laak North) with those of the participants,
- To start a system of publication in scientific journals and publications of the engaged cities as points of departure for debating the research-outcomes to enhance sustainable cohesiveness',
- To use the new International Journal of Social Quality for disseminating the outcomes of the project on global level.¹¹²
- To prepare and to publish a following main study to present the theoretical and empirical outcomes of the book,
- To prepare and to publish two very accessible books for members of local networks, engaged with the research project to follow the steps made by the participants and the experts of the project, one after the second year and one after the fourth year.

The three partners mentioned – DISPOS, ISS and the Foundation – dispose of very productive experiences with developing communication methods. Their experience will play a crucial role in the development of the research-project.

Section-3.2: The previous theoretical methodological work

3.2.1 *The European ENIQ-project for social quality indicators*

In this section we will briefly refer to differences with applied methods and methodologies for the construction of, for example, the 'sustainable development indicators' by the European Commission¹¹³, the indicators as outcomes of the quality of life approaches by the European Foundation for Living and Working conditions¹¹⁴, and the construction and application of the GDP-indicators.¹¹⁵ To measure essential aspects of societal trends, their contradictions and challenges we need, first, an explication of a clear and adequate conceptual framework for understanding these trends. In order to monitor their changes we need, second, indicators which are outcomes of the applied methodological framework, which have to be based on the adequate conceptual framework used.

The European Foundation's second main study prepared for a project to develop social quality indicators.¹¹⁶ It was financed in the framework of the European Commission's

¹¹² As a result of the Asian Consortium of Social Quality the former European Journal of Social Quality can be transformed into the International Journal of Social Quality under the responsibility of the Zhejiang University in China, the European Foundation and the Asian Consortium. The journal will start in 2010 and to be published by Berghahn Publishers in New York.

¹¹³ See Chapter-2, section-2.2.1.

¹¹⁴ See Chapter 2, section-2.4.1.

¹¹⁵ See Chapter-2, section-2.3.1.

¹¹⁶ W. A. Beck et al, see note-33.

research framework programme (FP5). The European Network Social Quality Indicators (**ENIQ**) was responsible for the project. It elaborated the first set of indicators, intended as an exploratory, path clearing exercise for analysing changes and developments in European policies and their outcomes. The aim was to look more effectively at the impact of structural changes on the quality of citizens' daily circumstances. Thereby the project should contribute to an alternative approach to the 'social policy classification' in terms of three models or regimes which squeeze all European Member States into different categories. The new approach allowed to analyse the dynamism of European welfare states.¹¹⁷

3.2.2 *The methodological work carried out by ENIQ*

The ENIQ-project started to reflect on the Foundation's second main study as point of departure. It resulted in the enhancement of the ontological questions of the theory of social quality. This paved the way for:

- clarifying the subject matter of 'the social' as starting point,
- the determination of the subject matter and definitions of the four conditional factors (socio-economic security, social cohesion, social inclusion and social empowerment). In contrary to traditional approaches, these four factors were interrelated thanks to the 'deductive approach' to connect the subject matter of the social with the subject matter of these four factors,
- This resulted into the definition of the domains of the four conditional factors,
- Finally the network determined indicators of the sub-domains. By testing these indicators in fourteen European countries – the inductive approach – these indicators could be enhanced, as well as the understanding of the subdomains,
- The ENIQ concluded with 95 social quality indicators and applied these indicators to fourteen European countries.^{118 119 120 121}

3.2.3 *The dynamic aspects of the theory and methodology*

As a positive outcome of the attention for the connection of ontological (deductive oriented) and epistemological (inductive oriented) considerations, the theory allows to criticise the outcomes of the first stage of developing social quality indicators. It allows for applying auto-criticism that is required in order to do justice to the dynamic character and the differentiated structure of the reality of welfare arrangements – thus marking a second essential difference with the quality of life approaches, the GDP-indicators or sustainable development indicators. Second, it asked if we find sufficient coherence, preventing an overlap between the indicators. Third, it looked if the application of these indicators result in an understanding of societal tendencies related with the manifold of sub-domains. Fourth, it has been considered whether we dispose of adequate data to operationalise these indicators. Especially the first three questions proved the need for a second theoretical framing as provided by the social quality approach.¹²²

¹¹⁷ The work by the ENIQ paved the way for: (i) the start of the case of Laak North in the City of The Hague (note-12), (ii) the introduction of the social quality approach and its indicators in Asia, (iii) the Foundation's contribution to the European debate on its so-called 'social model' (see note-23) and (iv) the logic argument for the recent project in collaboration with the University of Genoa, see further: L.J.G. van der Maesen, H. Verkleij, *An Overview of Strategies to Develop the Social Quality Approach in Europe and Asia during 2007 and 2008*, The Hague: EFSQ, working-paper nr.4, November 2009

¹¹⁸ The outcomes have been published in fourteen national reports and a report by the International Institute of Social Welfare and the European Anti-Poverty Network in 2005, which have been published on the website (www.socialquality.org).

¹¹⁹ L.J.G. van der Maesen, M. Keizer, A.C. Walker, *European Network Indicators Social Quality: Final Report*, Amsterdam: EFSQ, 2005. (www.socialquality.org)

¹²⁰ The interpretation of the national reports and the Final Report has been presented in a double issue: D. Gordon, L.J.G. van der Maesen (eds), *Indicators of Social Quality: Application in fourteen European Countries*, *The European Journal of Social Quality*, Vol. 5, Issues 1&2 (2005), 300 pages.

¹²¹ All outcomes of ENIQ (see previous publications) will be interpreted in the Foundation's third main study, see note-35

¹²² L.J.G. van der Maesen, see note-59.

3.2.4. *The Asian preparatory work on sq-indicators*

As a result of contacts by a number of European advocates of the social quality approach with Asian universities, an invitation came from Asian side to introduce the social quality approach and its empirical research to contribute to policies to address important Asian societal questions. The European Foundation was able to assist in establishing social quality research in Asia. It contributed to the organisation of four Asian conferences on social quality.¹²³ These conferences paved the way for:

- an analysis of the complementarity of the international human security discourses and the social quality approach¹²⁴,
- for changing the orientation on the rather top-down European 'welfare state approaches' into theorising the nature and possibilities of 'sustainable welfare societies' on global level,¹²⁵
- for new Asian-European discussions on the question of 'welfare', 'well-being' in connection with 'sustainability' in the context of the social quality approach,
- to construct an Asian research-group for renewing social quality indicators to address Asian circumstances,
- to design – after a first Asian testing of social quality indicators – extensive surveys for finally applying these indicators in seven Asian countries.

3.2.5 *The recent work carried out by the Asian research-group sq-indicators*

On behalf of the first meeting of the 'Asian research-group social quality indicators' a theoretical exploration was published to underline the comparison of European and Asian circumstances. The four items – namely the adequacy, the coherency, the appropriateness of the indicators as well as the data-availability - were discussed.¹²⁶ This referred to the Foundation's theoretical comments on its own set of indicators.¹²⁷ This preparatory work resulted into different working-papers to start the application of social quality indicators.¹²⁸ On the basis of the first (inductive) results the members of the research-group concluded, some of the 95 social quality indicators were too detailed to be used for a macro comparison across countries. Also the members suggest that they should limit the number of indicators

¹²³ **First conference in Japan:** T. Ogawa, L.J.G. van der Maesen, *Outline of the first Asian conference on Social Quality in March 2006: Asian Challenges for Establishing Sustainable Welfare Societies*, Chiba/Amsterdam: Chiba University/EFSQ, October 2005. **Second conference in Taiwan:** L. Wang, L.J.G. van der Maesen, T. Ogawa, *Proposals concerning the second Asian conference on Sustainable Welfare Societies and the Social Quality Approach as its Conceptual Framework in March 2007*, Taipei/Amsterdam: National University of Taiwan/EFSQ, October 2006. **Third conference in China:** K. Lin, L.J.G. van der Maesen, *A Background-paper on behalf of the International Nanjing Conference on Social Quality and Social Welfare in October 2008*, Nanjing/The Hague: University of Nanjing/EFSQ, September 2008. **Fourth conference in Thailand:** A. Surasit, Ka Lin, L.J.G. van der Maesen, *A Background-paper on behalf of the International Asian Conference on Social Quality and Human Development in December 2009*, Bangkok/The Hague: NIDA/EFSQ, December 2009.

¹²⁴ This stimulated a collaboration between the ISS and the European Foundation, see the first working-paper on this topic: D. Gasper et al, see note-27.

¹²⁵ Y. Hiroi, *Possibilities of Sustainable Welfare Societies in Asia: presentation to the second conference on social quality, March 2007*, Chiba: Chiba University, 2007.

¹²⁶ D. Phillips, *Social Quality: Indicators from Europe and their Implications for Asia*, Sheffield: University of Sheffield, 2008.

¹²⁷ L.J.G. van der Maesen, see note-59.

¹²⁸ See for the application in Asia and Australia for example: (i) A.S.Oishi, 'Indicators of Social Quality in **Japan**', *International Journal of Social Quality*, Vol. 1, Issue 1 (2009) [forthcoming, Chiba University], (ii) D. Mitchell, J. Temple, **Australian Measures of Social Quality**, *International Journal of Social Quality*, Vol. 1, Issue 1 (2009)[forthcoming, Australian National University], (iii) Y-T Wang, P-S. Yang, L-R. Wang, 'Measuring Social Quality in **Taiwan**', *International Journal of Social Quality*, Vol. 1, Issue 1 (2009) [forthcoming, National Taiwan University] (iv) J.Yee, D. Chang, '*Transparency Key to improving Social Cohesion in the Korean context: Application of Social Quality Indicators*', Seoul: Seoul National University, October 2008, (v) K. Lin, K.K. Gabe, '*Social Quality Indicators for China: a presentation for the second Asian conference on social quality in March 2007*', Nanjing: Nanjing University, March 2007, (vi) B. Thawilwadee (eds), '*Social Quality Indicators in Thailand: a presentation on the second Asian conference on social quality*', March 2007', Bangkok: The King's Institute for Policy Studies, March 2007, (vii) R. Ngan, '*Social Quality Indicators in Hong Kong: a presentation on the second Asian conference on social quality, March 2007*', Hong Kong: Hong Kong University, March 2007.

since too many indicators tend to dilute fine differences when constructing a composite index.¹²⁹ They decided to run a factor analysis to see how well the relationship among a manifold of variables fit the theoretical framework. Statistical analyses can be driven by purely data (inductive), purely by theoretical guidance (deductive) or by both.¹³⁰

Section-3.3: Deepening the focus of the research-project

3.3.1 *Theoretical questions or challenges*

Comprising the rationale, argument and objective of the proposed project, we may formulate the objective of the research-project, namely:

- to elaborate an adequate theory for understanding the nature and role of aspects of the local welfare arrangements for improving sustainable cohesiveness on local level,
- to develop a coherent understanding of the experiences of the participants and experts as well as by taking on board the outcomes of the three pillars of the research-project (European work, Asian work, the work carried out on behalf of the case Laak North), in order to contribute to this understanding (first point)
- to create a consensus on the conceptual framework in the context of the adequate theory on the basis of this twofold input to outline an adequate methodological framework for the operationalisation of the object of the research.

3.3.2 *Empirical questions or challenges*

For this chapter the methodological principles for the project's empirical work will have a priority, because it should pave the way for measurements instruments to monitor the effects of the aspects of local welfare arrangements for the improvement of sustainable cohesiveness. Therefore policies to change these aspects should be monitored as well. The work that has already been undertaken and in particular the indicator work can be instrumental in helping empirically to understand the local welfare arrangement. In this aspect it goes beyond the well-known analyses of national welfare regimes. With this in mind the following questions are central for the proposed project's empirical work. With the help of Figure-2 (the architecture) and Figure-4 (the challenge of the research project) we may ask:

- which aspects of the local welfare arrangement are – formally and informally – related with the different policy areas and different societal categories,
- in which way do they strengthen the different domains of the conditional factors,
- in which way do they strengthen the constitutional factors as social recognition,
- will they also contribute to sustainable social relations regarding the policy areas on local level as work/employment, education, health and social care, social housing, income security, and in the different societal local categories as older people, migrants, women, children, handicapped people etc,
- finally, in which way do they contribute to the nature of policy areas and categories in order to improve the sustainable cohesiveness of the local circumstances?

It is important to stress at this stage that the work carried out by the Asian research-group – starting with the outcomes of the European ENIQ (see above) – presents new points of departure in developing a research strategy for the proposed project. Their work is essential for the following step, the research of the nature of local welfare arrangements and their

¹²⁹ Lih-Rong Wang, *Asian Social Quality Indicators: What is Unique*, Taipei: National Taiwan University, 2009.

¹³⁰ Y Jaeyol et al, see note-31. This concerned the Korean outcomes of the Social Quality Survey and the Consequences for the understanding of the existence of social cohesion in South Korea.

functionality for paving the way for 'a good society' on local level. At the end of 2009 and for preparing the fourth Asian conference on social quality, extensive surveys have been carried out in Japan, China, Thailand, Taiwan, Hong Kong, Korea and Australia to test the (corrected) social quality indicators. And as said, the Korean approach with its orientation on social cohesion has been awarded by the OECD as really delivering a new understanding of societal progress compared to the GDP-indicators.¹³¹ The outcomes of the seven surveys will be published in an Asian book on the application of the social quality approach and may function as an important second input for the project.¹³²

a. The investigation of three sets of data

Following the work undertaken by the ENIQ-project and the Asian research-group network, the main **purpose of the research project** has to be seen as a multi-level process, aiming to determine the relevant possible range of action for developing policies. If we refer to the definition from above – seeing local welfare arrangements as outcome of the complex of (in traditional terms) welfare and well-being provisions, produced, delivered, and financed by a complex of actors – we can understand the outcomes for social quality on the local level by acknowledging that the service providers are very much determined by externally set conditions. To a large extent the internal factors have been derived from the daily interactions of institutions, policy-makers and citizens. In other words – and see for example Figure-4 – this allows to determine the way in which the service provision (concerning aspects of the welfare arrangements) related with policy areas and societal categories on local level improve the nature of the conditional and constitutional factors. This improvement will result into a positive contribution to the sustainable cohesiveness.

The research project will reflect this by looking for the following three sets of data:

- Indicators (related to the conditional factors) on the national level, helping us to understand the social quality of national systems,
- indicators (related with the conditional factors) on the local level, helping us to understand the social quality of the local welfare systems but also clarifying the way in which the local system is interlinked with and embedded in the national (and global) system,
- data that are qualitative in nature (concerning the constitutional factors) and allow assessing the actual process of policy making and the involvement of citizens.

b. The preparatory work for constructing typologies

These three sets of data have to be backed in analytical terms by referring to the architecture as it has been presented in the first Chapter (Figure-2). This allows developing a tentative typology. It is important that in this way a normative framework is given that does not simply build on the affirmation of a structure that is taken as given. Rather, the social and its quality itself are under scrutiny. An important aspect in this respect is that the **research project provides a new approach for defining and locating welfare provisions**. On the one hand we are surely concerned with a traditional set of provisions. On the other hand, we need to conceptualise social policy (including social services) as a process of co-production, involving different actors. Emphasising this dimension of co-production will serve as a heuristic moment in investigating the mutual constitution of the different dimensions of local welfare arrangements.

¹³¹ See letter Y. Jaeyol, see note-43.

¹³² The first drafts of the book about the nature and the outcomes of the surveys will be published in the summer of 2010. The first input concerns the Foundation's third main study, see note-36.

In this light, the second and the third set of data are new as they closely link the methods of quantitative and qualitative approaches. Indicator research is commonly geared towards developing measurement instruments. However, at the same time the implicit or explicit claim is that indicators are not direct representations. Nevertheless in practice they are used as such, not reflecting that they actually measure the outcomes of the working of the different factors. As such, they can only be interpreted if they are interpreted as part of a complex system of interaction. This means as well that they are geared to make structures and processes equally accessible. If we take from here the different angles of the fundamental tensions as they are presented in the social quality quadrangle, we come tentatively to a new heuristic framework, providing the points of departure for further analysis.

3.3.3 *Measuring economic growth or societal development?*

Indicators research in the economic area has a long tradition, having been used especially in economics as instrument to measure economic development. But it is hugely important to acknowledge that such narrow perspective has been questioned for a long time and a wider perspective has been asked for from different sides, and especially two kinds of shortcomings of indicator research have been addressed. On the one hand we find many cases of criticising indicator research as being limited in scope. As outcome of such critique we find substantial shifts, for instance by including different measures that are relevant for additional areas (as for instance environmental factors). The Stern Report can be very much seen as such exercise, gathering a hugely valuable outlook on policies on environmental sustainability.¹³³ On the other hand we find a similar critique, geared towards the lack of completeness of certain measures.¹³⁴ Here we find as outcome a process of eclectically adding different indicators or areas. This already started in the 1960s where we find the emergence of a social indicator movement. Notwithstanding the fact that hugely important areas are captured in many cases, these efforts remain incomplete by lacking a coherent link to an overall, theoretically underpinned societal outcome which is relevant for all aggregate levels of soci(et)al developments, centred on daily circumstances of citizens.

3.3.4 *The research project's orientation on social quality indicators*

From the foregoing it should be clear that social quality indicators have to be developed as means that allow assessments of complex relationships and processes. As such they have to be based on the architecture of a set of conditional, constitutional and normative factors and being employed by looking at and acting on different aggregate levels. The research project then has to consider the following levels when it comes to determining the indicators. The **first question** concerns the definiendum: what do we actually want to measure – this requires not least a clear normative statement. It means to go beyond the standard values and actually define the social character of what is measured. In policy analysis and increasingly as well in economic analysis it is frequently contested how to define concepts as 'economic growth', 'soci(et)al progress', 'well-being', 'welfare' and the like. The **second question** concerns continuing the iterative process that started during the ENIQ-project during the years 2001 until 2006, the project-partners will have to achieve a common understanding of what social quality is about. During the work of ENIQ, but even more so in the following years much work had been done. Of particular importance is the continuation of the debates in two directions:

- First, concerning the Asian researches, oriented on the theoretical and empirical work for developing the social quality approach. This had been an important eye-opener with respect to the underlying Eurocentrist of earlier work in the framework of the

¹³³ N. Stern, *The Economics of Climate Change: The Stern Review*, Cambridge: Cambridge University Press, 2007.

¹³⁴ European Commission, see note-11.

social quality approach. Leaving aside its specific meaning in the global perspective it also allowed a shift in the central considerations. It proved and empirically underlined the importance of the sq-architecture, emphasising (a) the close link of the three sets of factors and (b) the importance of the constitutional factors – the latter is of crucial importance as well for approaching the level of local welfare systems.

- Second and in conjunction with the first shift, work had been spent on relating to other approaches, in particular to measuring Human Development and Human Security. This means an important contribution towards developing an understanding of the significance of conditional factors: in short the emphasis of the social not only as a framing condition but more centrally the essence of human existence. The social quality approach orients on an integrated understanding of the biographical and societal development, allowing the analysis and also the dealing with tendencies towards hedonism.

The following points are the departure to elaborate the work packages later on. They are based on a design for four years of project work. The first year we are aiming on a general outline (i) of existing welfare regime research and its link to the local levels (local government and governance) and based on the methodology elaborated before (ii) we will provide a definition of the project's problematique, concerning local welfare arrangements and their function for establishing and maintaining a sustainable cohesiveness. This will allow addressing this problematique by (iii) exploring the methodologies and methods of this approach thus far. During the second year surveys in eleven European local cases (cities) will be executed, aiming especially on further elaborating previous work by including qualitative aspects.¹³⁵ The third year will elaborate the outcomes of the surveys, aiming on the development of a typology of local welfare arrangements, The fourth year will be dedicated to the completion of the outcomes of the research-project and paving the way for new processes on local level.

Section-3.4: First Year: Defining a common framework

3.4.1 *The theoretical development*

In the previous sections we presented preliminary ideas for the start of the research project, which refer to the content of Chapter-1 and 2. This could show that investigation of local policies up to hitherto has **not been seen** in a systemic perspective. Issues have been concerned with governance or with specific issues that would well be part of local welfare systems but do not allow developing a systemic perspective.¹³⁶ As we are then entering a new area of welfare systems' research, it is decisive not to fall into the same trap as previous welfare regime research. Important is to **theoretically** underline the need for a wider approach of policy making that goes beyond the institutional system and thoroughly investigates the question of the actual practical character and significance of the different instances of policy making.

3.4.2. *Setting a framework and going beyond the differences of experiences*

During the first phase of the research project it is therefore necessary that all partners develop a common understanding of how social quality is understood and which indicators are needed. During the previous phase there has been a danger of falling very much into the

¹³⁵ See the elaboration of the social quality architecture in Chapter 1

¹³⁶ see for instance the broad overview in: B. Denters, E. Lawrence (Eds.), *Comparing Local Governance. Trends and Developments*, Hondsma: Palgrave MacMillan: 2005

same trap as any other indicator research: collecting huge amounts of data rather than defining real indicators. Thus, the attempt of developing a common understanding is not simply about familiarisation of partners of the consortium with work undertaken. Rather, **the core** is to confront the existing research with new considerations, thus developing a sound set (i) of indicators and (ii) of interpretative tools. For another reason this is a matter of further developing the existing work: whereas until now the social quality approach has been oriented very much towards compiling highly aggregated data, it did not look sufficiently for the development on the level of the significance of these factors in and for daily circumstances of citizens as for instance central to and on the local level.

For this challenge the use of the 'case Laak North' as heuristic framework is highly interesting, because since 2006 elements of the social quality approach have been applied at this local level to prepare for an elaboration also of aspects of the welfare arrangement to improve daily circumstances. It explains the difficulties of the confrontation of theoretical suppositions and the concrete dynamics of local structures. The understanding of these difficulties is a condition for a consensus of all participants and experts. The strategy is to confront their own theoretical and empirical experiences with this heuristic frame of reference in order to pave the way for their common research. The Foundation has experienced for decades with creating collaboration with experts all over Europe (and recently in Asian countries). It is very conscious of the fundamental problems with the differences of the background of the experts (socially, culturally, conceptually, etc). This demands for specific methods to go beyond the differences for reaching a consensus.

3.4.3 *Making a new step compared to the previous European and Asian work*

All participants should have a look at the following question. This concerns the determination of the definiens, asking the question what is (contributing) to the 'production of the social'. Whereas the previous step is very much concentrated on understanding how the centrally defined conditional factors are determined and translated on the local level, we are now looking at the constitutional factors, namely the different actors and their 'behaviour' during interactive processes. Part of these processes are concerned with the realisation of social quality: the activation of social quality, another part of these processes is concerned with the redefinition of the social itself by shifting attention to the process of the actual active citizenship. The partners will contribute to this investigation with their different expertise. But equally important is that different national traditions are gathered. This allows grasping the reality to an extent which is necessary to develop an understanding that goes beyond what quantitative data can show. This means as well that a consensus has to be found on the different methods that will be needed.

The challenge is to find a balance on two scales: (i) qualitative and quantitative research is both essential for the planned elaboration of social quality regimes on the local level. This is especially evident when we keep in mind that social quality is not a set standard but both a standard for measurement on the one hand and equally a standard that allows defining a 'good society'. In other words, it is an analytical tool and also a policy tool. Important is to underline that social systems are not an amalgamation of quantifiable relations but also a matter of immediate social processes which change the social quality of situations and systems in an ongoing way – this is especially reflected by the reference to the local dimension. (ii) case orientation and generalist statements are both of huge importance and they only together allow meaningful accounts. Each participant will have to deliver a reasoned explanation for the choice of the local welfare arrangement which will be investigated, provide tentative considerations on the question of how this links into the national system (its general politics and its social policies). This will include an outline of how the comparative dimension on the national level will be approached.

At the end of the first phase of year one of the research project different major documents will be produced. The objective is the development of a two-dimensional set of data: the one dimension is set by the requirements defined by comparability. The second dimension is set

by the requirement of developing social quality regimes. Important are in this context the experiences made during the cooperation with colleagues from Asia as the discussion made clear that certain valuations deserve closer investigation. In this context it is important to find ways that allow a closer look at qualitative aspects as these allow a close look at the actor perspective as it is prevalent in local communities – the immediate reflection of daily circumstances of citizens. The tentative reports will be utilised to decide on a set of indicators. The critical issue is to establish the real actor perspective allowing to get a hand on the meaning of the different actors. Furthermore, if the aim is to investigate cohesion and sustainability as core challenges for local welfare arrangements, these indicators have to be clearly oriented towards a wider policy mix rather than being trapped into narrow understanding of welfare provision.

3.4.4 *The proposed outcomes of the first year: the project's consensus*

It is essential to stress that the project aims to do research, to involve scientists, policy makers and other representatives on local level in the project and to stimulate a European (and Asian) debate on its products. The outcomes of the dialogue will deliver special input for the project, thanks to its accessibility. A condition for realising the main objective is, in other words, the connection of scientific research and a connection with representatives of the local cases and the interpretation of their actions, roles and hereupon based processes. The outcomes of the first year should be functional for these aims.

For this reason the investigation during the first year has to focus especially on questions like the following: (i) existing opportunities and barriers of the functioning of the local arrangements in terms of legislation, (ii) the link between central and local in terms of the degree of (de)centralisation, (iii) (re)distribution and allocation of (financial and other) resources, and (iv) the extent and way in which these arrangements are reflecting the principles of subsidiarity and proportionality.

The outcomes of the first year are:

- A specific theoretical document to create an understanding of social policy that goes beyond the traditional institutionalist-fiscal dimensions and includes (i) the way in which the principle of subsidiarity and proportionality is approached and (ii) the meaning of 'soft strategies', usually linked to professions as social work, community development and the like. This requires a small document and literature survey and as well the consultation of relevant actors in order to investigate existing initiatives in the wider area of social work, community development, governance etc.
- A conceptual document, discussing various approaches and paradigms - as for instance HD, HS, QL, WB, the Stern Report and 'Going beyond GDP' – in comparison with the social quality approach. The critical debate in particular will analyse these approaches in order to develop an understanding of sustainability, cohesion and their interconnectedness. The work, already undertaken in the ENIQ-project, in elaborating the second and third book of the European Foundation on Social Quality and the recent Asian work will provide important points of departure.
- A conceptual document for the participants (and members of the city networks), containing a commented presentation of core issues of politics for the local and local politics. It is based on a consistent presentation of experiences of chosen local levels of cities of the participants and a systematic for looking at issues especially like the overall political system and its operationalisation on local level. Especially the case of Laak North as heuristic example will be used to develop consensus.
- The organisation (and preparation) of the first expert-meeting of all partners and members of the Steering-group to provide the opportunity to discuss and to deepen these preliminary considerations. More important is to investigate in which way these

approaches reflect local welfare arrangements and their effectiveness in respect of sustainable cohesiveness and if/how they can be utilised to develop local welfare system analysis further. This debate and previous documents should prepare for the design of surveys and in-depth interviews.

- The first year a start will be made by designing and applying the project's communication strategy to prepare for collaboration with relevant representatives on local level of the cities which are engaged in the project, as well as to start a debate about the project's aims in the academic world. Elements of the documents, mentioned above and the outcomes of the first expert-meeting will be used as input. This strategy aims to inform and to engage also scientists and policy-makers who are not directly engaged in the project.
- A specific aspect of the communication strategy is the application of local websites and to translate the presentations into an understanding of the dynamics of the local cases and the nature of governance by all stakeholders to change the nature of policy areas and societal categories as well as the aspects of the welfare arrangements connected with these areas and categories.

Section 3.5: Second Year: Detecting feasibility

3.5.1 *The focus on empirical work*

Highly important is the project's **focus of the empirical work** to prepare for a first step to engage in the welfare regime debate in order to investigate the wider developments, allowing to clearly identify the external and internal conditions that are pivotal for current local welfare arrangements. For working on a possible typology of such systems, it is of special interest to exactly define the melange that determines the local welfare arrangements and their development. On the one hand we have to clearly locate the different factors on the external-internal scale. Here we have (i) to define the different relevant factors and then (ii) to look for their location. The elaboration of the quantitative research of the qualitative oriented research can play an important role in developing the scene for the empirical work. The validation and evaluation will allow testing the theoretical model. It will also allow developing informed policy development for sustainable cohesiveness by bringing structural and actor perspectives together and linking the various policy areas and local categories in their actual practical dimensions. In other words, the methods that are proposed in the following and that have to be elaborated in the turn of the project are based on methodological considerations, i.e. the reciprocity of ontological and epistemological work.¹³⁷

3.5.2. *Surveys, interviews and focus groups: From case studies to typologies.*

The actual meaning of the definiendum in terms of feasibility, answering the question for the proportionality of the means has to make the following step. Whereas the two previous steps are focusing on the conceptual work to a large extent, including the analysis and evaluation of existing data it is now necessary to undertake surveys and even more so case studies that capture – based on the previous steps – (i) the conditions of social quality and (ii) how it is exactly defined. This means in particular to focus on establishing direct links between the conditional and the constitutional factors. This has to be geared to two dimensions: the provision of services in the definition given above, namely welfare provisions and well-being provisions, produced, delivered, and financed by a complex of actors; and the effect of these services on individuals and social groups and communities.

¹³⁷ D. Gasper et al, see note-26. This will extensively elaborated in the Foundation's third main study, see note-36.

In particular this requires the collection of data on a level of low aggregation, thus allowing the attribution of specific factors to explicit outcomes. In order to achieve this, three distinct – though closely coordinated – methods will be applied: Surveys, interviews and focus groups. The participants will be guided by the content of the main documents as they are developed during the first year. This will make clear that applying quantitative and qualitative methods in a complementary way is the only way of gaining sound information. Both approaches will be permanently be used together in order to develop an understanding. As has been explained the section on developing the methodology, the social quality approach is not an instrument of measuring social situations – structures and processes. Rather the focus of the iterative process is on assessing complex social relationships – and for this research-project – on local level. The iterative process is usually designed in a sequential form, meaning that we are making a new step subsequently to a first step, coming back to the issue of the first step in a third step and so on.

Important is that the iterative process that was applied in previous research on social quality indicators will be moved forward. In the first round by the ENIQ, the definition of indicators can be seen as treble-step, namely (i) a tentative definition of indicators, (ii) the collection of data and (iii) the validation of the data in the course of their analysis. Although with the inclusion of experts from the field (ICSW, EAPN), it is extremely important for further development to complement this iteration with a second layer that refers closely to the action of daily circumstances of citizens, thus applying the definition of the social to the research process itself. This means to establish a close link between the project's participants and the network of representatives on the local level and the citizens. At least the in-depth-interviews and particularly the focus groups will have to secure some element of participative research methods.

3.5.3 *Looking for breath and depth*

The primary data-collection method of the project will be surveys in selected local cases. The theoretical model we propose requires micro-level data to carry out the necessary statistical analyses. In the project we intend to measure the human experience against the background of the four conditional factors of social quality.. This will be done by merging two types of information in one database: the macro-level data on the background (conditional) factors and institutional arrangements, and the micro-level data on the lived experience of individuals. Such a project design will enable the team to conduct rigorous statistical analysis of causal effects of different institutional settings on people's welfare (and well-being), here in terms of social quality.

a. Description of the population, sample and interview method

The **surveys** will be conducted in selected urban areas in participating countries. The towns have been chosen so as to maximize their comparability (control for as many factors as possible). Each local case disposes of a wide range of welfare services targeted to a variety of clients of different age, ethnic, class and gender characteristics. The surveys will be representative for the populations of the local cases under study. The lower age limit will be 15, and there will be no upper age limit. We have decided that the sample concerns all residents of the local case, rather than clients of welfare services only, for several reasons. Firstly, it allows for comparison between recipients and non-recipients, and consequently enables us to evaluate the net effects of providing services. Secondly, it is important to consider past, in addition to present, reception of these services.

We have decided to administer the survey (sample) to all residents, irrespective of their legal status. Welfare provisions are targeted in different countries according to a variety of criteria: in some cases they are means-tested, in other cases they depend on legal residence in a

particular town or region, they may depend on citizenship, or on refugee status, to give a few examples. Therefore, it is the best solution to avoid screening criteria and take the broadest picture possible.

The research project will apply a face-to-face questioning mode when the interviewer visits the respondent at home and asks him/her personally. This is a reliable method that has several advantages relative to telephone interview. As proved by the experience of European Social Survey, it assures relatively low non-response; it gives the possibility to use visual props (answer sheets, illustrations, etc.); it allows for a long (60 min. plus) interview. While it is more expensive than telephone, the cost disadvantage will be low in case of our surveys because of the geographical proximity of respondents. We have decided to use random address samples in all surveys. The details of sampling may vary from town to town due to availability of the sampling frame. Where there is no available database of residents or households, we will use random route sampling.

b. Stages in survey preparation

In preparing the project methodology, we will face the task of selecting indicators that will both capture the complexity of relations constituting social quality, and make them internationally comparable. The preparatory stage will take parallel stages. On the one hand, we will build on existing indicators of social quality and develop measures applicable to the type of population we will be studying. On the other hand, we will prepare new measures of social quality that capture the interactive nature of welfare provisioning and the well-being of welfare recipients. Developing indicators that grasp the complexity of the life situation of welfare services customers is a task that requires in-depth understanding of consequences of different institutional arrangements of welfare provisions on behaviour and living conditions of recipients. Therefore, the appropriate sequence of research should be: from qualitative to quantitative, and back to qualitative methods.

- As a first step, we propose that **focus group interviews** with welfare recipients should be conducted. This will enable the research teams to understand how the customers themselves understand social quality: how the concepts used in theoretical work on this topic are translated into their worldview. During the group discussions, we will select indicators relevant to participants and collect linguistic material (i.e. common knowledge about services), which will serve to construct items in the questionnaire.
- Parallel to this, we propose a set of **in-depth interviews** with some service providers and professionals, to take into account their perspectives. It is important to stress that in this part of the project we will by no means restrict ourselves to the formal administrative and state structures (politeia), but include informal social groups and networks, the agora. By conducting the interviews, we will get a perspective on the results of the focus group discussions: we will be able to identify problem areas from the 'supply' perspective.
- At this stage, we will have achieved the first goal: we will know how the concept of social quality is related to the lived experience of welfare clients. As the next stage, we will use quantitative research to measure the level of social quality and conditions under which it endures.
- Before the **surveys** are developed, we will need to gain the common understanding of social quality across participant countries, taking into account the Asian experience as well. The European Social Model takes a different shape in Europe depending on both cultural and political factors, and it may well be the case that this diversity will also be reflected in the subjective understanding of social quality among residents (and possibly also among providers). We will need expert meetings and consultations to 'calculate the common denominator' of the results gathered up to this stage.

- The material collected in the course of the qualitative part of research will serve as the basis for the surveys. Standard questionnaires will be used in all countries, but there will be the option to include country-specific items. The initial version of the questionnaires will be pilot-tested in all countries. The final version will be verified by standard procedures of translation and back-translation.
- The surveys will be **fielded** approximately at the same point in time.

3.5.2 *About the results of the second year*

The results of year two can be described as follows:

- The organization and preparation of the first meeting of all assistants of the project in order to improve their capacities to assist the participants to pave the way for empirical research in the local cases in an unequivocal way.
- The realisation of the surveys and gathering empirical material from these surveys. The results of the surveys will be coded, a common electronic database will be ready. An initial analysis will be made. The analysis will serve as a starting point of merging the empirical work with the theoretical model we propose.
- The participants will gather the information and the team of experts from the Steering-group will elaborate on this basis a tentative typology that refers to two major levels: (i) a distinction between general indicators of social quality and specific indicators that allow defining social quality regimes and (ii) an elaboration of a comparative perspective, allowing further fine-tuning of the conditional factors. A common report will be the outcome of this work.
- Going a step further, indicators have as well a planning dimension – this means in the framework of the present project to move from the collection of data forward and include them into a process that incorporates agora, the oikos, the politeia and the representatives of the project – Laak Noord is presented in section-1.5 - and can be seen as first systematic example of elaborating this concept in practice. Tentatively, and as part of the first outcome of year two, mentioned above, collaborative bodies will be established as result of the participative research method. Following the lines of Laak Noord, this allows to test the applicability of the organisational structure. The concern is first geared towards understanding if and how the structures can be transferred, i.e. are generally applicable. Secondly, this step is about researching the implementation of indicator-led policy development.
- In all local cases the Steering-group will monitor this process by confronting the challenge to integrate theoretically led assumptions into the elaboration of indicators and the analysis of the data. For this purpose an Internet-platform will be developed.
- The publication of an extensive working-paper about the first outcomes of the empirical work in the different cities. This paper should enhance the approach of local welfare arrangements and the understanding of their role in improving sustainable cohesiveness. For being as complete as possible the working-paper should compare the outcomes thus far with outcomes of comparable projects in Europe in order to better understand its own specificity.
- The organisation of the second expert-meeting of all participants and experts in order to reflect the first outcomes of the empirical work in confrontation with the theoretical work, done during the first year.

- Elaboration of the communication strategy as proposed by the project in order to start a European dialogue about also the first outcomes of the empirical work. This strategy should also enable the gathering of information by comparable approaches in the European Union in order to deepen the understanding of the research-project's specific characteristic and role for enhancing sustainable cohesiveness on local level.
- The communication strategy will also be applied to start an electronic dialogue with Asian universities for discussing the similarities and differences of the empirical work on social quality in European countries and Asian countries. This is a condition for the preparation of comparative research and a condition for understanding processes concerning the sustainability in these countries.

Section 3.6: Third Year: Evaluation and subsequent elaboration of typologies

3.6.1. *Gaining Understanding*

Only a thoroughly methodologically informed approach can guide **policy development** in local welfare arrangements. A simple way would be to adopt an existing typology of welfare regime research and investigate in which way this is reflected or even replicated on the local level. However, this would not do justice to the fact that the social, especially on the local level is fundamentally distinct from traditional social policy analysis. So it is important to employ an approach that respects the fundamental importance of the different possible dimensions. With this in mind, the third year will build on the previous work and begin with data analysis and data tests.

- Quantitative data will serve as the basis of multivariate data analysis. We will need to apply statistical methods, such as scaling techniques and factor analysis, to detect patterns both within cities and across countries. The hierarchical nature of the data suggests that one of the appropriate methods of analysis will be a multilevel analysis. At this stage, we will start to answer the original research question of our project.
- Parallel to statistical analysis, we should introduce qualitative study again. It is not enough to rigorously measure the patterns, but also crucial to understand the differences in the social context in which they occur. We want to have both sound evidence of the strength of conditional factors in enhancing social quality, and a thorough understanding of the 'soft' dimension: the cultural factors which underpin the provision and usage of welfare services. We will conduct field study of groups of welfare recipients to compare the cultural factors across countries.

This provides a basis for working on the major conclusions at the core of the project: the elaboration of a typology of different local welfare arrangements. This includes references to the debates on (i) welfare regimes, (ii) political structures determining and concerning the local level and (iii) the social quality approach and its indicator research. The outcome of this exercise – and thus of year three – will be a series of working papers, comprising of national reports and one global report. The national reports will discuss (i) the national welfare regime, (ii) the national policy systems and the role of the municipalities therein, and (iii) the results of the local welfare arrangements. The latter will also look at the connections between national developments on the one hand and local developments on the other, asking in which way the systems complement each other and in which way and direction developments on the different levels are interlinked. This will allow the elaboration of a global report.

3.6.2 *The results of the third year*

- The organisation and preparation of the second expert-meeting of participants and experts from the Steering-group to analyse and discuss the outcomes of the second year with the outcomes of the first year in mind, in order to prepare the work to be done (theoretically and empirically) in the third and fourth year
 - Completing the surveys and in-depth interviews and the start of the first analyses of the empirical outcomes in such a way, they will be comparable (this will take place on the basis of the outcomes of the second expert-meeting).
 - The organisation and preparation of the second meeting of all assistants in order to make a systematic interpretation of the outcomes of the surveys and interviews and preparing meetings at local level to discuss the first outcomes thus far of the research-project with members of the local networks, the organisation of meetings on each local level to discuss the results
 - The start of a global report, starting from the analysis of the national results, looking at the elaboration of local welfare arrangements. It will utilise for this purpose the indicator research and suggest a scheme that is operational to develop a policy of sustainable cohesiveness that not only respects local specificities but also utilises them in order to develop localities as inclusive entities, based on the four social quality pillars socio-economic security, social inclusion, social cohesion and social empowerment. In particular the report will investigate the significance of the constitutive factors as they are of special importance as factors of realisation. It is here where the actor perspective of actual policies for social quality deserves special attention.
 - A start with the preparation of a major conference with all those engaged, debating the theoretical, the methodological, the practical and the policy outcomes of the research-project. It will inform interested researchers (not engaged with the project), politicians especially from the European level and NGOs, as well as policy makers, community groups and institutions on local level

Section 3.7: Fourth Year: Evaluation and subsequent elaboration of typologies

3.7.1. *Cohesion and Sustainability – Marking a new beginning*

The work so far is only a marking stone for a new beginning and a second final report will be elaborated as training manual for interested people. Two groups are addressed, namely people engaging in the development of local politics and policies and academics. The work of the project marks a possible shift in policy-making as it allows to understand local welfare systems as central agency of policy making rather than as annex. Furthermore, it takes the understanding of sustainability towards a new stage. This is because it uncovers the intrinsic link between sustainability and cohesion and because for this it develops an understanding that is coherent in itself. Both factors are not understood in technical terms but are embedded into a strategy that is genuinely global and local. Moreover this understanding is also at the same time focused on factors of an external world and the way in which people live together. Though for instance this connects with rather abstract approaches as for instance Systems Theory, it allows at the same time to develop concrete policy settings. Important is to underline this development of settings – it expresses a practical shift from government to governance insofar as it emphasises the character of co production of policy making in which the policy-makers are only one actor. The aim of the product is to develop the understanding of local welfare systems to such an extent that it is possible to elaborate

concrete settings and that it is possible to include the gained knowledge into a concrete teaching module. Furthermore, it allows to offer research opportunities, directed towards specific issues which are left open so far.

3.7.2 *The results of the fourth year*

The three major outcomes can be described as follows.

- First, a publication will be elaborated that takes the form of a textbook on social quality. Though to a large extent being employed with presenting the social quality approach in simple terms it will at the same time focus on specific issues, derived from the project work: the meaning of local welfare systems as seedbed of soci(et)al cohesion; the shape and scope of social security systems; environmental policies as part of social policies in a wider understanding; the meaning of communities in policy-making
- An outline of training-courses will be elaborated. These can be sold to training agencies, together with sessions of “training of the trainers”. The training courses are designed as interactive processes which are already part of the process of changing local welfare systems, opening a field for participation for different groups of the policy process. In this respect they link very much with the patterns as they are developed in Laak North of the City of The Hague.
- The preparation and organisation of a major conference about the outcomes for paving the way for new research to strengthen sustainable cohesiveness at local level.

Chapter four: The impact

With regard to the impact of the research on local welfare arrangements we distinguish the following items: (a) the impact on discourses concerning welfare arrangements, (b) the theoretical impact, (c) the methodological impact, (d) the impact on the daily praxis on the local level, (e) the impact on policy-making. (f) contribution to the European debate on the European Social Model

Section-4.1. The impact on the discourses on welfare arrangements

Arguments for the impact described below are derived from parts of the Chapter on the methodology of the proposed research-project.

As a result of the proposed communication strategy the project will start a dialogue on the role of the aspects of the welfare arrangements on local level with representatives of universities and research institutes environment of the participants and the experts of the Steering-group, with representatives of the local level (from institutions, from local government and from community groups). This will also be linked with the general discussion in the European Union and South-East Asia and Australia. The conditions, cq facilities for this communication to stimulate the dialogue will be delivered by academic institutes, connected with the project. An example of how to elaborate these discourses will be presented by the local case of the Dutch Laak North. On behalf of the research of this local case a coalition has been established of academic institutes in The Hague, the HACU. This coalition will develop the discourse on the project's objectives and operationalisation on this

Dutch local level. It will be connected with organised institutions/organisations for developing Laak North and with a diversity of community groups, responsible for new initiatives in Laak North. With the help of the **new website** Laak North an example of one type of

communication, to start this layered communication on local level, has already been presented.

Since the project will give priority to its communication strategy - in order to disseminate and discuss the results with support of an internet dialogue about the yearly outcomes on local, national and European level – already on an early stage a diversity of scientists, professionals, policy-makers, citizens will be engaged by the project. This implies that the project should develop a capacity to translate the outcomes of its research for a highly differentiated audience.

Thanks to the priority for the theme of sustainability – in order to understand sustainable cohesiveness on local level – the project should strongly pave the way for research in such a comparative perspective that the work to be carried out and the results will be understandable for people in North, South, West and East Europe. However, sustainability concerns the whole world. Essential is to pave the way for discourses, understandable in for example South-East Asia and Australia. Thanks to some participants of the project (DISPOS, European Foundation, ISS) already a strong collaboration has been established with Asian and Australian universities. Since these universities are fully engaged in the application of the social quality theory we dispose of unique conditions to stimulate the European-Asian/Australia discourses in order to learn from each also about the project 'local welfare arrangements'. The impact refers to unique and unforeseen possibilities for extend the scientific and policy debate about the outcomes of the project to the global level. Therefore these outcomes may be productive for policies by international institutions as the United

Nations, the World Bank, the ASEAN group, OECD, and the European Union, etc. It is the new International Journal of Social Quality – based on the European-Asian/Australian collaboration - as one of the expressions of communication about the outcomes of the project world-wide. The project connects the local level with the global level which is an essential condition for realising 'sustainable cohesiveness'

In short;

- Providing a Platform for research and discussion of local welfare arrangements
- Connecting these discussions with the discourse on sustainability
- Networking relevant research
- Linking into global discourses on welfare arrangements and sustainability

Section-4.2. The impact at theoretical level

This part of the impact especially refers to the Chapter about the state-of-the-art of other approaches and how this research-project will go beyond or will add something.

With regard to the theoretical level we may distinguish three aspects. First concerning the impact on the recent social quality theory for delivering the 'organising principle' or conceptual framework to connect the role and function of elements of the local welfare arrangements and our understanding of sustainability, also on local level. The second aspect concerns a theoretical comparison of this approach also with approaches oriented on welfare arrangements. The third aspect concerns the explication of the new theory of local welfare arrangements (as outcome of the research) compared to the national welfare regime approaches.

The elaboration of the social quality approach to get a heuristic significance for research on local welfare arrangements may be appreciated as an important impact of the research outcomes of the project. It will be able to make new steps compared to Asian social quality research which are already qualified by the OECD as very promising for really contributing to 'social progress'. The project can lean on the experience of the recent Asian research on

social quality and the conditional factors of social cohesion, social inclusion etc. The new theoretical impact is that project will be able to elaborate the societal meaning of social cohesion in a theoretically based relationship with social inclusion, social empowerment and socio-economic security. It will also pave the way for a new aspect of the social quality research, namely to stress the 'actor perspective' on local level at the centre stage by operationalisation of the four constitutional factors.

The following impact of the theoretical work is the deepening of the comparison with other approaches, oriented directly or indirectly with searching the aspects of the local welfare arrangements, namely with the quality of life, the social capital, the capability, the human development/security and the social harmony approaches. In one way or the other these approaches have been with the essential topics of sustainability and social cohesion, resulting into the integration of 'sustainable cohesiveness'. The impact of the project will be a demonstration that Europe and other continents should present an approach that is really founded on the reciprocity of ontological and epistemological research and that therefore its conceptual framework is adequate for producing effective methodological framework. Furthermore, this conceptual framework will deliver highly interesting points of departure to really integrate theories and policies concerning economic, environmental and socio-political sustainability. Therefore the impact of this approach will be to present Europe and other continents a consistent theoretical connection of sustainability and social cohesion. It will deliver a real coherent understanding of sustainable cohesiveness.

The third theoretical impact of the project refers to its capability to present serious contributions to alternatives for mainstream theories concerning: (i) welfare regimes as connected with welfare states, (ii) the theory behind the 'sustainable development indicators', (iii) the theory behind the GDP-indicators, and (iv) the theory behind the human development indicators. This impact is crucial, because aspects of these theories have been applied in many researches on local daily circumstances. This occurs mostly implicit, due to their overstressing of the epistemological side of research, neglecting the reciprocity with the ontological side. Thanks to the attention for the reciprocity of deductive and inductive research the project will go beyond many aspects of these theories. By doing so it will also allow to develop a new perspective based on social quality regimes allowing an understanding of local welfare arrangements by developing a certain typology.

In short:

- Providing an organising principle for research in local welfare arrangements
- Developing a concept of local cohesiveness
- Developing a new perspective on comparative research of welfare arrangements
- Contributing to enhancing the critical understanding of theoretical concepts as welfare regime analysis, indicator research, Human Development Approach and the like

Section-4.3. The methodological impact

This part of the impact refers to the chapter about the methodology. We may distinguish here two aspects of the impact, the impact for renewing local research and concerning the elaboration of the methodologies of the social quality approach.

The analysis of local processes – as they occur subsequent to external and internal forces (see the First Chapter) – by and large lacks a European-wide accepted methodological framework. It is in the context of the Dutch local case of Laak North that a start has been made with designing the aspects of this methodological framework: the methodology of science, the methodology of practice and the methodology of governance. The impact of the project is, that it will pave the way for a consistent elaboration and application of these three aspects of the methodological framework. The first contours of this tripartite methodology are already articulated by the Hague Academic Coalition (HACU). The project will orient its

research-project on the further deepening of this framework, in order to be enabled to analyse aspects of the local welfare arrangements.

The central thesis is, that for elaborating this (urban) methodological framework for analysing local daily circumstances – the operation of institutes, companies, ngo's, of community groups, of departments of the local government etc - we need a theory which will be adequate to understand societal processes. The social quality theory aims to deliver the points of departure for this understanding (see ad-b). Its methodology paves the way for the design and application of social quality indicators and provides a yardstick for qualitative analyses which may function as conditions for the design of the urban methodological framework and its three aspects. Therefore the project will enable researches to link processes concerning aspects of local welfare arrangements with transformations of policy areas (as education, health and social care, social housing, etc) and societal categories (migrants, women, older people etc). The new focus on these interrelationships of the tripartite urban methodological framework may be realised thanks to the methodologies of this social quality approach, based on its conceptual framework. It is of crucial importance that the project has the potential to coherently bring together different methodological and heuristic approaches, coherently merging them into a guidance for further research, teaching and policy-making. In this way it overcomes the frequently bemoaned eclecticism.

This impact of the project will give a totally new perspective on research on the local level and especially on research on aspects of welfare arrangements. It paves the way for analysing and understanding interrelationships which have not been considered before. This implies – following the Asian endeavours – the further elaboration of the nature and effective of social quality indicators and the opening for analysing the qualitative aspects of daily circumstances for really understanding the effects of local welfare arrangements for people.

In short:

- Providing a consistent approach by bringing together social science, social practice and governance
- Developing collaborative practice research

Section-4.4. The impact on daily praxis on the local level

Policy making especially on the local level refers usually in one way or another to the approach of a welfare mix, designing local welfare arrangements very much from a supply perspective. The demand perspective plays only indirectly a role – when it comes to determining the actual conditions of welfare provisions and services. The current approach develops the means of finally shifting the agenda to a demand driven agenda, determining not only (or primarily) individual needs but starting from the evaluation of the social needs. This means also that the individualist approaches of many “support systems” will be overcome in favour of broader approaches of “activation” in terms of participation and empowerment.

By referring to the methodology developed before – and there the specific emphasis on practice – we obtain also the means that the reference to the demand side opens that the needs evaluation itself is an instrument of mobilising resources.

An important impact will be that policies on the local level (i) will be “accountable” by making clear reference to the needs as they occur in local welfare arrangements. Furthermore they will (ii) gain consistency with the reference to the demand side, thus overcoming as well the segmentation and departmentalisation of policies. This allows (iii) entering into a policy process that links citizens and politics closely not by elaborating institutional mechanisms but by a common practice.

The different actors that play a role in the local polities will then be in a position that acknowledges to a much larger degree the real potential of the different actors. On the presented basis it will be as well possible to convene local learning strategies, bringing different actors together. Such “multidimensional participative partnerships” allow as well the development of mobilising new resources that emerge as spin-off from the cooperation – such resources remain in the supply-side model latent. – This is, by definition, part of developing a cohesive strategy of local policy making.

Sustainability will develop against this background very much as “lived concept” in daily lives of citizens. It helps, bringing the orientation on think global, act local very much to the fore.

Thanks to this impact, the project will be able to start collaboration with EUROCITIES – with specific support by the municipality of The Hague – to contribute to the European discourse on the development of the urban methodological framework for strengthening sustainable development. By connecting the eleven local cases (thanks to their local case studies) and by elaborating the heuristic meaning of the local case of Laak North of the city of The Hague, the project will be able to give a totally new perspective to the policies by EUROCITIES. The outcomes will be a start of a new European communication on the sustainable development of cities.

In short:

- Replacing supply side orientations of welfare systems by a demand-side approach
- Overcoming individualist orientations of welfare policies by orienting on social spaces
- Enhancing resource mobilisation
- Enhancing sustainable cohesion strategies by participative policy making
- The presentation of a new perspective for Eurocities concerning sustainable development of European cities
- Start of a permanent dialogue of cities in Europe about the outcome of the objectives of the project

Section-4.5. The impact on policy making

Policy making gains a fundamentally new approach with the perspective developed by the project. The crucial first level of the shift is due to the fact that the design is moving away from the traditional institutionalist orientation. Even the mainstream of governance-debates is fundamentally oriented towards the institutional system, aiming on opening and possibly reordering institutions. However, though there are important measures undertaken they fall short by lacking a systematic approach, remaining very much caught in the traditional patterns of the division of labour. The present project may impact on an entirely new approach in policy making, reflecting the different shifts of new multi-level policy making. On the one hand, the results will help overcoming the departmentalist approaches towards policy making; on the other hand it will be possible to rethink the real meaning of multilevel-governance on the basis of the research by applying the orientation on social spaces and their cohesion, keeping in mind that sustainability is also a major issue that fundamentally concerns the social arrangements. This is of special importance in order to consider the embeddedness of local arrangements: they need to essentially consider their elementary character – a perspective that is developed in the present project. The research will allow developing means to overcome the different possible tensions as the one between local interests and lack of available resources, between local sustainability and global requirements and options and the like.

In short:

- Overcoming institutionalist and segmented approaches towards policy-making
- Opening new pathways of governance and multi-level policy making

- Help to overcome contradictions and tensions between different aggregate levels of policymaking

Section-4.6. The impact on the European debate on the European Social Model

Thanks to the initiatives of Eurispes in Rome a European-wide debate has started about the meaning of the so-called European Social Model. As a result of the specific research by the project the participants and experts will be enabled to contribute to this debate from a new perspective from the start of this project. The project is engaged in research for supporting new strategies to cope with external and internal forces. The outcomes may pave the way for new ideas how to enhance the debate on the 'Social Model' into a debate on 'Strategic Development of European countries 'as parts of global processes.