

Concerted development
of social cohesion indicators

Methodological guide

French edition:

Guide méthodologique pour l'élaboration concertée des indicateurs de la cohésion sociale

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PREFACE

I am often asked how the Council of Europe can measure social cohesion and its underlying values in concrete terms. What guidance can be given to those involved in social policy, either in the public or private sector, which would help them to define social objectives better and would provide a means to monitor progress effectively, highlight weaknesses and then provide for improvements?

This new guide brings our concept of social cohesion to life, and provides us with something which is very visual: social cohesion indicators. Based on the definition given in the Council of Europe's Strategy for Social Cohesion that "social cohesion is the capacity of a society to ensure the welfare of all its members, minimising disparities", the guide applies the core values of our Organisation to make a reality of social cohesion: namely access to rights for all, respect for dignity of others, the right for all individuals to have the opportunity for personal development, and participation in the democratic process.

The guide is based on the principle that everyone can play a role in society. It therefore offers a methodological framework to apportion responsibilities to the different sectors of a state. It takes into consideration the policies dealing with employment, education and health as well as the situation of certain vulnerable groups, such as immigrants and people with disabilities.

Consultation and co-operation between all the players is essential for all democratic societies. Likewise, they should all be involved in the development and choice of social indicators, which has hitherto often been left to specialists. How such indicators are devised and implemented can affect their meaning and impact. The Council of Europe has therefore put the democratic debate at the centre of this process and opened up the possibility of adapting indicators to the needs of users in different parts of Europe, at local, regional and national levels. A structured series of questions helps to ascertain the contribution of each policy to our values.

The indicators still need to be harmonised for the purposes of comparison. The advantage of this new approach is that it allows for convergences and syntheses to be made yet the indicators can still be adapted to specific features in different contexts.

The guide also emphasises the importance of values in making political choices. It takes a fresh approach to the recommendations and resolutions which the Council of Europe has produced over the last fifteen years, and links them to the development of indicators.

Finally, it provides a common reference framework for all the policies implemented by the Council of Europe and integrates different fields of work. Under the co-ordination of the Social Cohesion Development Division, various departments have contributed their knowledge

to the guide. Moreover, case studies carried out in different countries with intergovernmental committees have helped to confirm the value of the method suggested in this guide.

I hope this work will be an inspiration to all those involved in building what some now call the “welfare society”, that is to say, an expression of our shared responsibility for the welfare of everyone.

Terry Davis

Secretary General of the Council of Europe

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This publication matches the methodological requirements of the Council of Europe's Revised Strategy for Social Cohesion, and has been prepared and co-ordinated by the Social Cohesion Development Division of the Directorate General of Social Cohesion.

Various Council of Europe departments and many national experts and officials have also provided assistance and support.

The *Methodological guide* was devised by Samuel Thirion. Basing themselves on the schema used to systematise the various aspects of well-being, the following members of the Council of Europe Secretariat helped to clarify the issues and identify specific indicators:

- in the Directorate General of Social Cohesion: Irena Kowalczyk (children and elderly persons), Piotr Mierzewski (Health Division), Thorsten Afflerbach, Muriel Grimmeissen, Peter Baum and Laurent Lintermans (Partial Agreement in the Social and Public Health Field), Thomas Venckevicius (access to social rights – housing), Maria Ochoa-Llido and Miranda Vuolasranta (Migration and Roma Department), Federico Oliveri, Sebastian Sperber and Luca Marangoni (social cohesion development);
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- in the Directorate General of Human Rights: Christophe Poirer (media); Marta Requena (equal opportunities) and Artemiza-Tatiana Chisca (protection of minorities).

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Our warmest thanks to everyone, in particular Gabriella Battaini-Dragoni, former Director General of Social Cohesion, now Director General of Education, Culture and Heritage, Youth and Sport, who has given the project her constant and enthusiastic backing.

Gilda Farrell

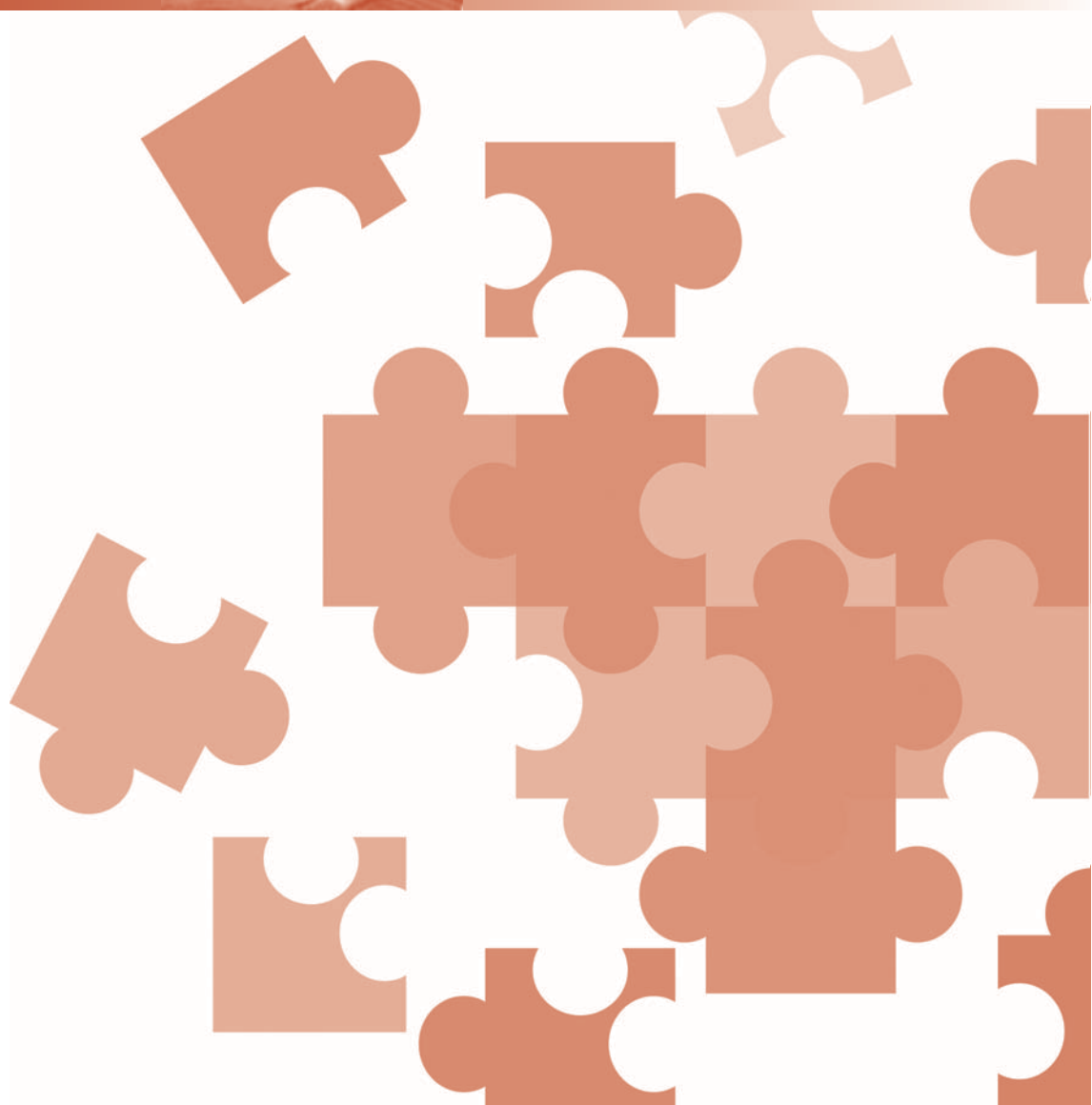
*Head of the Social Cohesion Development Division
Council of Europe*

General introduction

The reasons for a methodological guide produced by the Council of Europe



Social cohesion



1. Social cohesion in the context of human rights and the exercise of democracy

This *Methodological guide* reflects the values promoted by the Council of Europe ever since its inception, namely the rule of law, human rights and the exercise of democracy. The development of the Council of Europe since the signing of the European Convention on Human Rights on 4 November 1950, the establishment of the European Court of Human Rights in 1959 and the adoption of the European Social Charter in 1961 and of other instruments¹ led it to embrace, in 1997 during the 2nd Summit of Heads of State and Government of the Council of Europe, the concept of social cohesion as “one of the foremost needs of the wider Europe and (...) an essential complement to the promotion of human rights and dignity”.²

With its focus on social cohesion, the Council of Europe is responding to changes in society that exacerbate the risk of inequality and instability. Social cohesion, as defined in the Council of Europe’s Revised Strategy for Social Cohesion,³ is an integral part of human rights. Accordingly, individuals, as a vehicle of rights in modern society, are viewed as key players in a social process to enhance the substance of these rights through collective participation, consideration of the distribution of social benefits and recognition of the need for diversity. Social cohesion thus takes account of how the various social players interact and the degree to which they succeed in ensuring the well-being of everyone.

2. Social cohesion in changing modern societies

Social cohesion is essential for a modern society centred on the rights of individuals and having to deal with rapid and radical changes that are upsetting the mechanisms that have traditionally ensured the maintenance of social bonds in Europe. It is acquiring greater importance as a complex factor in the search for equilibrium,⁴ which responds to people’s needs for both personal development and a sense of belonging and links together individual freedom and social justice, economic efficiency and the fair sharing of resources, and pluralism and common rules for resolving all conflicts by peaceful means.

Every society has a structural need for social cohesion. In the course of their history, modern European societies have sought to meet such a need in different, and often “negative”, ways, for example by glorifying the fact that their citizens belong to a strong nation or by engendering “us” and “them” confrontations, especially by means of inciting mistrust of foreigners or immigrants. Following the experience of two world wars, they have tried to achieve cohesion through human rights, of which the constituent elements are freedom, equality and solidarity.

1. Other institutional and legal instruments have over time been introduced to ensure the full implementation of human rights. The most noteworthy are the European Convention for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (signed in November 1987), the European Commission for Democracy through Law (the “Venice Commission”), set up on 10 May 1990, and the Framework Convention for the Protection of National Minorities (signed on 1 February 1995), along with the many recommendations drawn up by the Council of Europe in the course of its existence. The CD-Rom provides information about the main Council of Europe recommendations drawn up over the last few years on the major issues relating to human rights and social cohesion.

2. Final Declaration of the 2nd Summit of Heads of State and Government of the Council of Europe, Strasbourg, 1997.

3. The Revised Strategy for Social Cohesion was approved by the Council of Europe Committee of Ministers on 31 March 2004.

4. See in Alaluf, 1999: “Through the concept of social cohesion, the idea of ‘equilibrium’ and of ‘norms’ assume major importance. Equilibrium is the guarantee of the social cohesion produced by shared values. They are the norms that society gives itself. As a consequence, each individual is assessed in accordance with social norms, in the light of habits and customs which are those of a given group.

Freedom, in the form of personal autonomy, is exercised by everyone within the limits defined by the autonomy of other people. Although it is based on the individual, freedom is in practice a relational concept: I cannot be free if others are not. This idea of freedom implies equality in the provision of equal access to material goods, and social and cultural amenities. Solidarity stabilises the coexistence of individuals and is a manifestation of their need to co-operate through collective commitment, whereby each and every person exerts their influence on collective decision making.⁵

Beyond the individual dimension, European societies consider that rights also have a collective dimension. Cohesion in this sense has helped to create a sense of belonging, trust and security and has supported aspirations to improve living conditions, a crucial factor for economic development, trade and economic transactions in the market context. This aspect of the sense of belonging, which is manifested by the possibility of being a free element of a group of equal subjects, has, on the one hand, helped to create wealth and, on the other, facilitated access to the fairest possible distribution of its fruits. As a political objective, built around the idea of the well-being of each and every person, social cohesion becomes an international challenge in the context of a globalised economy.

The challenge is to find out if the forces leading to globalisation contribute or not to consolidating social cohesion within nations. It is too early to tell.

Firstly, because globalisation is still perceived as a factor of insecurity in that, through its excessive support of neo-liberal values, it destabilises the reference points and institutions which guarantee social cohesion. It also accentuates poverty and social divisions.

Next, because the capacity of states to come to grips with societal questions of global scope is open to question as their role is limited to their own territories. With the “de-territorialisation” of capital, any internal decision is subject to external interests and influences. This calls into question the legitimacy of the state, which used to stem from the fact that decision makers and the people affected by their decisions living in a given territory (national, regional or local) formed a united whole. In addition to this, the massive migration movements of poor people create pressures at Europe’s borders. In this context, social cohesion is a concept that may “balance” the “opening up” of the economy by seeking a certain amount of political “control”.⁶ It can contribute to the formulation of new relationships of responsibility between citizens themselves and between citizens and public bodies.⁷

The search for social cohesion thus reflects the concerns of the Council of Europe: through its commitment to upholding the rule of law, human rights and democracy, the Council of Europe has always contributed to creating common standards in this area, which are shared by the governments and citizens of Europe. Today, more than ever, in the face of globalisation, it is vital to recognise affiliation with a geographical unit that shares such a concept of social cohesion. The development of social cohesion, the principles of which are shared by the Council of Europe member states, is thus becoming a priority political objective.

5. Colombo (not dated).

6. Habermas, 2001.

7. See in this connection the idea of the new social pact proposed in Habermas, 2001.

3. Contents of the *Methodological guide*

a. Objectives

Accordingly, the Social Cohesion Development Division of the Council of Europe wanted, with the support of the member states' governments, to design and produce a guide for the analysis of social cohesion in line with the Council of Europe's Revised Strategy for Social Cohesion, approved by the Committee of Ministers in 2004.⁸

This guide has three objectives:

- to serve as a reference framework that can become a common instrument for co-ordinating and steering the political choices of the various private and public players and social bodies at different territorial levels;
- to help devise ways of accumulating knowledge that can be adapted to different contexts and facilitate the implementation, monitoring and assessment of social cohesion action plans;
- to facilitate the social cohesion learning process.

The guide incorporates numerous questions that can help its users search for information and select the most appropriate indicators for responding to the specific needs of the players and bodies concerned. These questions have been subject to partial testing by government departments: the results are set out in Part V of the guide.

b. Method of analysis

"Measuring" social cohesion is in itself an extremely complex exercise. Social cohesion is first and foremost a "qualitative" concept and reflects the consistency and quality of the social and institutional bonds necessary to ensure the well-being of everyone. In order to tackle such a complex task, the guide distinguishes between two different analysis stages:

- firstly, the establishment of a benchmark definition in which the idea of social cohesion selected corresponds to the requirements of a general political goal (in our case, the democratic stability of modern societies);
- secondly, the descriptive stage, during which there is discussion of the various components and areas of society that contribute or do not contribute to social cohesion and on which political action must be based.

A benchmark definition takes account of the way in which the various social players interact and whether or not they succeed in ensuring everyone's well-being in the context of the rule of law. Such a definition, which places more emphasis on the spirit of the institutions, intervention policies and collective and individual choices, differs from a descriptive definition of social cohesion.

The benchmark definition thus reflects the understanding that we (governments, decision makers, players, etc.) have of society as a whole and of how to guide it in the light of democratic achievements in terms of the application of human rights. The descriptive stage reflects the level of knowledge we have of each of the

8. The full text of the Revised Strategy for Social Cohesion can be consulted at: www.coe.int/T/E/social_cohesion/social_policies/03.Strategy_for_Social_Cohesion/2_Revised_Strategy

component elements of society on which it is necessary to act. While the benchmark definition refers to the ideal situation and sets out the objective to be achieved, the descriptions of the areas and components correspond to the level of knowledge each society attains through the political choices made in the search for social cohesion.

c. Structure

The guide traces a logical progression from concepts to tools and practices (See Figure 1).

Part I of the guide is devoted to a conceptual approach. The first task is to clarify the meaning of social cohesion in line with the definition given in the Council of Europe's Strategy for Social Cohesion which serves as a general benchmark in the guide. Secondly, the guide will seek to highlight the political choices made when one approach is preferred to another as a means of promoting social cohesion. On the basis of a general framework for the processes and living spaces that ensure the cohesion of a modern society, it will be possible to comprehend the strategic approaches to social cohesion, starting with the simplest (interpreting cohesion on the basis of a single significant area) and proceeding to the most complex (promoting cohesion on the basis of different activities of general interest, their interrelations and their impact in and on society as a whole).

Part II looks at the issues of knowledge of social cohesion, making a distinction between social cohesion as an objective (ideal), a process (building up social cohesion) and as an acquisition (what has been achieved at a given time).

Part III focuses on devising the means to acquire knowledge of social cohesion, especially the questions and indicators and the corresponding methodological aspects.

Part IV deals with measuring social cohesion, putting forward a series of questions and indicators drawn up in accordance with the method set out in the preceding part.

Lastly, Part V presents the results of the main applications and trials carried out in 2003 and 2004 and how they tie in with devising a framework of action.

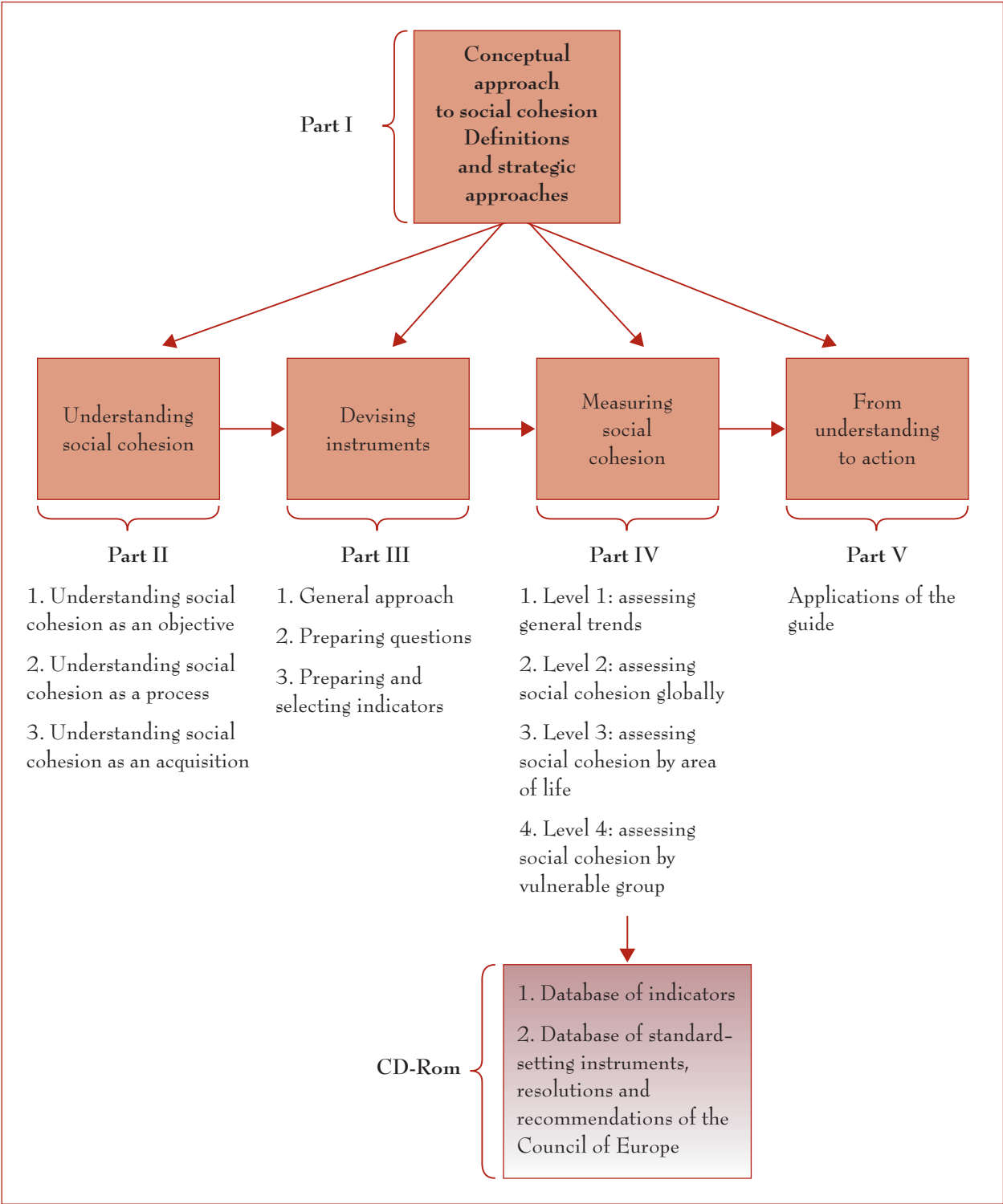
d. Results expected

The Council of Europe's main purpose in producing this guide is to contribute to the establishment of a common reference framework for member states and the development of a society based on shared responsibility in order to ensure the welfare of everyone. Accordingly, the guide seeks to foster knowledge of social cohesion on the basis of the choices made by the various players or institutions in the exercise of their social function. Without claiming to be exhaustive or definitive, the guide puts forward a reference framework for devising a strategy for a cohesive society and therefore for defining the areas where action is required and existing knowledge needs to be further developed.

With due regard for the diversity of approaches to social cohesion, the various players/authorities/organisations will each find certain questions and indicators among the ones proposed that, in addition to those already at their disposal, may help them to improve their understanding of their role in a general context and assess the contribution of the action they take.

The Social Cohesion Development Division thus regards this guide as a means of sharing experience and fostering discussion on the concepts and practices between the players involved in social cohesion. Also, that its application should contribute to a strengthening of political support for social cohesion and of everyone’s responsibilities in addressing the challenges a modern, cohesive society poses. It should also serve to check that the needs of the most vulnerable groups in society are correctly taken into account.

Figure 1: General structure of the *Methodological guide*



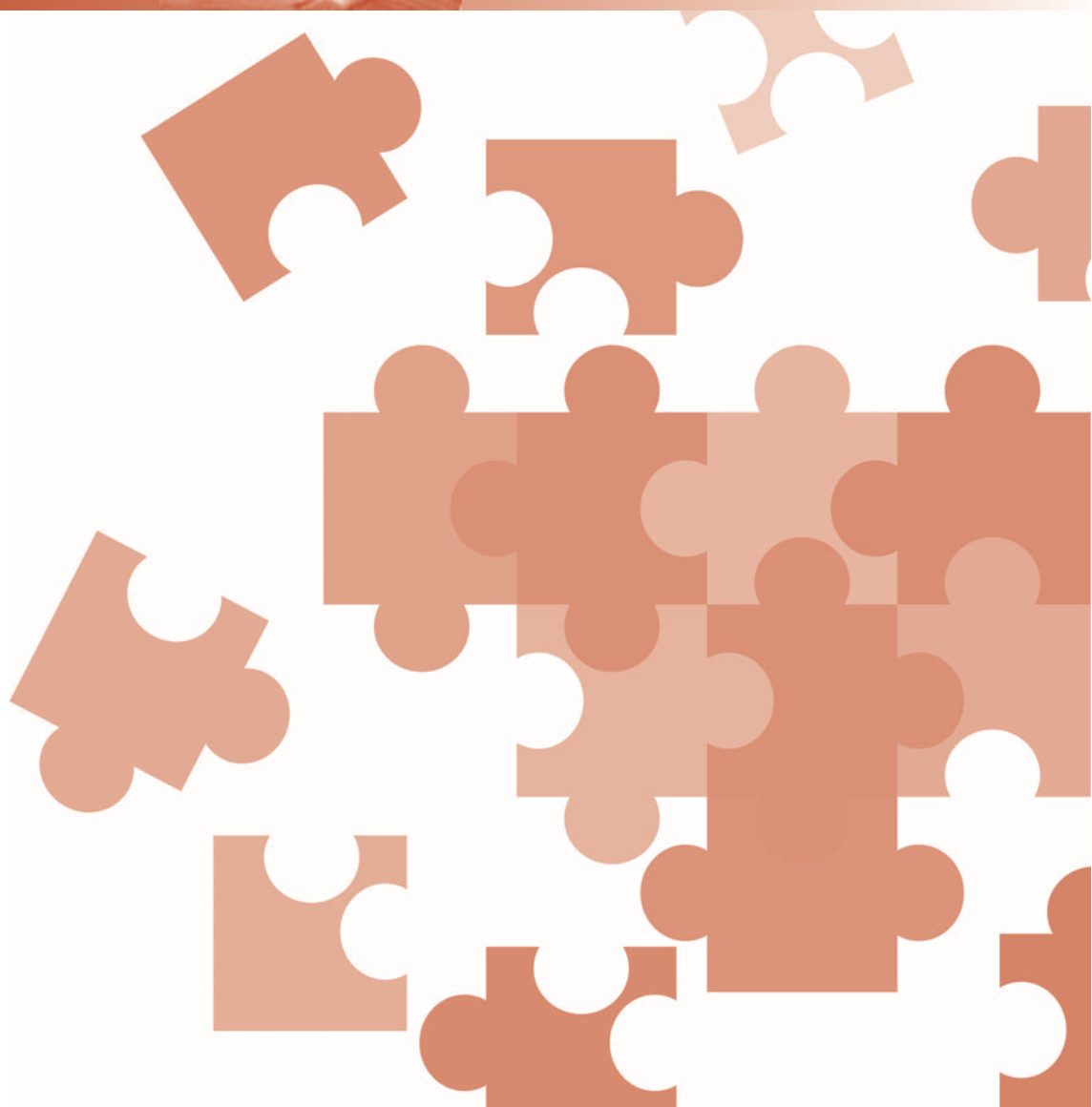
Part I

Conceptual approach to social cohesion

Definition and strategic approaches



Social cohesion







CHAPTER 1 – CONCEPTUAL APPROACHES TO SOCIAL COHESION

There are many different conceptual approaches to social cohesion. They vary according to period, culture and the prevailing political ideas and differ from one another mainly in terms of the role of the players involved, the areas of life or groups concerned and, finally, the methods they employ to foster this cohesion.

The search for a clear and coherent concept of social cohesion reflects a need specific to a modernised society in which the standards co-ordinating individual and collective action are the subject of complex legitimisation procedures. The changes that continually occur in such an open and plural society must, in turn, be the subject of in-depth analysis to ensure they do not lead to “cohesion crises” or, indeed, forms of cohesion that are weaker because they are based on exclusion rather than the consensual inclusion of individuals and groups. The concept of social cohesion aimed at should respond to all these requirements at the same time.

Social cohesion thus proves to be a primarily political concept, and one that is fundamental for putting into perspective the “strategy” that underpins any modern society that considers itself legitimate and sustainable.

In order to help explain the issue, this chapter will take three groups of common definitions and systematically compare and contrast them with the idea of social cohesion based on the principles of the Council of Europe (the rule of law and its legitimisation through the full range of human rights and democracy as a collective and participatory exercise) and on the strategy for a “modern and sustainable society” that emerges as a result. While the usual methods often take account only of one or other aspect of a cohesive society, the benchmark definition proposed by the Council of Europe draws on and incorporates them in a dynamic and integrated approach that makes it possible to encompass complex situations.

1. Proposal for a benchmark definition based on the principles of the Council of Europe

The guide proposes defining the social cohesion of a modern society as society’s ability to secure the long-term well-being of all its members, including equitable access to available resources, respect for human dignity with due regard for diversity, personal and collective autonomy and responsible participation.

This definition, echoing the one given in the new version of the Council of Europe’s Strategy for Social Cohesion, presupposes social commitment to reduce disparities to a minimum and avoid polarisation. It is based on the four constituent dimensions of human well-being that are essential for the functioning of societies that recognise human rights and democracy as underpinning the way they are organised: fair and equal access, individual (and collective) dignity, the autonomy of the individual and participation in community life. These principles determine the “quality” of the bonds between individuals and between them and the community to which they belong.

In this context, social cohesion is not a “nostalgic” concept hankering after a “lost social harmony”,⁹ but a highly topical one that encompasses key aspects of a political strategy for a modern society based on the

9. Alaluf, 1999.

recognition of rights: sustainability and freedom with fairness, co-existence with diversity, vigilant concern for human dignity, autonomy and the freedom of decision now and in the future both as an individual and as a community.

2. Other definitions of social cohesion: analysis of contributions and their limitations

a. The etymological sense of cohesion

In its original etymological sense, cohesion is defined as the characteristic of a group all of whose parts are closely united. Just as in biology where a living organism's cohesion results from the links between its elementary parts (the molecules), social cohesion results from links between individuals and bodies. Cohesion is the opposite of disintegration or division. The keywords here are links and unity.

There is a risk that this approach, taken literally, could hide the fact that several types of link, unity and cohesion are possible between the constituent parts of a social system and that, far from being something that exists naturally, the cohesion of a society depends on the elements that come into play and the specific types of process that establish themselves between those elements and with society as a whole.

b. The origins of the concept of social cohesion: the views of Emile Durkheim

Emile Durkheim was aware of this complexity in his research on the factors that hold together a complex society. After identifying in "shared loyalties and solidarity" the key factors of social cohesion, the sociologist also distinguished mechanical solidarity, which is based on the traditional uniformity of collective values and beliefs, from organic solidarity, which is the result of modern relationships between individuals who are able to work together while developing an autonomous and even critical personality with respect to tradition.

In the light of this preliminary consideration, one can readily identify these partial aspects as contributions to the definition of social cohesion, based on community bonds, the sharing of values, a sense of belonging and the ability to work together.

c. Definitions based on community bonds

The approach based on community bonds more often than not results in a definition along the following lines: social cohesion is "the promotion of stable, co-operative and sustainable communities".¹⁰

This type of definition overlooks the specific quality of the bonds of solidarity that will become established in a cohesive society in the modern sense of the term. Nor is any indication given of what characterises the stability, co-operation and sustainability of a modern society in the sense of a society of individuals.¹¹

10. Matarasso and Chell, 1998.

11. Elias, 1991.

d. Definitions based on shared values and a sense of belonging

The approach based on shared values and a sense of belonging results in definitions along the following lines:

- “Social cohesion is the ongoing process of developing a community of shared values, shared challenges and equal opportunities based on a sense of hope, trust and reciprocity” (Social Cohesion Network, quoted by Stanley, 2001);¹²
- “Social cohesion involves building shared values and communities of interpretation, reducing disparities in wealth and income, and generally enabling people to have a sense that they are engaged in a common enterprise, facing shared challenges, and that they are members of the same community” (Rossel quoted in Omariba, 2002,¹³ and Judith Maxwell, quoted by Stanley, 2001);¹⁴
- “(...) a society which offers opportunities to all its members within a framework of accepted values and institutions”;¹⁵
- “Social cohesion focuses on whole communities, on participation and governance, as well as on the needs of those who are excluded”.¹⁶

These concepts are to be found in the official definitions adopted by governments. For example, the French Government’s National Planning Commission (1997) considers that social cohesion “is a set of social processes that help instil in individuals the sense of belonging to the same community and the feeling that they are recognised as members of that community” (quoted by Jenson, 1998).¹⁷

The advocates of this type of definition seem to overlook what J. Rawls called “the fact of pluralism”, namely the fact that modern societies are composed of individuals who are autonomous in their choices of lifestyle. In proceeding on the basis that cohesion involves belonging to a “community of values”, there is, however, a risk of focusing attention on the alleged unity to the detriment of the agreement process, which is the only way to ensure the peaceful coexistence and interaction of different world views in accordance with rules that are legitimate because they are acceptable to all concerned. No indication is given of factors such as the exercise of rights and participation that make such behaviour and the consensus on fundamental values possible.

e. Definitions based on the ability to work together

The approach based on the ability of the members of society to work together produces a different type of definition of cohesion:

- “Social cohesion is a state of affairs in which a group of people (delineated by a geographical region, like a country) demonstrate an aptitude for collaboration that produces a climate for change”;¹⁸
- “Social cohesion is the extent to which people respond collectively to achieve their valued outcomes and to deal with the economic, social, political or environmental stresses (positive or negative) that affect them”.¹⁹

12. Stanley, 2001.

13. Omariba, 2002.

14. Stanley, 2001.

15. Dahrendorf, 1996, pp. 229-249.

16. Miller, 1998.

17. Jenson, 1998, p. 5.

18. Ritzen, Easterly and Woolcock, 2000.

19. Reimer, Wilkinson and Woodrow, 2002.

Some public bodies have adopted similar definitions.

For example, the Canadian Senate considers that “Social cohesion is defined as the capacity of citizens living under different social or economic circumstances to live together in harmony, with a sense of mutual commitment”.²⁰

Compared with the aforementioned approaches, this takes account from the outset of the plurality of human beings and its implications for collective responsibility as a structural element of any cohesive society. However, it considers the ability to work together without apparently giving any thought to the ultimate goal of this joint action, which may, in itself, entail cohesion or exclusion.

3. Justification for a benchmark definition proposed by the Council of Europe

The definitions that have just been analysed come closer to a “mechanical” conception of social cohesion. They tend to leave aside the key question of the plurality of conditions, interests and identities as well as any process enabling autonomous and different individuals to work together. “Institutionalising” this type of definition may in theory lead to social cohesion being regarded as “the absence of differences” and, indeed, to a disregard both for conflicts and for ways of settling them as part of the consensus-forging process. These definitions are, moreover, based on bonds that appear “natural”, while in our societies social cohesion – a concept that covers a complex set of social relations – involves processes of “exposure” to a variety of different, and occasionally contradictory, interests, views and insights.

In short, in societies characterised by a plurality of interests and identities, cohesion mainly results from the ability to develop non-violent consensual processes to resolve any conflict, with regard either to distribution (the allocation of resources and the means of using them autonomously) or to the question of identity (the recognition of dignity in the various lifestyle choices and traditions and in the context of equitable access to rights).

Social cohesion is thus not a “scientific” or technical concept. Rather, it results from “interpretative” exercises that the institutional players and autonomous individuals carry out as they shoulder their collective responsibilities in order to resolve conflicts. Rather than a concept, social cohesion should therefore take the form of a reference framework that institutions and active citizens adopt and renew to provide themselves in turn with shared and relevant political objectives that prevent social conflict and ensure the democratic stability of society as a whole. More than the sharing of identical values, social cohesion thus focuses on the “sharing of the political objective of achieving equity” – where equity must also be understood as the “equity of capabilities” necessary to develop as an individual in the context of existing social relationships.

In modern democratic societies, the political objective shared by all is that of the creation of an institutional and political environment appropriate to the development of an autonomous life for everyone. Individual autonomy is reflected in social cohesion when the fair and non-discriminatory sharing of resources, goods and services as well as the recognition of the dignity and skills of each individual are guaranteed by society, which gains legitimacy as a result.

20. Dragojević, 2001.

The conditions needed for such a guarantee have been created in the west by states governed by the rule of law: citizen participation and the democratic approach to the resolution of conflicts have been the mechanisms whereby the law has progressed from being legally binding to being legitimate, and formal rights have been given more and more substance and been differentiated according to the groups concerned (women, children, migrants, minorities, etc.). On the other hand, in the former communist countries, where equality was not subject to a societal consensus but, rather, an imposed system that refused to acknowledge any individual effort, social cohesion risked being rejected when there was a change of regime, only re-entering the citizens' lives in the form of "nostalgia for the past". This nostalgia was fuelled in turn by the major sacrifices generally demanded by the "transition".

Social cohesion is therefore not a "natural" condition in modern societies but results from "interrelations" between free individuals and private and public institutions within a framework of standards and laws recognised as legitimate by the community. The standard definition proposed in this guide takes account of precisely this framework, which is highly appropriate in this "age of rights".²¹ There is a fundamental societal consensus on this standard definition in the democratic countries that have institutionalised human rights. By contrast, the consensus must be further developed when it comes to putting the concept into practice and evaluating the results. The consensus sometimes depends too much on the political climate, the availability of resources and the criteria adopted for their allocation to the various priorities chosen.

Thus, for example, a country or group of countries (such as the European Union) can choose to define social cohesion by reference to respect for one of the fundamental rights, such as access to employment. This political choice becomes legitimate to the extent that it corresponds to a widely felt need and meets with a response in the community. With respect to the standard definition proposed in this guide, such a choice may be regarded as a contribution to social cohesion in so far as, in the objective of attaining full employment, the criteria of equity, dignity, participation and personal autonomy are all taken into account.

In other cases, a municipality may, for example, decide that social cohesion is first and foremost reflected in the satisfactory provision of services for the elderly or young children. Moreover, by including these "partial" responses in the frame of reference, the same municipality could determine that, in addition to launching policies aimed at the sections of the population that are most vulnerable in terms of their age, it is indispensable to take account of any social divide in order to ensure social cohesion.

4. Conclusions

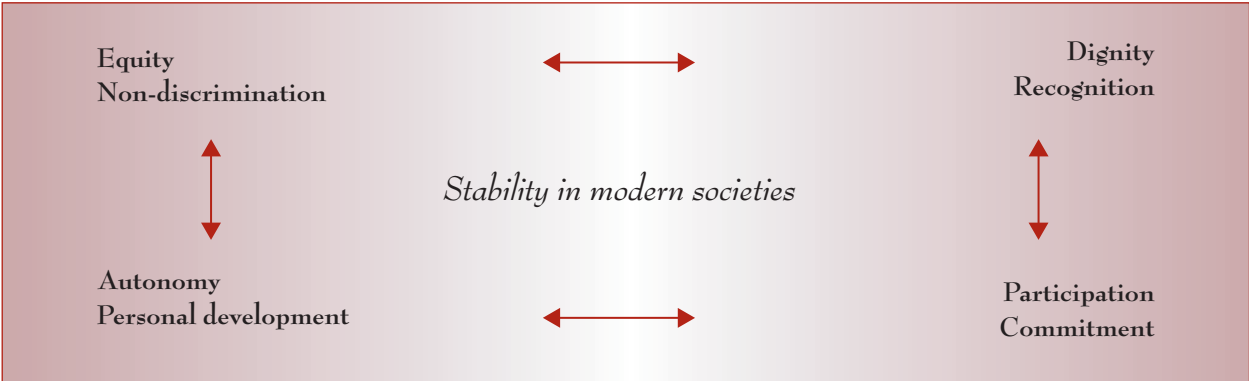
The benchmark definition put forward by the Council of Europe thus becomes a kind of "gauge" for all political measures, used to assess their contribution to social cohesion – irrespective of the institution using the definition and the specific area of intervention. The four elements represent the inseparable dimensions of "citizen well-being" and the conditions for the peaceful resolution of societal conflicts.

The main question we have attempted to answer is: what type of social cohesion does a modern society need?

The reply focuses on the development of "organic cohesion", which must be fostered through the participation of everyone in attributing "substance" to the rights of each person. Such a construct can only be

21. Bobbio, 1996.

Figure 2: The four elements of “citizen well-being”



based on the substantive capital of collective learning accumulated and the methodological and political work done by our societies in the course of their modern history. For example, the analysis carried out at the Council of Europe on the application of human rights, with the many recommendations subsequently made²² – an analysis naturally involving other conclusions drawn on the basis of different reference frameworks and civic practices – is of inestimable value for proposing the parameters for understanding and measuring social cohesion in the various contexts

Part II of the guide, “Understanding social cohesion – Frames of reference, fields of analysis, levels of assessment and monitoring”, will focus in particular on the sources of knowledge that social cohesion needs in order to be actively promoted.

22. The outcome of the joint deliberations at the Council of Europe has been used to draw up proposals for indicators in various areas of social cohesion. See the CD-Rom.



CHAPTER 2 – STRATEGIC APPROACHES TO SOCIAL COHESION

There is no immediate guarantee that modern societies are *ipso facto* able to ensure the welfare of all their members in terms of equity, dignity, autonomy and participation by all, nor that they have the necessary resources to satisfy such a demand automatically. Experience of past and present distribution conflicts, with the inequalities, marginalisation and collective insecurity that accompany them, tends to show, in contrast, that social cohesion must be actively fostered by those concerned, since the absence of such efforts will lead sooner or later to the destabilisation of society.

With regard to society as a whole, these active efforts call for an ongoing examination of the values to be upheld and the processes that enable a modern society to exist, to reproduce itself and to deal with the changing risks resulting from a modernisation process that is never complete.

This examination, which must involve all of society's stakeholders, in particular public institutions, the markets, the private/family sphere and all organisations of civil society, is necessary to make the above conceptual reference framework operational. It should make it possible to turn this into a practical political tool with respect to the many different factors, players, levels and areas that contribute in practice to social cohesion.

To this end, it will be possible to assess the differences in scale and depth between several approaches (combating exclusion, the promotion of social and territorial integration, creation of social capital, access to rights, consideration of social interaction and its development, etc.), highlighting the underlying political choices.

The Strategy for Social Cohesion adopted by the Council of Europe will be presented as an approach integrating the many different components of social cohesion, by emphasising their interaction and the responsibilities of the subjects concerned in the reference framework adopted. The benefits of this strategy when it comes to understanding the present and future aspects of social cohesion in Europe will also be set out.

1. Spheres of modern life and development of social cohesion²³

In modern societies, social relations, knowledge and standards are not based solely on lifestyles and knowledge that gain their legitimacy from tradition; in addition, they acquire respect through complex legitimisation processes that, in principle, must be open to criticism and allow for the reasonable consideration of the interests of everyone concerned. The conflicts associated with this pluralism and the search for stability and security have led modern societies to organise the actions of their members into different spheres of life, each governed by regulations that are rational in the light of the aims pursued. A distinction can be made between:²⁴

23. For this reconstruction of modern societies, see Habermas, 1981; for the concept of law as a factor making for a balance between the various spheres of life and, therefore, a creator of civic solidarity among the members of democratic societies via access to rights, see Habermas, 1996.

24. The importance of taking into account these spheres of social cohesion was already recognised in 1998 by the Council of Europe in its Project on Human Dignity and Social Exclusion directed by Katherine Duffy. In the final report of the project, social exclusion is defined in relation to a social model based on three dimensions of integration: the state, the markets (particularly the labour market) and civil society (especially family and personal networks and non-governmental organisations (NGOs)). The report none the less concentrates results on the evolution of the state. See Duffy, 1998.

- the private areas of life, as places of individualisation/socialisation where behaviour patterns become accepted by virtue of an agreement among those concerned in their family or community environment;
- areas of citizen expression, where each individual can express himself or herself and act as a fully-fledged member of society as a whole;
- the markets, which are responsible for regulating economic and monetary interaction through the price system;
- the public authorities, which are tasked with ensuring legal stability and social order through the system of positive law.

Social cohesion results from balanced communication between these spheres and is the outcome of a consensus between the various forms of regulatory provisions.

The development of social cohesion is thus always linked to politico-economic processes and coincides with the ongoing democratisation of the public authorities and the economy, reflected in the continuous influence exerted by the private and citizen spheres on the government and the markets through respect for human rights. The divisions that can open up in trying to preserve such a fragile balance must therefore be prevented and rectified in accordance with an ethic of shared responsibility and reasonable restrictions on sectoral interests: a genuine public ethic that will continue to be necessary as the modernisation of society progresses.

As a framework for the sound health of society, both as a whole and in its various parts, it thus constitutes a valid yardstick for comparing the different approaches set up for the active promotion of social cohesion.

2. Levels of analysis: comparison of social cohesion approaches and strategies

It is not surprising that, with respect to social cohesion and its development, the shared meaning only partially corresponds to the framework for interaction that has just been outlined. It is difficult, especially where structural changes are involved, to ignore a given context in order to imagine alternative ways of shaping society as a whole, including the relations between the different areas of life. What is perhaps more striking is that social cohesion development policies do not necessarily correspond to this framework either. These policies, which sometimes themselves derive from conflicts between public authorities, markets and society, are always the result of a choice: diverse interests and the resulting political opportunities, and the knowledge and financial resources available at a given moment, are all factors that mean that the players assume responsibility for certain aspects only.

As in the case of the health of an individual, where the level of diagnosis and treatment may vary according to the different intentions and the resources utilised, the development of social cohesion may use approaches and strategies, both sectoral and systematic, that are based mainly on the treatment of symptoms (see Section 2.1) or on the sound health of society and all the conditions that determine this (see Section 2.2). These differences, which also emerge when it comes to risk assessment, the adoption of priorities and concern for durability, are very instructive and an analysis of them may gradually lead to the prospect of a social cohesion strategy that is more suited to dealing with the complexity of modern society and its evolving challenges.

2.1. The negative approach

This approach focuses on the negative features judged responsible for inadequate social cohesion rather than on all the processes that establish and reproduce bonds in our societies. These features thus become symptoms or “alert” or “alarm” indicators of the state of health of society. In turn, the picture of society’s state of health corresponds to its collective awareness of its normal state or of the standards of living generally considered acceptable and desirable.

On this basis, the approach is liable to result in limited conceptions that focus only on one aspect or a group of aspects, often the most visible ones (social exclusion/inclusion approach). In particular, the absence of any in-depth questioning of the structural and evolving processes that produce these “pathologies” limits the collective search for other forms of society and, in general, restricts the development of cohesion based on the positive resources that a society possesses.

Given that the societies of western countries are based on employment – indeed full employment – as the primary constituent of social cohesion, it is not surprising that the “alert” indicators they have developed mainly relate to unemployment and poverty, to the number of people excluded from employment, to the imbalances between regions or to any other factors that make a society dysfunctional in terms of employment, the consummate factor of integration. Under an entirely analogous approach, an attempt to preserve the democratic law-based state of our societies results in “alarm” indicators that record reductions in freedoms and rights, increases in violence, conflicts, intolerance and racism, etc., where a deterioration in community life as such is taken into account.

In general, the member states of the European Union fit into such a framework. Following the Lisbon European Council meeting (March 2000), the Social Protection Committee was set up, tasked with developing “common indicators”. As they are primarily indicators of poverty and social exclusion, they can be described as “alert” signals.²⁵ Various areas of application have been considered: first the European Union as such (with ten primary indicators²⁶ and eight secondary ones proposed)²⁷ and then other territorial levels in the pursuit of a commitment shared by all the countries, both individually and collectively, with the aim of enabling everyone to deal with the aspects specific to them according to their resources and abilities.

The “alarm” indicators aimed at identifying the symptoms of social degeneration may also serve as a common frame of reference for a more heterogeneous group of countries. Several indicators proposed by the OECD²⁸ to provide a comparative overview of developed societies are of this type.

25. European Union Social Protection Committee, “Report on indicators in the fields of poverty and social exclusion”, October 2001.

26. These are: 1. Low income rate after transfers with low-income threshold set at 60% of median income (with breakdowns by gender, age, most frequent activity status, household type and tenure status; as illustrative examples, the values for typical households); 2. Distribution of income (income quintile ratio); 3. Persistence of low income; 4. Median low-income gap; 5. Regional cohesion; 6. Long-term unemployment rate; 7. People living in jobless households; 8. Early school-leavers not in further education or training; 9. Life expectancy at birth; 10. Self-perceived state of health.

27. These are: 11. Dispersion around the 60% median low-income threshold; 12. Low-income rate anchored at a point in time; 13. Low-income rate before transfers; 14. Distribution of income (Gini coefficient); 15. Persistence of low income (based on 50% of median income); 16. Long-term unemployment rate; 17. Very long-term unemployment rate; 18. Persons with low educational attainment.

28. The sixteen social cohesion indicators proposed by the OECD are: 1. Divorce rate; 2. Fertility rates; 3. Incidence of lone parent families; 4. Group membership; 5. Election participation rates; 6. Foreign-born population; 7. Mixed marriages; 8. Asylum seekers; 9. Suicide rates; 10. Age of women at first childbirth; 11. Working mothers with children; 12. Crime rates; 13. Death rates from drug usage; 14. Work stoppages; 15. People in correctional facilities; 16. Acquisition of nationality. See OECD, DEELSA/ELSA, 1999.

In both the European Union and the OECD, recourse to these indicators is justified by the search for the lowest common denominator to enable comparisons between countries to be made in spite of the difficulty of agreeing on a common definition of social cohesion.²⁹

However, the simple act of acknowledging an alarming situation is not in itself an operational answer. While emphasising the need for intervention, it does not clearly indicate the approach or the actual measures to be adopted. It is in fact more a basic diagnosis: the results of the indicators should serve as a pointer for a suitable policy, or even the sharing of responsibilities between the various players. As regards unemployment and poverty, which are the focus of the strategies mentioned, an analysis of the nature of these two phenomena could lead to a sustainable policy without any undesirable effects on social cohesion.

The fact of regarding a lack of social cohesion as equivalent simply to social exclusion³⁰ shows, for example, the consequences of an approach targeting negative factors, based on a diagnosis which could be inadequate. More often than not, social inclusion strategies are geared only to remedial action aimed at integrating the excluded into the existing labour market or into the existing development frameworks, by creating jobs or bringing about a certain improvement in living conditions, without, however, adopting an overall preventive approach to social cohesion. Like any policy based primarily on “target groups”, such an approach risks accepting exclusion as a fact of life and not as the outcome of social processes, namely the result of too unequal a sharing of wealth for which society as a whole is responsible.

At the same time, any assessment of failures with regard to universal access to rights (shortcomings in the legislation, neglect of the most vulnerable groups, etc.) should always take account of the structural conditions that ensure the cohesion of a society.

This approach would seem to be gaining in importance for western countries and resulting in greater thought being given to the changes to which our nationally controlled wage-earning societies, with a heavy emphasis on state intervention, are exposed by the post-Ford model and globalisation. In addition, it appears to be increasingly relevant for the countries outside the European Union, which face mass poverty, in the light of which the negative indicators lose their significance as a measure of symptoms to be cured. When the social fabric is affected, as is the case, by structural vulnerability, a collective strategy will be necessary to rebalance the relationships between the various spheres of life and the institutions of society in all its complexity.

2.2. The positive approach

Moving from a “negative approach” to a “positive approach” is a crucial step for the active development of social cohesion. It is not a question of making sure that no one is excluded or unemployed but of ensuring

29. “Social cohesion is often identified as an over-arching objective of the social policies of countries, but its definition is rarely attempted and there is no cross-country agreement on what precisely it means. However, it is possible to identify various pathologies which have been mentioned as causes of the lack of social cohesion, which do have resonance as objectives of social policy, albeit not ones where cause and effect of social policies is straightforward. This is true, for example, of crime rates, industrial strikes and family stability” (OECD, *Society at a glance*, 2001, p. 12). It should also be noted that the OECD proposes other indicators that form part of a positive view of social cohesion.

30. In the 1960s, the term “exclusion” related to the notion of poverty. In 1974, Renouard showed in his book *Les exclus* that exclusion was not specific to poor people. However, it was not until the 1990s that the term made a comeback after being adopted by the EU, which made combating exclusion and poverty one of its priorities, especially in the Social Title of the Treaty of Amsterdam and the European Employment Pact. There is nevertheless no single definition of exclusion as it has many different facets. Closely connected concepts are often used to explain the same phenomena: social vulnerability, poverty, insecurity, stigmatisation, discrimination or social marginalisation. A distinction is thus drawn between different forms of exclusion: economic (with respect to consumption, employment and services); social (with respect to housing and social protection); cultural (failure at school, illiteracy, and contempt for a sense of belonging and for information); physical (alcoholism and physical disability); and legal (lack of access to the justice system, lack of official papers, etc.).

that society as a whole has the ability to provide all its members with access to a reasonable or indeed good quality of life. Accordingly, the central issue is to give appropriate form and substance to aspirations for a life of quality.

Different levels and approaches are also possible here. With respect to the picture sketched of modern societies, it is helpful to try to rank the various social cohesion strategies in terms of depth, breadth and complexity. For example, the strategies based on living conditions (employment, health, income, etc.) that visibly contribute to the creation of a cohesive society could first of all be distinguished from strategies that, by contrast, take account of the almost invisible basic components of cohesion (bonds, values, etc.).

In addition, an attempt will be made to identify several levels at which it is possible to take account of the two aspects, with examples of corresponding cohesion strategies: a general consideration either of the visible effects of cohesion (see *a.* below) or of its positive, invisible components (see *b.* below); or else a more systematic consideration either of the interaction between the components and of their specific quality (see *c.* below) or of the shared responsibilities of the various players in establishing a lasting social balance (see *d.* below).

This comparison will lead to us to present the Strategy for Social Cohesion put forward by the Council of Europe as the one that, based on the rule of law/democracy/human rights triad, provides the most elements for understanding and addressing the changes in our societies while safeguarding their fundamental principles.

a. Territorial cohesion approach

This approach, which is now employed by the European Union following its formalisation by the Treaty of Maastricht in 1992 (Articles 158 to 162), is based on the principle of “territorial” solidarity between the EU member states and regions. Its aim is the balanced development of EU territory, a reduction in the structural gaps between the regions of the EU and the promotion of genuinely equal opportunities for all individuals, irrespective of where they live.

In this approach, the question of choosing a relevant operational level (the reference territory) arises in the context of a systemic approach that includes an analysis of the specific characteristics of the territories chosen.³¹ In particular, the assertion of territorial solidarity in the European Union seeks to reduce the inter- and intra-regional development disparities. The reorganisation of EU territory is pursued in order to bring about more balanced and sustainable polycentric development. In this connection, particular attention is paid to the regions suffering from a permanent geographical disadvantage (islands, mountainous areas, regions with a low population density), to the most outlying regions and to certain regions with particular characteristics (rural, on the urban periphery, transfrontier).

Although this approach covers very different problems (cohesion around a territorial identity, cohesion through a reduction in differentials, cohesion through the development of co-operative activities, etc.), the resulting indicators by zone or territory more often than not lead to a comparison of the situations in terms of such variables as per capita income (in relation to the EU average) and population density, which also serve as reference values for the distribution of EU development aid. Taking account of the regional non-disparity of inhabitants in terms of their well-being is in itself a necessary step for analysing and fos-

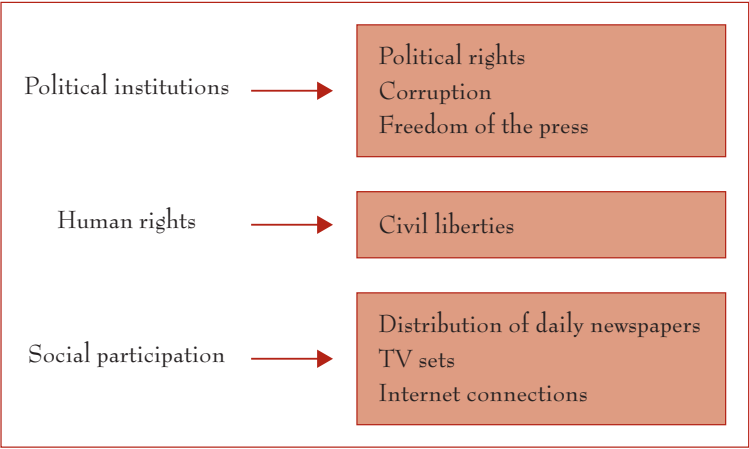
31. See, for example, “Preliminary phase: territorial studies. Principles in the choice of a territorial and systemic approach”, at the following address: www.pace-rural.org/avenir/EN/seminars/PrelimPh/Prelim_Ph9.htm

tering social cohesion. Nevertheless, focusing on certain aspects of the complex social situation sometimes entails the risk of making the approach inadequate, especially when such questions as “quality” with regard to access to social rights (services for individuals, which tend to follow the distribution of the population) remain crucial to the success of a policy of non-discrimination.

b. Social capital approach

The most common definition of social capital refers to the stock of mutual trust and shared standards and values, in short to all the networks of relationships that people build to resolve common problems, obtain collective benefits (neighbourhood networks, co-operatives, clubs, etc.) or exercise a certain amount of control over the environment. Social capital is thus composed of factors which are barely visible or which may even be invisible, and are to be found in any group (institutions, social groups, communities) with shared goals. They are therefore factors that facilitate the co-ordination and co-operation of the various people concerned³² and make the group more efficient. Moreover, manifestations of social capital can be identified in all societies, even where inequality of access to goods and resources is glaringly obvious.

At the same time, there are different types of indicators of social capital. Most of them focus on assessing networks and forms of association, while others, by employing a more systemic approach, propose indicators that focus on institutions, rights and social participation. Such a set of indicators is provided, for example, by the IAOS (International Association for Official Statistics) section of the ISI (International Statistical Institute) in Voorburg (Netherlands) as follows:



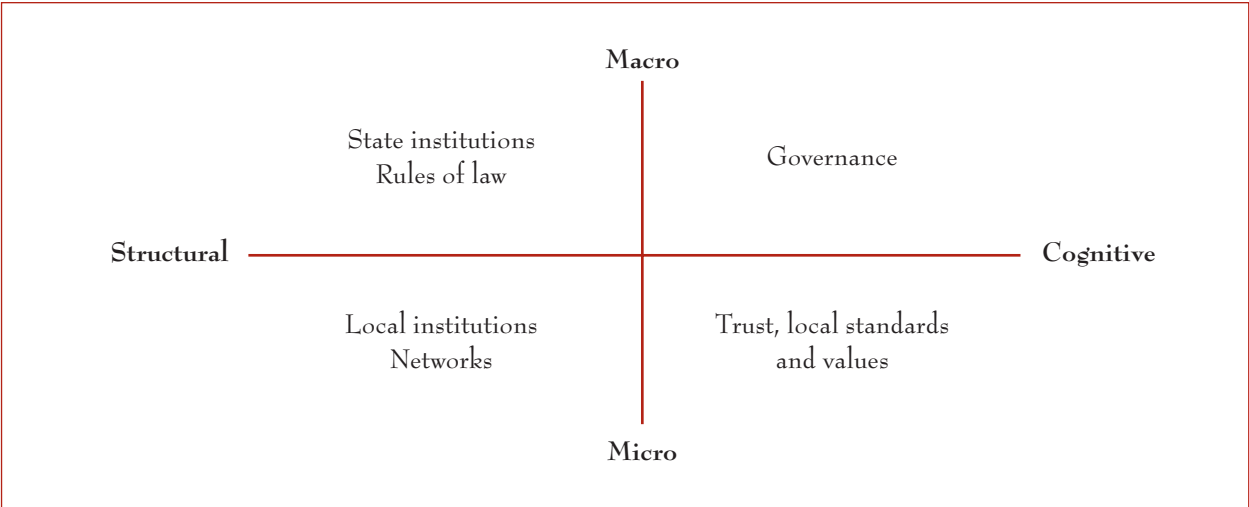
For its part, the World Bank launched the Social Capital Initiative (SCI) in 1996 in order to assess the impact of social capital on the effectiveness of development projects and contribute to the establishment of indicators for monitoring social capital and methods for assessing its effects. The projects carried out have resulted in an analysis framework that focuses on the impact of social capital (micro, meso and macro) and on its different forms (cognitive and structural).³³ This systemic approach is well represented in Figure 3.

Throughout the approaches mentioned, the idea of “social capital” progresses from the simple acknowledgment of the existence of bonds and networks to systemic approaches that take account of the consequences of the structural dimensions of society (legal rules at institutional level for the recognition of political and participatory rights through access to the media). Its immediate identification with social cohesion should

32. For one of the most interesting uses of the concept of social capital, see Putnam, 1993a; Portes and Landolt, 1996, pp. 18-21; and Putnam, 1993b. For an overview of the possibilities provided by this concept, see Canadian Federal Government, 2003a.

33. See in this connection: www.worldbank.org/poverty/scapital/index.htm

Figure 3: Dimensions of social capital³⁴



Source: Grootaert and van Bastelaer, 2001.

be avoided for at least two reasons. Firstly, the social capital approach involves a constant risk of social bonds being understood only as static data rather than processes.³⁵ Secondly, there is a danger that such an approach will fail to take sufficient account of the specific substance, indeed the social quality, of the bonds. It is, for example not clear that the goal that binds a community together is the well-being of all its members.

In connection with a critical approach of this kind, the ideas put forward by Bourdieu are particularly noteworthy. He analyses the concept of social capital from the point of view of the social construction of individuals and warns against its pernicious effects, namely the fact that the inequality, lack of recognition and exclusion existing in the relations between social groups are reproduced from one generation to another. On the other hand, the strategic concept of social cohesion put forward below seeks to avoid these weaknesses by considering equity as one of the key factors of socially sustainable development.

c. Quality of life approach

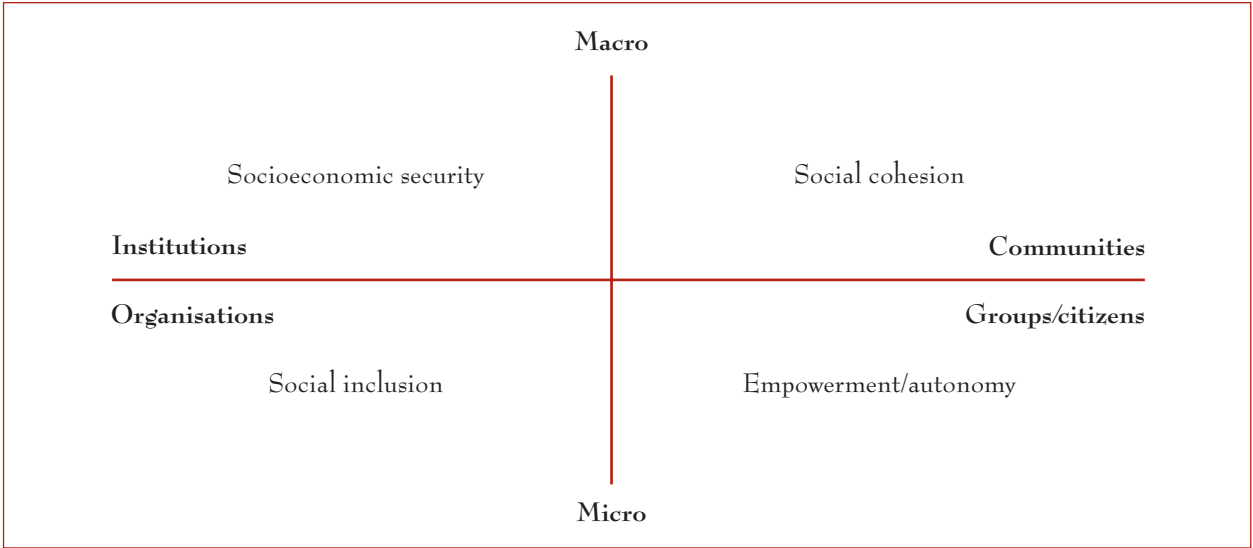
This approach was introduced by the European Foundation for Improvement of Living and Working Conditions, which was set up in response to the Amsterdam Declaration on Social Quality of 10 June 1997. It defines social quality as a standard for evaluating economic and social progress in the European Union and assessing whether the living standard attained by citizens in their daily lives is acceptable. Under this concept, the social quality of citizens' lives depends on four social characteristics that have an impact on individuals: the degree of economic security; the degree of social inclusion; the extent of social cohesion; and the degree of autonomy or empowerment. These four components are represented in Figure 4 overleaf.

For each of these components, indicators have been proposed and classified as input, outcome or impact indicators.

34. From Grootaert and van Bastelaer, 2001.

35. See Chan, J., Chan, E. and To, 2004.

Figure 4: Social quality quadrant³⁶



Source: Beck, van der Maesen, Thomése and Walker, 2001.

For each component in this approach there is a different area of implementation: the socioeconomic security of institutions, social inclusion in connection with organisations and so on. Social cohesion is the objective of the community and becomes a component, among others, of social quality.³⁷ While presupposing a certain interaction between the different dimensions of life in society, the approach lays the emphasis on an objective of achieving well-being that is dependent on the role of various players in their specific functions rather than on the ability of society as a complex entity to ensure well-being. Accordingly, it incorporates the definition of social capital that stresses the players’ ability to defend their own interests. Moreover, like the social capital approach, it makes social cohesion the political objective of the various communities.

The approach proposed in this guide aims precisely to transcend these two approaches by combining them so as to make social cohesion the ultimate reference element and not, in its restricted sense (social dialogue, civil society, local partnerships, development of cultural and sports sectors, voluntary activities, etc.), simply one component of social quality.

Moreover, while the “territorial cohesion”, “social capital” and “quality of life” approaches are understood from the point of view of the rights that each entails, the actual ability of society to ensure the well-being of its members as defined in the Council of Europe’s Strategy for Social Cohesion will be considered in terms of the shared responsibility of the different players who are active in one or more areas of life (public authorities, markets, public and private spheres of life).

d. Access to rights approach

The aim of the access to rights approach adopted by the Council of Europe is to analyse the level of public recognition of needs in terms of rights, the appropriateness of legal provisions and of the facili-

36. Source: Beck, van der Maesen, Thomése and Walker, 2001, p. 8. For an interpretation of this quadrant by the European Commission see: European Commission, DG-V Call for Proposals No. VP/2000/006, *Official Journal of the European Communities*, Brussels, March 2000.

37. See Beck et al., p. 145 (for those corresponding to social cohesion).

ties and resources for promoting access by everyone to all rights, developments in conditions of access, obstacles, etc.

The indicators established as a result of this approach focus on various aspects at the same time:

- the appropriateness of legal provisions (level of precision, limitations vis-à-vis certain population groups, holes in the social security net, absence of a basic threshold or minimum criterion, restrictive conditions for enforcing the right, discrepancy between the nature of the provisions and the need to be met, etc.);
- the suitability of the monitoring and enforcement systems;
- the appropriateness of the financial and human resources (priority of social investments in relation to public investments in general, etc.);
- the adaptation of the systems of management and of the procedures (dilution of responsibilities between the different tiers of government, lack of co-ordination, shortcomings in management procedures, etc.);
- the adaptation of the information and communication systems (number of citizens reached by the information mechanisms);
- the appropriateness of the mechanisms for taking account of the more vulnerable groups and more disadvantaged regions.³⁸

The access to rights approach therefore places the emphasis on the ability to secure everyone's rights by placing this responsibility firmly on the shoulders of the public authorities. The Council of Europe's Revised Strategy for Social Cohesion suggests going a step further in the access to rights approach by introducing the concept of the shared responsibility of the various social stakeholders (see below).

3. Thoughts on the development of social cohesion strategies

The developments in strategic approaches to social cohesion may be represented in the form of a shell with its successive growth phases, as illustrated in the diagram below (Diagram 1: Progressive development of social cohesion strategies). This shows that the "negative" approach is the most common. It focuses on the development of knowledge of, and political action to deal with, the visible negative effects of the absence of social cohesion (unemployment, exclusion, poverty, crime, conflicts, etc.). Targeted, so-called social inclusion measures are the political response.

The "positive" approaches, which start by taking account of the visible positive effects (equal opportunities as regards access to income, employment, basic rights, etc.) – an example of a political response to this is the European Union's search for territorial cohesion – may incorporate other aspects of society's complexity.

Next, invisible components (such as shared values, bonds, trust, etc.) are taken into account, providing a rather more detailed, albeit still static, picture of social cohesion. Certain social capital approaches are possible examples of this.

If the roles of the players and possible interaction between components are to be taken into account and key factors or elements, that is elements that sum up the objective pursued, are to be identified, it is necessary to go over to dynamic, integrated approaches. One example of such an approach is that proposed by

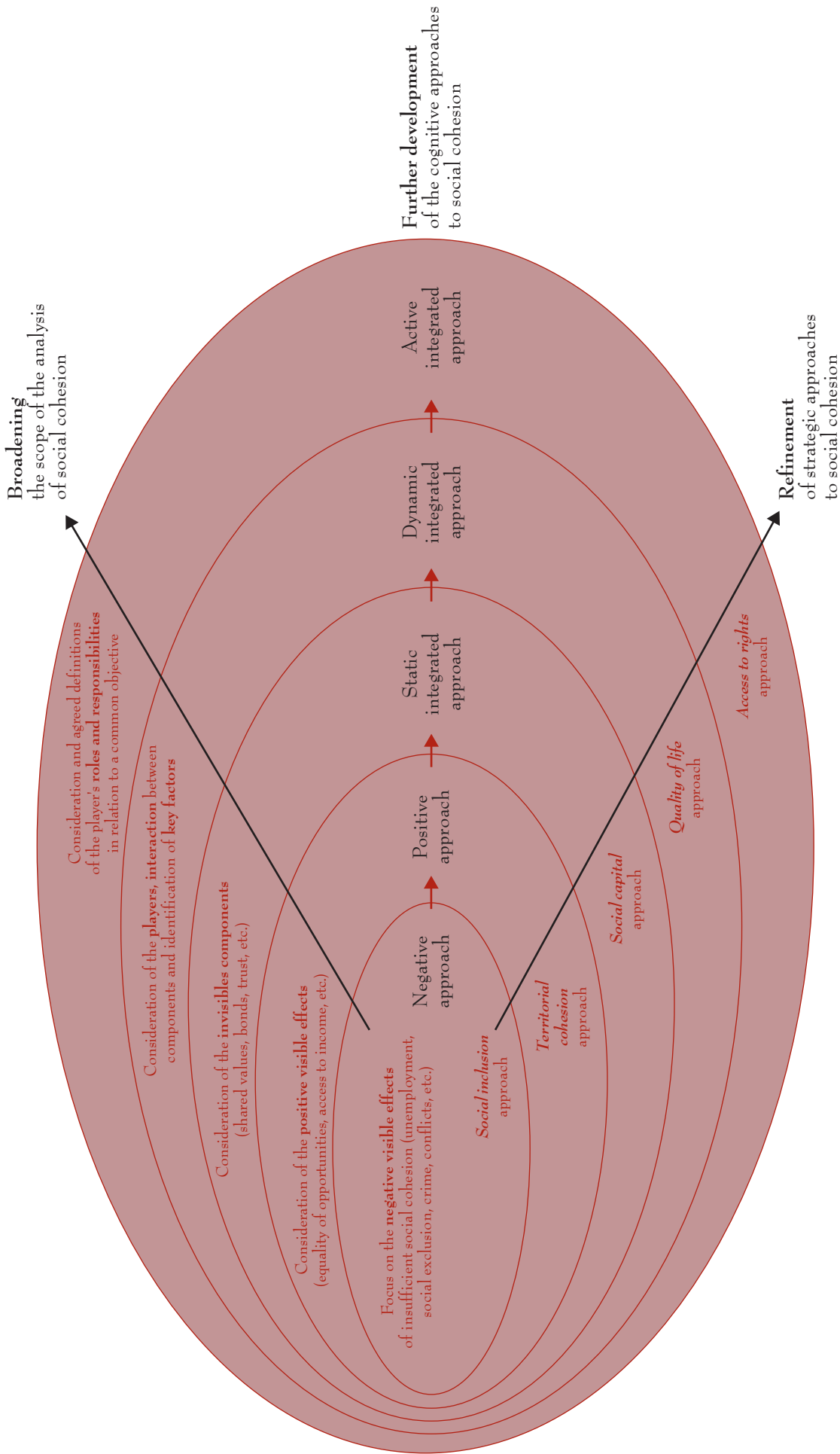
38. For a detailed analysis of this approach and the functioning of the organs that provide access to social rights, see Daly, 2002.

the analysts of social quality. This divides “quality” into four factors (or policy objectives): economic security, social cohesion, social inclusion and empowerment/autonomy, correlated with the players “separately” responsible for their implementation. Some social capital approaches also fall into this category.

Finally, the definition of the players’ responsibilities with regard to a single cross-sectoral objective involving joint responsibility leads to active integrated approaches, such as the “access to rights” approach in the broad sense.

The following diagram shows that decisions to broaden the scope of the analysis of social cohesion lead, on the one hand, to the further development of the cognitive approaches and, on the other hand, to the refinement of the strategies for its promotion.

Diagram 1: Progressive development of social cohesion strategies



CHAPTER 3 – THE APPROACH PUT FORWARD IN THE GUIDE



The approach to social cohesion put forward in this guide is in line with the above access to rights approach, embodied in the Council of Europe's Strategy for Social Cohesion.

1. The Council of Europe's Strategy for Social Cohesion: an interactive approach based on the shared responsibility of all players

Based on an access to rights approach and on recognition of the changes in contemporary European societies, the Revised Strategy for Social Cohesion, approved by the Committee of Ministers of the Council of Europe on 31 March 2004:³⁹

- defines social cohesion as the ability of a society to ensure the welfare of all its members, minimising disparities and avoiding polarisation;
- takes in four aspects of welfare: equity in access to rights, the dignity and recognition of each person, autonomy and personal fulfilment, and the possibility of participating as a full member of society;
- assigns responsibility for ensuring the welfare of all to the various stakeholders in society, based on the concept of shared responsibility.

Accordingly, the strategy recognises that during the twentieth century it was mainly the responsibility of the state to look after the general welfare of the population, apart from the crucial role that the family and its traditional bonds could still play, while companies were simply responsible for economic development. The structural changes of the last few decades (especially the loss of the identity provided by a full-time job, the loss of job security and prolonged unemployment, the appearance of new and long-standing forms of poverty, increasing inequalities in income distribution, migration, the ageing of the population, etc.) are making this model of the "division of social labour" inadequate when it comes to taking account of a number of issues related to well-being. The well-being of everyone should therefore become more the shared responsibility of all the social players, on the basis of a renewed examination of the interaction needed between the public authorities, the markets and citizens' private and public spheres of life.

In the Council of Europe's strategy, the development of shared responsibility does not mean disengagement on the part of the state. On the contrary, as they remain the guarantors of human rights and democracy, the public authorities are committed to clarifying and strengthening their cohesion functions in the light of new social demands, starting with the important request from citizens to be allowed to become involved in choosing the kind of society they want to live in.

In this participatory approach, the question of corporate social responsibility, whereby companies take account of the environment, territorial cohesion and the general well-being of the workers and their families, is only one aspect of the new trends associated with the building up of shared responsibility at the level of society as a whole.

39. See Council of Europe, March 2004.

It also covers all forms of citizen involvement in the economy (or solidarity-based economy),⁴⁰ which, by enhancing the public-spiritedness of citizens' daily behaviour as consumers or savers, results in a profound change both in the satisfaction of individual needs and in the establishment of horizontal solidarity, supplementing the vertical solidarity organised by states. Subject to the implementation of a policy drawing together employment, a sense of community and public forums, such practices would highlight the role of the locality "in a new type of local development, which would at the same time guarantee economic efficiency and social equilibrium".⁴¹ This would result in closer links between economic development and social cohesion.

2. Social cohesion analysis framework

On the basis of the analysis of the different cohesion strategies and the basic thrusts of the Council of Europe's strategy, this guide puts forward an interpretation of social cohesion involving the following dimensions:

- a description of social reality encompassing three components:
 - the quality of life of individuals and groups (in other words, their well-being), dealt with in turn in connection with different key areas (eight life areas and six vulnerable groups have been taken into account – see Part II);
 - the various areas of life, including the stakeholders (public authorities, markets, the private sphere – families, local communities – and the citizen sphere, namely all areas in which citizenship can be expressed) and the action they take: public action – namely, activities of general interest, whether with an originating, regulatory, remedial or facilitating aim (see Part II for definitions) and private action – namely, activities which have a specific private aim (as for example the production of goods and services)⁴² and which, depending on how they are implemented, make a positive or negative contribution to the general interest and to social cohesion (positive or negative external factors);⁴³
 - the basic ingredients of life, also called "invisible components", namely the "lifeworld", made up of informal bonds, relations of trust, values, emotions, shared basic knowledge, etc.);
- a framework of goals drawn up for each of these three components on the basis of the Strategy for Social Cohesion, namely:
 - with respect to quality of life, ensuring the well-being of each and every person, with due regard for the four aspects of equity, recognition of dignity, autonomy and personal, family and occupational fulfilment, and participation/commitment by all as full members of society;
 - with respect to the areas of life (stakeholders and actions), the development of the shared responsibility of the players, so that society is actually able to ensure the welfare of all its members;
 - with respect to the "lifeworld", ensuring its integrity, in other words its preservation (preservation of values, of confidence, feelings of solidarity, etc.) however difficult the context and irrespective of developments in the markets (monetary instruments) and introduced by the public authorities (legal instruments).

40. For an overview of this approach, see the theoretically sound and pragmatically relevant presentation by Laville, 1994.

41. See Alcoléa, 1999.

42. The distinction between public action (activities of general interest) and private action (activities with a private aim to satisfy the needs of the stakeholder carrying them out) does not mean that the former is the exclusive preserve of the public authorities and the latter that of other players. In line with the definition given above, private stakeholders (citizens, families, firms) can also undertake public action and the public sector can also carry out private activities (for example, the state's economic undertakings, the services provided for civil servants, etc.).

43. See Dembinski, in Council of Europe, December 2004.

The multiple interaction of these three key dimensions of social cohesion can be represented using the image of a tree:

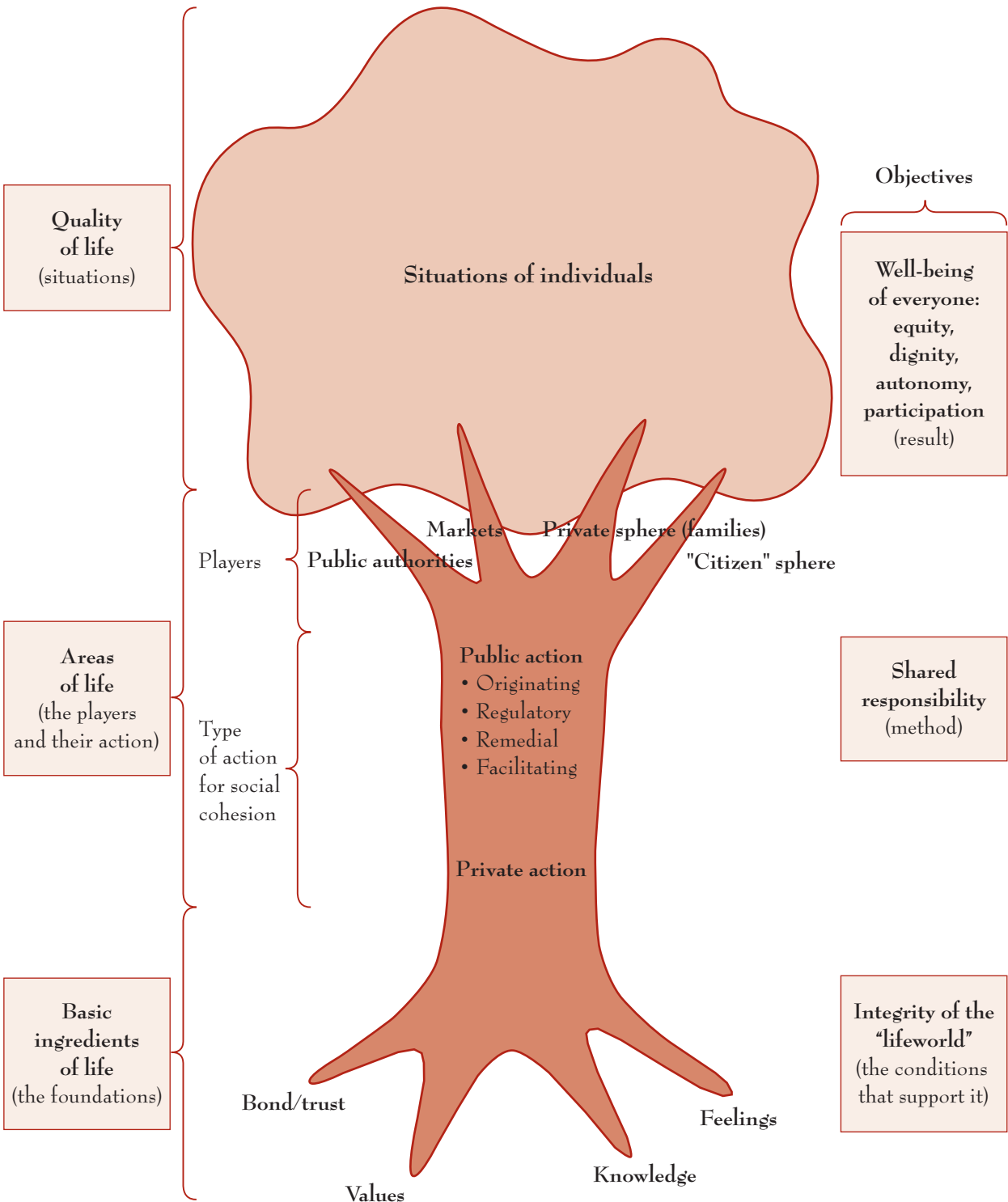
- the roots of the tree correspond to the “lifeworld”, to the very essence of the ability to find a consensus without violence on the idea of well-being for everyone;
- the trunk and the branches represent the players and their actions in the context of shared responsibility for the well-being of everyone. Four branches are looked at: the public authorities, the markets and the public and private spheres of citizens’ lives and four types of general interest activities for social cohesion;
- finally, the foliage, the most visible part of the tree and the manifestation of its general state of health, represents well-being as a stable living condition for people.

In the light of these considerations, the question of shared responsibility becomes clearer. It is of course related to the concepts of a “stakeholder society”⁴⁴ and of improving the real “capabilities” of individuals,⁴⁵ but also goes further in that it implies taking responsibility in the public sphere for working out a consensus-based welfare-for-all blueprint.

44. See, for example: Marquand, 1998; and Sikka, 2000.

45. See Sen, 1999.

Diagram 2: Tree of the key dimensions of social cohesion

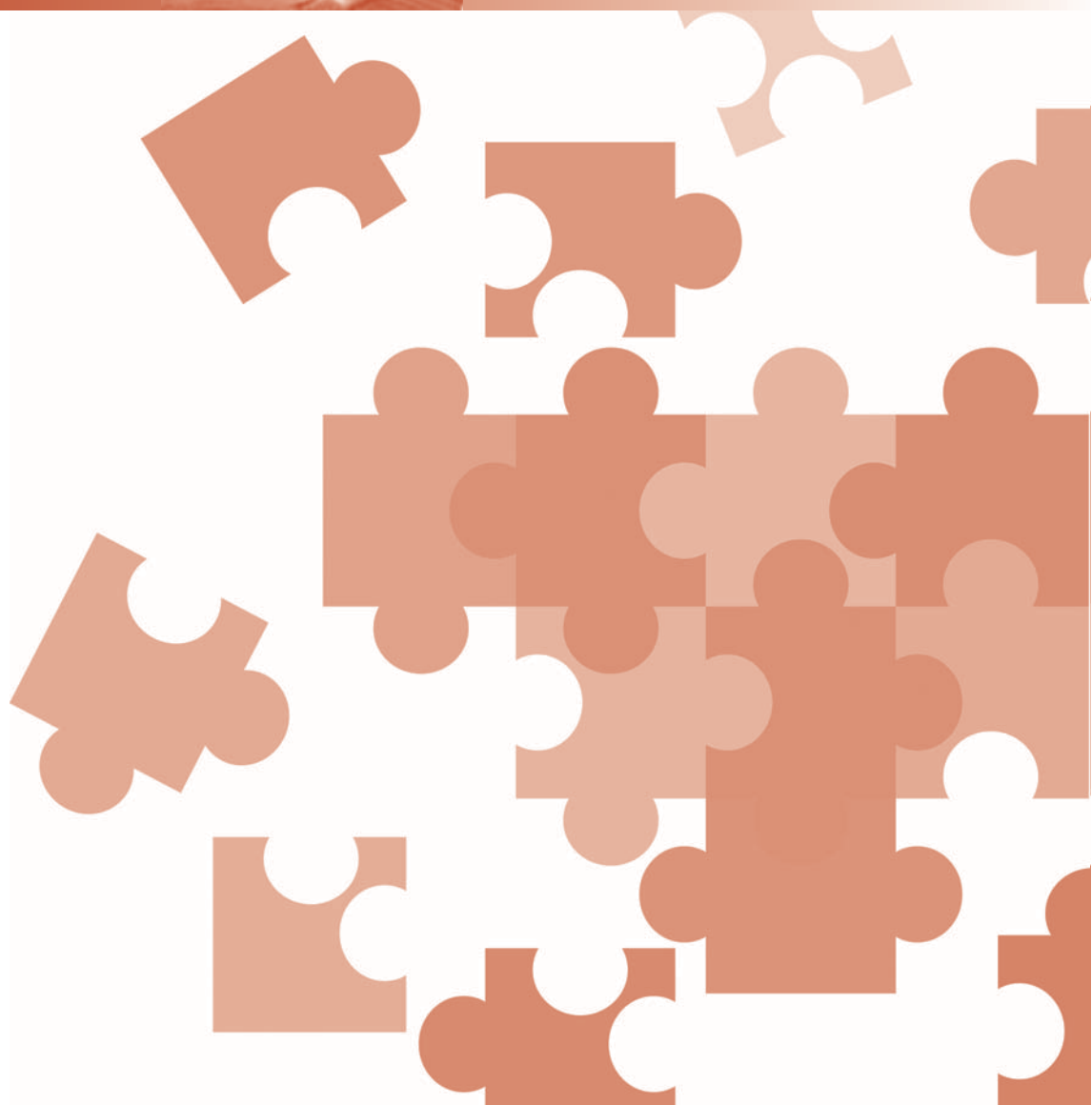


Part II

Understanding social cohesion
Frames of reference, fields of analysis, levels
of assessment and monitoring



Social cohesion



INTRODUCTION: WHY DO WE NEED TO UNDERSTAND SOCIAL COHESION AND HOW DO WE GO ABOUT IT?

The mechanisms for the generation of knowledge within a society are at the heart of the processes that ensure the well-being of its members. They form the basis of the ways in which individuals, communities, organisations, institutions and society as a whole successively develop to comprehend the situation they are in, regulate their reciprocal relationships and take action within their environment. The rules concerning the construction and social sharing of knowledge are crucial in determining the information the various players seek in order to assess the situation, understand individual and collective needs, co-operate with others, select action priorities, respond to changes, and initiate learning processes and means of capitalising on knowledge.

There is therefore a close link between social cohesion and the construction of knowledge in society. Just as the idea of social cohesion and the strategies for developing it were dealt with in Part I of the *Methodological guide* in the light of the complexity of the structures in modern societies, a discussion of knowledge-related issues must in turn take account of the “cognitive complexity” of these societies.⁴⁶ This complexity tends to grow as the modernisation of social bonds becomes reflected in a refusal to accept tradition-hallowed models of knowledge and behaviour. This leads to a variety of choices and possible frames of reference that enable each player to decide whether a particular action is “reasonable” and to give substance to the rules.⁴⁷

In parallel to this development, modern societies have gradually established procedures and institutions to handle this growing complexity, but in doing so they have failed to respond to all needs and have left gaps that may be detrimental to the balance of society, social cohesion and sustainable development. Accordingly, the government and administrative authorities, the markets, and the public and private spheres of life need to constitute co-ordinated regulatory spheres capable of producing and organising knowledge, information and practices that are relevant for meeting the agreed objectives, such as observance of the rules, consumer satisfaction, non-violent consensus and personal development.

However, modern social cohesion, which results from the balance between these regulatory spheres, is the outcome of a “power struggle” between the various authorities – a dynamic balance that is constantly called into question. According to the very apposite simile employed by Otto Neurath, “We are like sailors who, in the absence of a dry dock, have to rebuild their ship on the open sea and are forced to rely on the structures of the ship itself, which is being threatened by the waves.”⁴⁸ Taking this on board, it is possible to pursue an analysis that takes account both of the cognitive pluralism of individuals and groups and of the need to consider the various contexts when developing a vision of society. Such an analysis is necessary in order:

- to establish a common framework that can serve as a yardstick for building a cohesive society (social cohesion as an objective);
- to make political and economic decisions transparent and gear them to improving democratic consultation processes to bring about the shared responsibility of all players for the welfare of all,

46. For a recapitulation of these different forms of complexity and the resulting theoretical and practical implications for the democratic character of authority and modern social bonds, see: Zolo, 1992.

47. More precisely, in his essay, J. Rawls (1993) refers to the “fact of reasonable pluralism” as one of the specific characteristics of free (or liberal) societies, in which several worldviews are presented at the same time – views that remain individual alternatives but are all in principle compatible with the development of the human being.

48. Neurath, 1944, p. 47.

on the basis of joint strategies and consensus-based forms of monitoring, assessment, learning and transmission (social cohesion as a process);

- to find the best ways of exploiting the information disseminated among individuals, communities, organisations, institutions, etc., and incorporate it into an enriched and shared corpus of knowledge that enables everyone to gain a better understanding, together, of the level of cohesion in society in relation to this ideal (social cohesion as an acquisition).⁴⁹

The question of understanding social cohesion thus arises at three levels:

- How can the information and knowledge available be brought together within a shared frame of reference that reflects an objective of modern social cohesion and assigns everyone their role and responsibilities in the light of the various goals and action areas implied by this?
- How best to gauge the democratic processes which give shape to the players' capacity for shared responsibility?
- What specific information is needed to ascertain the actual situation at the present time, gain a better understanding of the trends and issues in relation to the objective being pursued and identify the political, social and economic action that is most relevant?

All three questions are dealt with in turn in the three chapters of Part II.

49. In Canada, for example, the sharing of knowledge for social cohesion purposes is tackled with a view to creating common frames of reference, strengthening collective abilities and reducing waste by looking for complementarity between new and acquired knowledge. The Canadians have therefore opened up discussion areas with a view to the joint creation of conceptual frameworks that make it possible for the citizens and the institutions to share knowledge among themselves and build on the knowledge acquired instead of "reinventing the wheel" each time. See in this connexion Canadian Federal Government, 2003b.



CHAPTER 1 – UNDERSTANDING SOCIAL COHESION AS AN OBJECTIVE

It is relatively easy to express social cohesion as an objective: the very definition of social cohesion as adopted in the Council of Europe's Strategy for Social Cohesion, namely society's ability to ensure the welfare of all in terms of its four aspects, sums up this objective. None the less, it becomes more complex as soon as we attempt to understand the underlying conditions for this general objective. Here, it is particularly helpful to consider the different components of social cohesion which were outlined in the preceding chapter. We shall therefore be seeking to identify the factors in each of the components which play a decisive role in achieving the objective of social cohesion (termed the key elements of social cohesion).

1. Key elements in respect of quality of life (situations)

If we return to the image of the tree with the three main components of social cohesion (Part I, Chapter 3), the first to be looked at is quality of life, namely the situations of individuals (the foliage).

Here the key elements are the four aspects of well-being for all, which together make up the ultimate goal of social cohesion. They are:

- equity in the exercise of rights, without which the legal system as a whole would lose its legitimacy and would therefore be unable to accommodate in a lasting way plural societies;
- dignity and recognition, or respect for individuals as human beings, their autonomous existence and particular forms of expression, without which modern law-based societies could no longer be regarded as pluralist and open;
- autonomy and personal, family and occupational development, in other words all the conditions enabling each and every individual to run his or her life and make his or her choices, without which there could be no process of personal fulfilment;
- participation and commitment, without which there can be no individual and collective influence on the societal choices made; accordingly, society loses its dynamism and its capacity for renewal.

These four key elements are the inseparable dimensions of "citizen well-being" (so-termed to distinguish it from a view of well-being limited to access to material living conditions). They reflect "the conditions which give rise to a sense of belonging to a modern society through the exercise of rights and citizenship".⁵⁰

2. Key elements in respect of areas of life (players and actions)

Society's ability to ensure the well-being of all through the shared responsibility of the various players involved presupposes four categories of conditions or key elements with regard to the way in which the players take action. These elements are to be found, to varying degrees, in the fundamental acquisitions of

⁵⁰. See Baccelli, L., "Cittadinanza e appartenenza", in Zolo, 1994.

modern society which we will now look at in greater detail to gain greater understanding of all the relevant specifics. They are:

- the shared objective of the well-being of all, which underlies human rights, a universal reference acknowledged by member states of the United Nations, supplemented by the goal of sustainable development which incorporates the well-being of future generations;
- the idea of the shared responsibility of all, reflected in the concept of citizenship and the related concept of an associative approach;
- capacity for joint deliberation and decision making, which ties in with democracy and which might be termed “democratic skills”;
- and lastly, productive capacity for the well-being which implies a close link between economic development and social cohesion.

a. Human rights and sustainable development as manifestations of the shared objective of the well-being of all

The history of the last two centuries shows very well that the law is the pre-eminent force for integration in plural societies provided that it is the result of agreed and transparent “democratic procedures”. In turn, these procedures only obtain such a result if they make it possible for those concerned to recognise the rules as “worthy of respect”, which is the case if they fairly (and verifiably) take account of everyone’s legitimate interests. This is precisely what has enabled human rights to assume decisive importance in western societies, where they have over time become recognised as constituting the conditions and substance needed for the legitimisation of legal rules.

From this point of view, human rights can be regarded as a genuine system, as an indivisible set of conditions for citizenship, especially since

- the very existence of human rights demands that those concerned should be able both to be considered and to consider themselves as legal persons, and that they be vested with the same civil rights (right to life and respect for the individual in the face of any arbitrary violence) and the same fundamental freedoms (of thought, assembly, association, expression, movement, etc.), publicly recognised and guaranteed (especially by the right of appeal and the right to a fair trial);
- the equal establishment of this legal personality means that those concerned can both choose their representatives from a number of candidates and actively influence them with regard to collective choices, and that they are vested with the same political, communicative and participatory rights;
- the equal exercise of these participatory rights ultimately means that those concerned must have access to conditions of well-being conducive to their full development in their respective situations, in accordance with their preferred lifestyle, and that they must be vested with economic, social, cultural and environmental rights.

This system of rights is constantly evolving in parallel with the way society is developing. We have seen a “wave of rights” sweeping through modern society. Following civil and political rights came social and economic rights, and then cultural and environmental rights. Today, other rights are being asserted, especially the right to citizenship which, amongst other things, is reflected in the right to accurate and transparent information.⁵¹

In a plural society that seeks to be cohesive, the “human rights system” gives substance to every democratisation process. Nevertheless, some tension can become evident between the ideal and reality as far as rights

51. See Gesualdi, 2003.

are concerned, namely in the gap between human rights and citizens' rights (the citizen being understood as a national of a specific state) or in the calling into question of rights as a universal and indivisible system. The present globalisation process has highlighted these trends.

It is, however, worth remembering that, even before the present globalisation process, international law was binding to the extent that states were willing to accept it. Human rights have sometimes been the subject of solemn declarations of principle but there has ultimately been a lack of powers to compel their observance and impose penalties at national level.⁵²

That is how civil society movements and the international institutions have drawn up agendas based to a greater extent on human rights. To this end, the World Conferences organised by the United Nations (on the environment in Rio, on social development in Copenhagen, on women's rights in Beijing, on sustainable development in Johannesburg, etc.), the work of certain NGOs (Amnesty International, Human Rights Watch, Greenpeace, etc.) and, more recently, the meetings of the World Social Forum and the European Social Forum have contributed and are continuing to contribute to the promotion of human rights as a fundamental rule in a global society that is cohesive, peaceful and based on solidarity.

In these complex processes, formalisation at national level remains a crucial means of clarifying responsibilities, and one which facilitates collective learning and forces the players to determine where they stand. The Council of Europe, which has drawn up a large number of treaties that it encourages its member states to ratify, has developed expertise in this area that is very useful in the present context. Moreover, the discussions taking place within the Organisation between governments and other European players (local authorities, NGOs, researchers, etc.) on implementing human rights, strengthening democracy and promoting social cohesion have resulted in many recommendations that now represent a considerable body of common standards.⁵³

If the present time can be considered as the "age of rights" (Bobbio, 1990), one of the reasons is that citizens' legitimate claims in this area are now very much interlinked in daily life and have produced a genuine "culture of rights", which constantly supports and fosters these demands.

Such a culture is to be found, for example, in a manifest sensitivity to injustice and in the widespread idea of justice as a constituent element of a democratic society. This is reflected in the struggle against social exclusion, poverty and inequality, in the rejection of oppression, unlawful violence and anything that undermines human dignity, in access for all to decent living conditions, rights and the welfare benefits to which they are entitled, in the development of a pluralist system of information and communication, and so on.

As a complement to human rights, sustainable development, a concept which emerged following the 1992 Rio de Janeiro conference as a reference shared by 192 countries, gives an additional and fundamental dimension by incorporating the rights of future generations and the right to life in general (conservation of species and biodiversity, the right to animal welfare, etc.).

52. It is a feature of international law that it is the result of practices that gradually become normal and that states decide to make binding through conventions, treaties, charters, declarations of principle, etc., while being able to avoid their obligations in certain cases. This is a specific characteristic, for example, of the Universal Declaration of Human Rights (1948), the Geneva conventions (1949), the International Covenant on Civil and Political Rights and the International Covenant on Economic, Social and Cultural Rights (1976). The Charter of the United Nations also contains crucial provisions concerning the legitimate recourse to force but sometimes encounters the same difficulties when it comes to obtaining the approval of the international community. The European Convention on Human Rights and the European Social Charter, which were produced by the Council of Europe and are continually updated, constitute, with their respective provisions concerning individual and collective remedies, a rare and instructive example of judicial human rights practice on a broad scale.

53. This guide takes account of these approaches namely in its CD-Rom where the Council of Europe resolutions and recommendations relating to the indicators contained in the tables are presented.

b. Citizenship and the associative approach as a manifestation of shared responsibility

If citizenship is defined as the way in which each individual assumes his or her role as a full member of society and accepts responsibility as such vis-à-vis others, then it implies that each individual will order his or her life and behaviour in accordance with the general interest and not merely his or her own interests and needs.

The concept of citizenship is therefore the very embodiment of the idea of shared responsibility accepted at individual level. Like human rights, citizenship is a core focus of the Council of Europe's activities.⁵⁴

The concept of citizenship as shared responsibility is reflected at large by what we may term "associative approaches" (as opposed to "dissociative approaches").

In general terms, a number of players pursue an associative approach if they get together to define a knowledge and action framework that can be shared, specifying everyone's roles and responsibility and taking fair account of their interests, and to monitor and assess their actions and ascertain whether the commitments undertaken have actually been honoured. The associative approach means that the players' roles and responsibilities are defined through the development of interpersonal or inter-institutional relations based on "free and open communication". It thus aims to create shared knowledge with a common goal and enables individuals and groups to get to know and respond to other people's needs while deriving a benefit that is more lasting and better distributed than that obtained using a more individual approach.

The associative approach implies the existence of scope for negotiation on shared objectives and exchange based on trust rather than on a competitive or power relationship. It calls for the creation of the conditions needed for a social consensus that makes it possible to avoid a short-term policy and translate the concept of "public good" into action, thus generating knowledge based on the mutual understanding of everyone's needs.⁵⁵

In contrast, it could be said that players adopt a dissociative approach if their knowledge and action framework is defined only by reference to their own preoccupations, interests and needs. In such an approach, the players obtain and exchange their information according to an "exclusive" view of everyone's role and goals, without necessarily taking account of the effects of their own freedom on that of others, with everyone assuming that everyone else is only aiming to achieve their own satisfaction and will co-operate within the limits of strategic considerations.

Although these two approaches are alternatives and constantly in mutual tension, they also exert mutual influence. When the dissociative replaces the associative approach, the result may easily be that solidarity is governed by financial considerations or "bureaucratized",⁵⁶ with the goals of power or profitability replacing the purely social goals of interpersonal relationships. On the other hand, when the associative influences the dissociative approach, democratisation processes develop. The associative approach aims to eliminate certain control procedures in the interests of greater transparency, the mutual recognition of the responsibilities of the various players or services, the clarification of their respective roles, improvements in co-operation, involvement in the assessment of benefits, etc. This approach, which opens up new

⁵⁴. It is a key reference in the various resolutions and recommendations adopted by the Parliamentary Assembly and the Congress of Local and Regional Authorities of the Council of Europe. Likewise, citizenship education plays a decisive role as it prepares each and every man and woman for full participation in and contribution to a cohesive society.

⁵⁵. For an exposition of this approach, see: Patton (not dated).

⁵⁶. These two phenomena are analysed respectively by Laville, 1994, and by Habermas, 1981.

avenues and provides social and economic benefits (waste reduction, consumer protection, the lowering or elimination of the costs of commercial promotion, quality improvements), makes it possible to lay the foundations of a system that involves the players' assuming joint responsibility for social cohesion.

Now that these two approaches to knowledge have been identified, it only remains to explain how the criteria of one player can be harmonised with those of the others until common frameworks of a more general nature, conducive to social cohesion, are established. In addition, it will be necessary to ask why areas regulated according to dissociative approaches are nevertheless sensitive, under certain conditions, to social demands and how it is possible in this way to end up striking a balance between the various forms of regulation.

In this connection, it should be remembered the role of the regulatory code for formalising the rules, the supervision of their observance and the penalties for non-observance, namely positive law, which, in the form of private law (civil law, family law, commercial law, labour law, etc.), governs socioeconomic transactions between individuals and, in the form of public law (constitutional law, administrative law, criminal law, international law, etc.), regulates relationships between citizens and institutions in general.

The social effectiveness of the law – its ability actually to constitute a reference framework for all types of interaction – depends on two distinct and complementary elements:

- the statutory force of law, namely the obedience due, on pain of penalty, to a rule applicable in the case concerned;
- the legitimacy of the law, namely the fact that a rule is ultimately “worthy of respect” if it has been drafted in accordance with certain procedures that enable it, in particular, to take fair account of the interests of everyone affected.

Applying the dual legality/legitimacy standard,⁵⁷ the law actually cuts across the dissociative/associative approaches and the knowledge deployed by plural societies. Accordingly, the law is not limited to being the “regulatory vehicle” of society but, along with all the social and political conditions that make it effective, rightly constitutes the general reference framework for the knowledge and practices that are relevant for social cohesion.

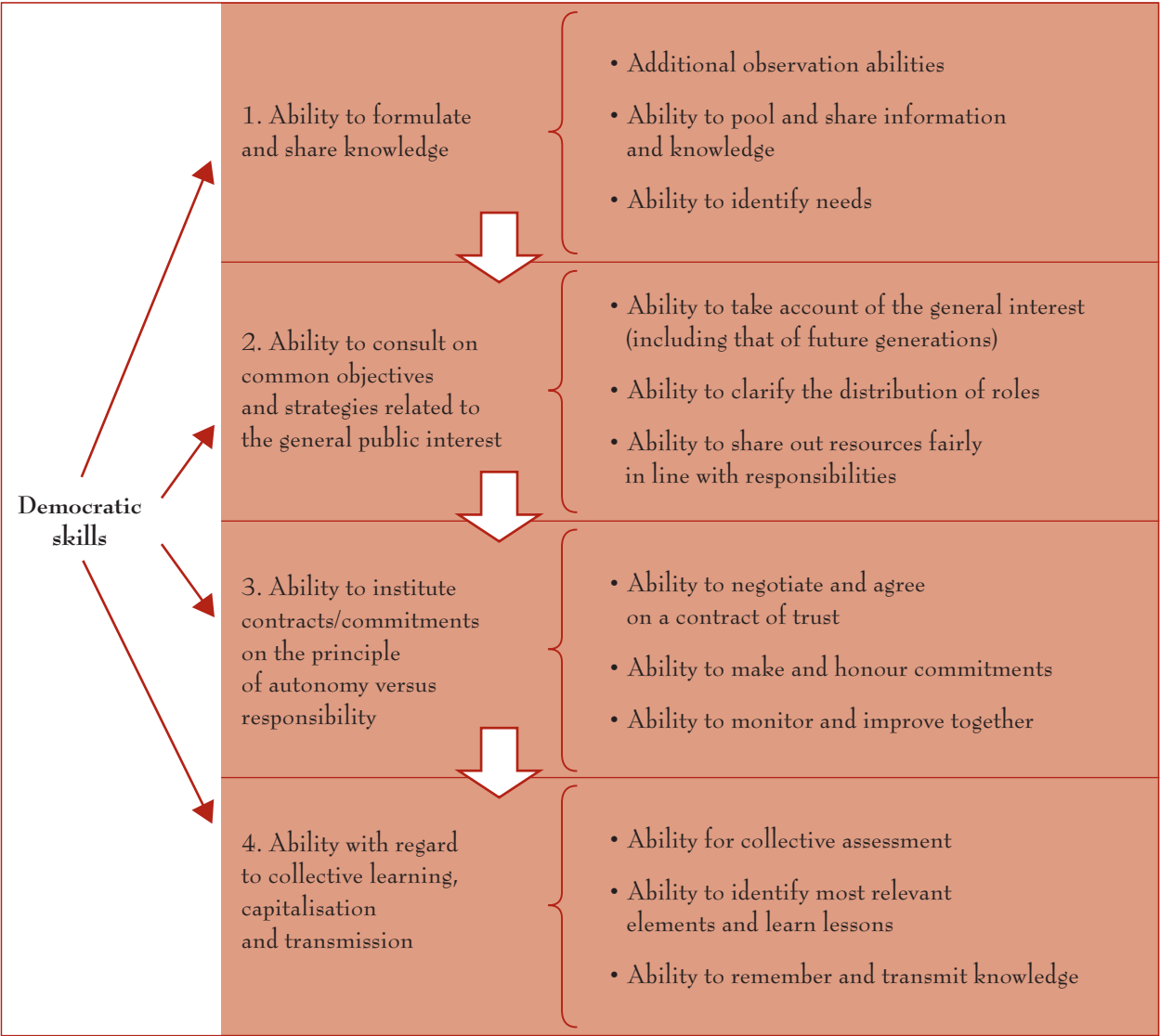
c. Democratic skills as evidence of the capacity to reflect together, define each person's responsibilities, take joint decisions, and learn from and capitalise on experience

In the context of a culture of rights and citizenship, the players develop genuine “democratic skills”, which enable a modern society to secure the conditions needed for its cohesion. These skills include in particular the ability to take account of the opinions of others (sensitivity to difference), assess and bear in mind the effects of one's own actions on others (social responsibility), assess the fairness (and therefore the legitimacy) of a rule, connect the private (one's individual and family situation) with the public (one's collective and social environment), transpose the issues of one sphere of life to another, produce a political agenda that takes account of the public good, etc.

These are extremely important relational skills in the context of knowledge generation, consultation, the establishment of contractual means of resolving conflicts, etc. (see Diagram 3).

⁵⁷ The appropriateness of interlinking the legal/illegal standard with the strictly democratic legitimate/illegitimate standard is emphasised by all the researchers who analyse the question of the fairness of the political and social institutions. In the light of the positivism of those who accept the value of law as one of a number of social realities, such a regulatory approach attempts to identify the elements that enable those concerned to judge a rule as fair or unfair. For a detailed analysis of these issues and especially the (contextual or universal) nature of the validity of human rights, see Baccelli, 1999.

Diagram 3: Collective development of “democratic skills” for the purposes of social cohesion



d. Balancing the objectives of economic development and social cohesion

Paragraph 24 of the Revised Strategy for Social Cohesion points out that “economic growth makes it easier to achieve social cohesion” and that “economic development must, however, be seen as a means of achieving the more fundamental goal of human development”. Numerous recent examples from the history of Europe have shown that the primary goal of technological revolutions and growth was to satisfy human needs and improve quality of life. We will recall, for example, that the shortfall in agricultural production meant it was impossible to secure sufficient food for all. Food safety was highlighted in the process of building up the European Union in order to meet the right to food for all. It is still very much a priority issue in many countries, while at the same time taking on other more quality-related dimensions.

Globalisation appears to be jeopardising this link between economy and social cohesion. On the one hand, the emphasis on the economic dimension as an overriding objective gives rise to negative externalities and social discontent, independently of its positive effects on the GDP. On the other, the fact that economic activities can escape national regulations means that the distributive mechanisms specific to the nation state no longer have the same impact in terms of inclusion and social protection.

This is not the appropriate place to examine in detail the benefits of the European social model based on a close relationship between market economy and social cohesion. Rather we will merely restate the main principles which have led to the establishment of a form of capitalism with a human face, in other words a form of capitalism that takes account of the objective of improving the quality of life and social welfare in planning its economic development. Outside this context, social cohesion is threatened by the growing sense of insecurity and hopelessness, as pointed out by the Council of Europe's Strategy for Social Cohesion in paragraph 25: "Sound macro-economic policies are of crucial importance in establishing stable conditions for growth. They cannot, however, be directed solely by market mechanisms without risking damaging social consequences. Market economies, like any other economic system, produce inequalities in wealth and social status and at present we see a growth of such inequalities in many European countries. Such disparities will be tolerated as long as people feel that they have equality of opportunity to improve their situation. If, however, the differences become too flagrant, and if, above all, the less privileged feel that they have little real hope of bettering themselves, that they are trapped in a situation of poverty and social exclusion, that they have no stake in society because society has nothing to offer them, then socio-economic disparities will start to put social cohesion seriously at risk."

We must therefore – in the light of the challenges of globalisation – find new approaches and ideas to pursue the path of reconciling the constraints and implications of economic activity with the needs of people's well-being and sustainable development.

This issue cuts across all fields in which the problem of the links between economy and social cohesion is felt. For example, the flexibility of the labour market from the point of view of social cohesion means ensuring that such flexibility does not become a "trap" for low-skilled workers; that there are guaranteed rights to occupational progression; that those who do not correspond to the "normal" standards of work (people with disabilities, single-parent families, families with children and adolescents) are none the less able to benefit; that mobility does not adversely affect social welfare and health; and that the gains made from greater productivity should be fairly distributed among profits and salaries. Similarly, technological options need to be examined not only from the standpoint of greater productivity but also in terms of the dignity inherent in carrying out a profession or occupation and a high level of proficiency.⁵⁸

The solutions to the questions of the relationship between economic constraint and well-being for everyone, in the context of the increasingly individualised profits generated by globalisation, are to be sought among the three conditions outlined above: universality of human rights and sustainable development, citizenship and the associative approach, and democratic skills.

Making human rights and sustainable development primary objectives, incorporating the associative approach at the very heart of economic choices and acting on the basis of consultation/dialogue and democratic skills will bring to the fore the expertise inherent in the European economic tradition.

3. Core constituents of social cohesion and integrity of civic values

Since they are subjective, and hence hard to measure, the basic components of social cohesion are often overlooked. However, they are crucial because they determine the nature of the commitments between individuals and between groups, and the quality of the practices and situations resulting from them, especially from the point of view of durability. Failure to take account of these components leads to a "mechanical"

⁵⁸. See Sennett's (2000) analysis of this subject.

conception of social cohesion, which is limited to considering the interaction between actions/policies and objective situations (employment, income, access to housing, etc.). In the “age of rights”, on the other hand, the quality of the basic components of social cohesion is mainly evident in:

- the ability to develop bonds that cut across traditional bonds (based on one’s family, community, identity, etc.) or systemic bonds (linked to economic or institutional activities) – to develop “bridges” between the groups that co-exist separately from one another, or worse, in an atmosphere of distrust and conflict; these cross-sectoral bonds have a vital role to play in democratic skills, especially with regard to intercultural dialogue;
- all forms of confidence (in oneself, between individuals, in democratic institutions, in the future of society as a whole, etc.);
- the contribution that shared knowledge makes to a sense of belonging based on rights and to a “post-traditional identity” capable of linking sensitivity to difference with responsible interdependence;
- the dissemination of civic values, which guide social behaviour and its development, such as a sense of justice and the public good, solidarity and social responsibility, tolerance and respect for difference, etc;
- the feelings of satisfaction resulting from leading an autonomous, dignified life that is actively connected with public issues through the assimilation of civic values, as opposed to feelings of frustration, resentment, hatred, etc.

While the basic components of social cohesion must be capable of being replicated and of transmitting human rights and the “culture” that accompanies them throughout society, they must retain their “integrity” whenever any societal objective (profit, power, etc.) other than a free and open consensus is pursued.

4. Summary and conclusion

The various core constituents identified and analysed above can be summarised in the following table (Table 1). The components and respective objectives of social cohesion appear in the left-hand side of the table and the corresponding core constituents in the right-hand side.

This table breaks down the objective of social cohesion into a coherent series of core constituents, serving as common reference points to achieve this objective. Among these core constituents those relating to areas of life (stakeholders and shared responsibility) are crucial for social cohesion. Accordingly, there are three types of conditions necessary to bring about the shared responsibility of the stakeholders for ensuring the well-being of all:

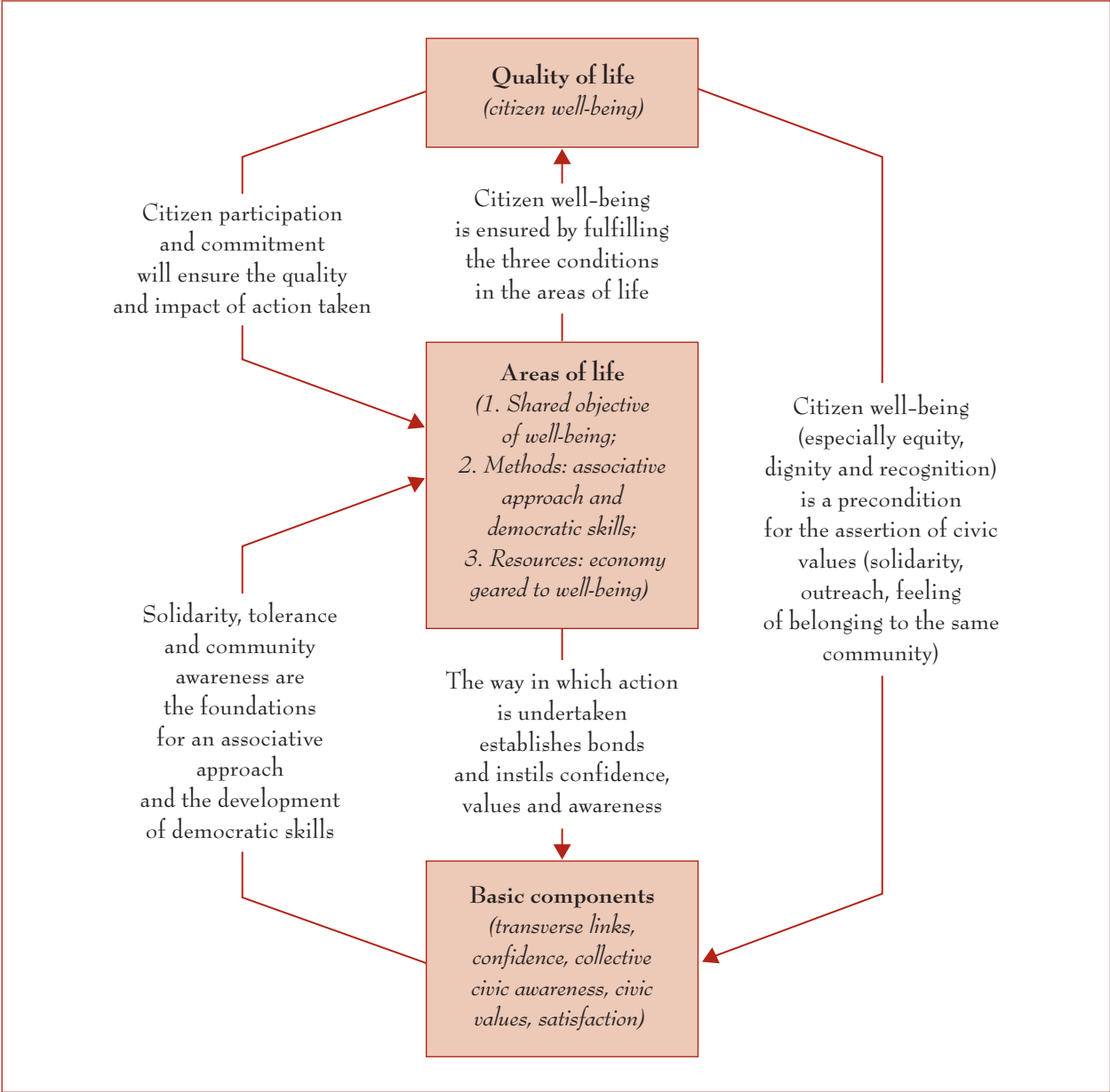
- first is the shared objective of the well-being of everyone: there can be no shared responsibility without a common reference, to be found in the universal and indivisible nature of human rights and in sustainable development (the well-being of present and future generations);
- the method adopted to achieve this objective, including citizenship, an associative approach and democratic skills;
- lastly, shared responsibility for the well-being of everyone will not be possible without an economy geared to the well-being of each individual and the community, ensuring that the necessary resources are produced to achieve this goal.

Table 1: Summary of the core constituents of social cohesion

Components (and objectives) of social cohesion		Core constituents
Quality of life (well-being of all)	In the community	Non-violent solutions to conflicts, peace
	At individual and interpersonal level	Citizen well-being: – equity in the exercise of rights/non-discrimination – dignity/recognition – autonomy/personal development – participation/civic commitment
Areas of life (shared responsibility of all stakeholders)	General conditions for the shared responsibility of stakeholders for the well-being of everyone	Sharing of the well-being objective: the universal and indivisible nature of human rights and sustainable development Methods of shared responsibility: citizenship, associative approach and democratic skills Economy geared to the well-being of each individual and the community (ensuring that the objectives and constraints of the economy are compatible with those of citizen well-being and social cohesion)
Basic components (integrity)	Bonds	Bonds that cut across the bonds rooted in tradition and/or economic and institutional systems
	Confidence	Triple dimension of confidence – confidence in oneself and one’s personal relationships – confidence in institutions, NGOs, companies – confidence in the future
	Collective knowledge and sense of belonging	Shared knowledge (of situations, everyone’s roles, etc.) and collective civic awareness, especially a sense of multiple belonging based on rights to a “post-traditional identity” linking difference, interdependence and mutual responsibilities
	Values	Civic values: – sense of justice and the common good – sense of solidarity and social responsibility – tolerance/interest in those who are different/outreach
	Feelings	Individual satisfaction at leading an autonomous, dignified life and being actively involved in public activities

If these three conditions are met, there will be a “virtuous circle” of social cohesion as represented in Diagram 4.

Diagram 4: The “virtuous circle” of the core constituents of social cohesion



This diagram shows that the processes involved in social cohesion are interactive and inseparable. It is therefore not possible to understand how the core constituents of social cohesion can come about and be consolidated without analysing the underlying processes. This ties in with the second aspect of “understanding social cohesion as a process”, which constitutes the following chapter.



CHAPTER 2 – UNDERSTANDING SOCIAL COHESION AS A PROCESS

Social cohesion is the result of complex processes at various levels, such as those that forge collective awareness, particular interests, human communities, etc., and in which opposition, conflict, consultation, learning and building on one's achievements have a vital role to play.

For example, with regard to collective awareness, the shock of the horrors committed in the last world war led, among other things, to the United Nations Universal Declaration of Human Rights in 1948, embraced by the Council of Europe when it was founded in 1949, and the integration process under what is now known as the European Union. There is no doubt that these developments enabled Europe to move beyond the cycle of wars, human rights violations and lack of respect for minorities into a cycle of positive learning and the construction of an inclusive society respecting difference.

With regard to specific interests, conflicts within companies can also be positive learning experiences. Confrontation can often lead to a breakdown of a relationship as in the case of strikes. Such occurrences are part of the processes of social cohesion since they make it possible for the interests of each party to be expressed, provided that opportunities for democratic negotiation are acknowledged and guaranteed.

Unfortunately, conflict can also become a source of injustice, of failure to show respect for others, of a lack of trust, leading to social disruption which is difficult to rectify. The processes of building up social cohesion can be weakened or may take a step backward if society loses the capacity to allow conflict to be expressed, to resolve it through negotiation and ensure that the “losers” do not become excluded or oppressed.

In democratic societies, the advances made in social cohesion are to be found in institutions, practices, and legal and moral rules. The achievements of universal protection became reflected in the welfare state and are regarded as the foundation of the European social model. It remains to be seen, however, what new processes are to be employed when the institutional achievements of social cohesion are brought into question, as is currently the case with the welfare state. The question is most pressing in view of our failure to eradicate phenomena such as poverty, which makes it impossible for a number of European (or world) citizens to live a decent life.

It is therefore legitimate to ask oneself whether it is inevitable that our societies will remain vulnerable, forcing us to view the goal of social cohesion simply as an ideal or whether it is a realistic objective to be aimed at with reasonable chances of success, provided it is made an essential part of the economic and political decisions taken.

In order to gain a better understanding of social cohesion as a process and finding answers in this field, we shall look at three different aspects:

- the extent to which the nature of the economic model and approach to government in individual countries is conducive to the emergence of inclusive societies based on rights;
- whether institutional developments have placed social cohesion within the public sphere (the state) and whether political choices have been made to protect the most vulnerable;
- the extent to which the public arena has been opened up to include other players to address change.

1. An economic model and governance paradigm conducive to social cohesion: the post-war years

A distinctive feature of the economic model developed during the thirty years following the Second World War (1945-1975, the “thirty glorious years”) was a strong correlation between wage rises and GDP, with the result that there was an overall link between economic development (measured primarily in GDP growth) and social development (employment, wages, labour law and right to protection). The way this model was regulated (the so-called Fordist approach), which was very much rooted in the national dimension, was based on the state/market pairing which to a certain extent left the contribution of civil society, with the exception of trade unions, somewhat in the shade.⁵⁹ This model resulted in major successes, including social welfare for all citizens and relatively free access to education and health care.

In recent years, this model has been brought into question by the increase in productivity, the opening of borders to trade and civil society’s calls for autonomy.

Increased productivity breaks the link between wages and growth leading to major changes in income composition. In the so-called Fordist model, employment income represented the main source of demand. Growth in the economy therefore involved regular wage rises and Keynesian-type management, based on strong institutions, both at central government level and on both sides of industry (management and unions). However, as productivity increased, the production structure began to change, shifting to a reduction in the labour force (“lean and mean” firms) and things started to be as though the economy no longer depended on wage increases to ensure growth, calling into question the institutional model of social cohesion, as employment lost its role as a social integration and regulation factor. This prepared the ground for challenging the welfare state and its ability to meet new needs through proposals from the neo-liberals for a return to purely market-oriented regulation, while the risks of social vulnerability increased.

The opening of borders and globalisation of the economy also considerably added to the difficulties encountered by governments in managing well-being. The national dimension lost its relevance as a reference for economic activities and costs and profits began to be compared at world level. The new approaches of setting up production units abroad, outsourcing and off-shoring reflect the loss of the link between wealth production and citizen well-being in a given geographical area.

Lastly, civil society began calling for a review of roles and a redistribution of powers: the social cohesion question also became one of empowerment and not merely of protection. While redistribution by the state continued to be necessary, it was clearly inadequate in view of the new social demands and questions over the forms that solidarity should take.

Analysis of the changes in the social cohesion model prompts consideration of a new form of government, based on a new distribution of roles among the state, the market and civil society (Levesque, B., op. cit.). What, therefore, are to be the roles of the various social stakeholders in building up social cohesion? What proactive steps (in the sense that they are the result of a deliberate strategy adopted by both public and private players) are needed to address the challenges of such a change in focus?

59. See Levesque, B., “A new governance paradigm: public authorities-markets-civil societies linkage for social cohesion”, text presented at the Council of Europe Directorate General for Social Cohesion’s Forum 2004, November 2004.

2. Changes in the public arena: the shaping of a social cohesion model based on rights and on the action of the state

In building up social cohesion, the public arena centring on the responsibilities of the state has been of profound importance, as this is a reflection of the general interest and the gradual institutionalisation of rights. A historical analysis of developments in Europe shows how the public arena has little by little become consolidated in reaction to societal rules proving to be excessively focused on a minority in order to once again place the emphasis on defending the general interest and the right to well-being for all.

The state or public authority that has gradually – particularly over the last two or three centuries until the end of the twentieth century – asserted itself since the overthrow of the feudal systems and the founding of what is now currently termed in western Europe the welfare state, in other words a public authority capable of ensuring the protection and well-being of all.

There are a number of stages in this historical process of setting up public action:

- with the birth of the industrial society (between the eighteenth and nineteenth centuries), characterised by the need for a large – primarily unskilled – labour force and the affirmation of ownership, public action was focused on the principles of freedom and equality before the law, and “respect” for life and property;
- with the advances made in industrialisation (throughout the nineteenth century) education for all and certain social welfare measures were placed on the public agenda;
- the severe problems of overproduction which led to the crisis in the late 1920s/early 1930s made it essential to regulate demand through redistribution and state intervention in the economy (Keynesian approach) and led to recognition of the first social rights (employment, wages, housing, etc.);
- after the Second World War, social rights were extended to include health care, retirement pensions and every other area belonging to the Fordist system of long-term paid employment;
- with the decline in paid employment (in the last quarter of the twentieth century), action to combat unemployment and social exclusion became a priority concern;
- finally, in the present “service-based society”, the decentralisation of decision making and the encouragement being given to private risk-taking open up two different possibilities for public action: deregulation, on the one hand, and “civic commitment” and the assumption of social and environmental responsibility, on the other, leading to the idea of welfare society and shared responsibility.

In order to facilitate analysis of such a changing role of the state in these different stages, we have identified in the framework of this guide four types of public action which have been developed over time, giving shape to the model of social cohesion found in our countries:

- originating action, namely action to assert human rights and define the rules governing the functioning of society;
- regulatory action,⁶⁰ namely measures to compensate for negative trends that originating action is unable to prevent, such as unfair distribution of resources and no guaranteed access to services and social protection;

60. In this guide, the expression “regulatory action” is used in a restricted sense and refers to action whose aim is to distribute resources more fairly. Regulation also has a broader meaning, covering the four types of public action. Action involving the distribution of resources could also be termed distributive or redistributive action.

- remedial action, which responds to situations of social degradation that regulatory action has not been able to prevent;
- facilitating action to bring the players closer together, especially through clarifying responsibilities, the pooling of efforts and establishment of partnerships between the key players in society, in order ultimately to lead to a model of shared responsibility and shared goals with civil society.

Table 2 summarises these different types of action as they have evolved over time and the changing and underlying concept of social cohesion.

2.1. The affirmation of rights within public action

Table 2 shows clearly that the affirmation of fundamental rights and citizen well-being in the public sphere is the result of an historical development. Thus, “However fundamental they may be, human rights are historical rights, that is to say they have developed in concrete circumstances – more often than not in the course of struggles to defend new freedoms against old powers – and therefore gradually, neither entirely simultaneously nor definitively. They develop when they can or must and when the power of some people over others increases, for example as a consequence of technical progress, which creates new threats to individual freedom or provides new remedies to alleviate their misery.”⁶¹

The construction of a system of rights thus takes place gradually, starting from the collective learning processes that modern societies developed. This learning process begins as soon as it is realised there is a gap between the ideal and the actual situation, between human rights and citizens’ rights, between the complete and the selective acceptance of the system of rights, etc. Modern law is driven by remarkable “universalism”, which makes the legal system particularly sensitive to criticism of the discrimination it can engender in society via existing rules, their incorrect application or the absence of rules. This sensitivity leads the legal system to become self-critical given the abstract nature of rights and the danger that they may be universal only on paper, especially if insufficient account is taken of:

- the indivisible nature of the system of rights;
- the egalitarian nature of access to rights;
- the institutional and public nature of the implementation of rights.

The experience gained in these three areas of the “fight for rights” provides a basis for analysing social cohesion in this guide in the following fields:

- the spheres of life that have become subject to regulation and been given political support in the form of rights;
- the groups that have themselves recognised that they are vulnerable when it comes to the exercise of their rights (and therefore their citizenship) and that society decides to protect through public action;
- the public action that has shown itself to be necessary for social cohesion based on rights (see the above point).

a. Spheres of life subject to regulation and given political support

The indivisible nature of the system of rights (civil, political, social, cultural, environmental, etc.) on which democratic societies base their legitimacy and cohesion has an important historical basis: the

61. Bobbio, 1996.

Table 2: Public action required for social cohesion – Overview of its historical development in western Europe

	18th century	19th century	early 20th century	1930s	1946-70	1970-80	1980-90	early 21st century
Facilitating action	Facilitating commitment (individual and collective) and risk-taking					Encouragement to take risks, to set up businesses Encouragement of citizens' initiatives	Taking into account of territorial differences	Corporate social responsibility and institutionalisation of social citizenship Support for new collective agreements
Remedial action	Fighting negative tendencies		Fighting illiteracy	Fighting economic and social instability	Fighting stigmatisation	Fighting social exclusion	Fighting collective insecurity	Fighting environmental and social irresponsibility
Regulatory action	Ensuring redistribution and social justice	Redistributive fiscal policies	Education for all	Family allowances Social housing	Social security (welfare system)	Unemployment benefit and support for job market integration/employment	Devolution and greater powers for local authorities	Guaranteed minimum income
Originating action	Guaranteeing basic rights	Traditional privileges Property rights	Representative democracy	Right to organise and right to work	Extension of human rights	Civil, political, social and economic rights	Industrial relations and partnerships	Protection of the environment and sustainable development
Economic development	Pre-industrial wealth-accumulating societies	Emerging industrial revolution	Developing industrial revolution	Serious crises and Keynesianism	Growth of paid employment	Decline of paid employment	Post-industrial society in the process of globalisation	
Implications for the concept of social cohesion	Conception of social cohesion based on the control of social behaviour	Conception of social cohesion based on equality before the law in the context of nation states	Conception of social cohesion based on access to material well-being for all	Conception of social cohesion based on access to material well-being for all			Conception of social cohesion based on citizen well-being, shared responsibility and the integrity of civic values	

constant extension that these rights have undergone since the eighteenth century as a way of giving legitimacy to social demands, as shown in Table 2. More and more numerous areas of life and lifestyles, social and political relationships, services and benefits have been publicly recognised as indispensable for the full development of human beings, and this has led to their being translated into legal terms in the form of rights. In western countries, this has taken place in parallel with the political participation of various players and social groups.

Neither “people” nor “citizens” exist in the abstract, since societies have always consisted of specific people and citizens. It is precisely these people who have used the universal nature of law and its need for legitimisation to ensure that the claims that naturally result from their membership of the politico-legal community are subject to regulation and given political support. Employment and income, housing, health (including access to it via social security) and access to food, education, information and culture are but the main areas of life that have over time been considered as the subject of rights indispensable to the full exercise of freedoms and citizenship in general. In particular, these economic, social and cultural rights, which, if they are to be put into practice, require the active commitment of the institutions and society, are still the most difficult to have universally accepted and implemented fairly. However, they remain central to the social effectiveness of the law and thus constitute an ideal field of analysis for the assessment and development of social cohesion.

b. Vulnerable groups in the exercise of their rights and citizenship

The egalitarian nature of access to rights should be implicit in the legitimisation of democratic power, with everyone involved having the same right to develop freely and influence public choices. However, it poses all the more problems as lifestyles evolve and the social, cultural and ethnic composition of the population becomes more and more diverse. Accordingly, societies integrated through law have experienced a continual extension of “effective citizenship”. A critical awareness has thus developed to overcome any socially standardised view of the legal person and his or her rights.

Struggles to achieve rights have therefore challenged the limitations on the universality of the law that result from belonging to a sub-group of the political community. The principal result of such an approach has been the overturning of a system where the focus of rights (with regard both to their establishment and their implementation) was on male adult individuals who were capable of working by dint of their age and constitution and were nationals of the state in question and members of its ethnic majority. Accordingly, women, children, elderly people and people with disabilities, minorities and migrants have been recognised as particularly vulnerable groups as regards access to rights. Moreover, while the aim of this extension of rights is the full private and public autonomy of individuals, it only really succeeds if those concerned become aware of their vulnerability (and their specific identity), organise themselves and reach mutual agreement on the rights they wish to claim and the ways of implementing them.

3. Extension of the public arena to include other stakeholders: the search for a new form of social cohesion

Public action is undergoing profound change today. On the one hand, it has to cope with the pressure exerted by a model of globalisation thinking which seeks, as underlined by the President Emeritus of the

Italian Constitutional Court, to see the state as guaranteeing the functioning of international markets rather than being the guarantor of the welfare of the citizens of each country.⁶² On the other, there is a clearly discernible search for convergent approaches, joint action and operational co-operation between the state and non-governmental organisations,⁶³ and greater emphasis on corporate social responsibility, the decentralisation of powers and responsibilities. New areas for expressing the public interest have come into being, at the level of both citizen-led action and the operation of the markets.

a. The role of citizen organisations

The European model of social cohesion acknowledges the welfare state as the prime guarantor of rights and the public interest. None the less, citizens have always set up their own organisations to defend a social ethic comprising implicit and/or explicit rules of coexistence. While in the past such organisations may primarily have been local in nature (village assemblies, community associations, traditional decision making or legal structures), in modern times they have become much broader in scope with the founding of associations or NGOs focusing on specific issues such as the fight against social exclusion, environmental protection, the fight against torture, defence of democracy, etc., or, in a cross-disciplinary way, established within a given area (micro-regional, regional, national). Civil society is shifting towards action touching on the difficult reconciliation between market dynamics and public interest. The third sector is a prime example with the setting up of social economy companies. Other initiatives seek to raise public awareness and encourage the participation of citizens as responsible individuals in the consumption of goods and services and in the use of their savings.

While in the social welfare construction phases, the state tended to limit civil society's scope for action, today the trend has shifted towards acknowledgment of the action taken by citizen organisations, even though the distribution of roles is still far from clear-cut.

During the twentieth century, public functions were simply seen as the responsibility of the state. Changes which have affected national authorities for some twenty years now lead to not to disregard the continuing need for citizen action to be carried out effectively. On the one hand, there is increasing reliance on civil society to assist victims of exclusion, as often it is at this level that poverty can be addressed most appropriately; and on the other, the need to create the right conditions to strike a new balance between economy, social cohesion and environment as the state can no longer achieve this on its own. The public authorities therefore need to build bridges with civil society in order to promote responsible attitudes to consumption and use of savings and to root the economy more firmly at local level based on new socioeconomic links.

Citizen public forums therefore have a role to play that supplements that of the state with its functions of putting forward proposals and granting authority. They are the clearest indication of new forms of shared responsibilities that many analysts and the Strategy for Social Cohesion view as already indicating a shift from the welfare state to the welfare society.⁶⁴

None the less, despite current changes, citizen-led public action is still largely limited to the areas of reparation and facilitation rather than regulation and setting out foundations, which remain by and large the role of the public authorities.

62. Baldassare, 2002.

63. See "L'Etat et les ONG: pour un partenariat efficace", report by a Working Group on the Modernisation of the State, chaired by Jean-Claude Faure (see <http://lesrapports.ladocumentationfrancaise.fr/BRP/024000131/0000.rtf>).

64. Council of Europe, January 2005.

b. The role of companies and professional organisations

Companies and professional organisations can also highlight the public interest in what they do, depending on how they do it. Although it is not their main objective or purpose (as opposed to the action taken by public entities), private action can develop complementarity between their own objectives (production and distribution – of goods or services, or in the case of unions, defending the interests of a particular category) and objectives relating to the community at large. This involves incorporating the concept of the social or societal responsibility of companies and private action in general, and adapting it to the standards and principles governing public action, the effects of which are to be found in the concept of the social usefulness of private action.⁶⁵

This shows that today the concept of “responsibility” for the general interest is not limited to public action by the state, which has the task of offsetting and correcting the negative externalities of private action, but is an integral part of such action, based on the principle that society and environment issues must be taken into account. Such principles take the form of ethical commitments⁶⁶ (shored up by means such as rating systems, seals-of-approval, responsible use of pension funds and savings, etc.) or specific legal frameworks (such as legislation on the environment, prohibition of child labour, etc.).

4. Conclusion

Given the existence of several specific areas (markets, public authorities, public and private citizen spheres), the developments of the roles and fields of intervention of everyone and awareness of the ability to impact on the processes of social construction, the development of shared responsibility for the well-being of everyone and the integrity of social values depends on the four abilities referred to above, namely:

- the ability to provide the basis for shared responsibility, especially by means of the methodological rules established for the management of democracy (interrelationship between representative and participatory democracy), the drawing up of contracts and the establishment of various forms of commitment (autonomy in return for responsibility), monitoring and assessment criteria, consultation, co-operation, etc;
- ability with respect to collective learning, capitalisation and transmission, which enables the enhancement/renewal of these rules, especially through open partnerships, the sharing of information and free and open communication between the players;
- regulatory power in order to ensure the fair distribution of means and resources, especially by means of a transparent and participatory analysis of social needs, and the taking into account of the interests of future generations in the management of resources;
- the ability to remedy situations where people are denied access to rights, especially by means of the priority allocation of resources to the most disadvantaged and the development of their potential.

In conclusion, the establishment of new public forums to strengthen those already in place and incorporate concerns for the general interest and for defending the well-being of all, particularly the most disadvantaged, in private action, is essential for asserting the values of social cohesion. Citizen actions help find solutions in cases where public action is missing and open up new horizons, such as North-South solidarity and justice, the reintegration of those excluded and the preservation of biodiversity. In Europe and all

65. See “L'utilité sociale”, 2003.

66. Council of Europe, December 2004.

countries where they are recognised in practice, human rights and other references for the building up of cohesive and inclusive societies are the fruit of often contradictory historical processes. In these complex processes, positive developments are the outcome of the social lessons learned, which have gradually brought to the fore fields of public interest to build up decent living conditions for citizens. In relation to this historical experience, globalisation is something quite new: it calls into question the relevance of the national dimension and requires post-state and post-territorial public approaches whose mechanisms and frameworks are not yet perfectly clear, even though it is possible to see where they are heading: making shared responsibility the strong point of a new model. Accordingly, developing these new public forums – which will ensure that social cohesion is something here to stay – demands:

- constant assertion of public administration and the public interest (namely, an administration capable of preventing the destruction of the public good);
- further improvement of democracy and its consultation methods;
- a shared responsibility approach as opposed to one of conflicting interests;
- awareness and formalisation of a social cohesion learning process.

CHAPTER 3 – UNDERSTANDING SOCIAL COHESION AS AN ACQUISITION



1. General framework and objectives of the exercise

The analyses of social cohesion as an objective and then as a process, set out in the previous chapters, have shown the need for a common political reference (a cohesive society) and for structures that formalise for everyone the achievements of social cohesion. An analysis of social cohesion as an acquisition therefore implies assessing what has been achieved at a given time and in a given area. It shows how society has developed in relation to the objective of social cohesion. This guide has given priority to this type of analysis, and all the discussions and tools that follow are designed to facilitate assessment of the advances (or lack of them) in social cohesion in a given area (whether at European, national, regional or local level). This is the essential starting point for a process of dialogue between the different stakeholders in society.

In this chapter, therefore, we shall focus our thoughts and proposals on mapping out a common understanding of social cohesion among the various players, both private and public. This can be done within a specific forum for dialogue or within an existing partnership forum such as an economic and social committee, a public-private national policy steering committee, local and regional authorities, etc.

This common understanding is not easy to bring about since each player or institution looks at it differently according to its own point of view. Everyone tends, therefore, to develop indicators which are specific to the way they perceive and understand social cohesion. For example, trade unions put pride of place on criteria such as equal pay or full employment, whereas the priority of employers organisations is on other indicators, such as business investment capacity. Similarly, organisations specialising in particular issues such as the fight against exclusion, help to the elderly, the protection of the local environment, etc., will tend to be more interested in problems directly linked to the topic they are working on and develop indicators relating to that. There are also possible disparities between public institutions which will place the priority on criteria relating to the effective application of the law and procedures, whereas NGOs and citizens will be most interested in the social objective itself. Accordingly, understanding of the social reality will take various forms depending on the players involved and their own position within that reality, and this can give rise to misunderstandings, compartmentalisation (mutual unawareness of what each other is doing), or even conflict and antagonism. Building up a common understanding therefore requires a proactive approach seeking out complementarity and mutual enrichment from different points of view rather than opposition.

In bringing together these various points of view, building up a common understanding of social cohesion in the area in question is intimately linked to action. The viewpoints reflect various interests and desires to steer action in a particular direction. Accordingly, an attempt to cater for all the different points of view is also an attempt to define a concerted action plan which incorporates the action of each player and spells out the various shared responsibilities. Building up common understanding is therefore inseparable from the conception, implementation, monitoring and evaluation of concerted action. One and the other presuppose pooling of ideas among the different players.

Even more important than the possibility of consultation is the quality of the dialogue entered into. What is the best way of moving on from negotiation based on a position of strength to dialogue aimed at ensuring the optimum consideration being given to the public interest and the welfare of everyone. In other

terms, what is the best way of moving on from compromise (namely, between different points of view and interests reflecting the position of strength prevailing at the time compromise was accepted) to consensus, namely the emergence of an approach which caters for all points of view which proves to be the best solution acceptable to everyone.

One example of this type of dialogue is provided by Tom Atlee who explains how in a peace march in the United States, two points of view – which, at first sight, were incompatible – finally resulted in consensus reconciling both. The marchers were deeply divided between those who wanted to walk at their own pace, strung out along the road, in order to reach as many people as possible, and those who thought that they should all march together to have a better “mass demonstration” effect. Following a general discussion, a consensus solution emerged which satisfied both points of view: the best solution was that in the countryside they would march strung out so as to have a better chance of meeting the local populace and in cities they would walk together.⁶⁷

This example shows how bringing together viewpoints – which, on the face of it, are divergent – can help bring about a composite view which can be accommodated in a more general approach, thereby transforming the apparent conflict into an alliance which is objectively more worthwhile for all. It shows how this requires thinking at a different level, refocusing the debate in the light of the ultimate objective accepted by all; this objective can then be broken down according to each individual's position and situation. It was because the peace marchers shared the same goal of raising awareness of their cause, and because they analysed that objective in the light of different contexts (rural/urban) that they were able to find a solution reconciling both points of view.

The objective of social cohesion plays exactly this role of both clarifying and uniting points of view, since it places each individual interest in the context of a higher community interest. It is therefore an essential reference point, in relation to which motivations and ideas can be expressed as complementary contributions.

These few words sum up the challenge facing common understanding of social cohesion as an acquisition. It presupposes, first of all, the availability of a reference framework which allows several points of view to be expressed, shows how they complement each other and, above all, enables them to be transposed into an action plan. The objective of social cohesion is a fundamental framework of this.

This framework is not sufficient in itself. There have to be appropriate methods which will enable such a concertation process to take place. This is what we shall turn our attention to next.

2. Proposed methodology

A number of ways of building up a common understanding of social cohesion were put forward in the previous chapter. These included the need for a democratic approach with reference to shared responsibility and awareness and formalisation of a process of collective learning.

On the basis of these, we shall discuss here a number of practical steps to embark upon such a process. We need to make a distinction between different levels of analysis, starting on the whole with general aspects which will enable us to draw up the main lines of action, and then going into greater detail about more

67. Atlee, 2003.

specific strategies. For this reason, we suggest four levels of analysis moving from the most general to the most specific:

- the first level is designed to assess the general trend of social cohesion: in other words to see whether there is a shift towards more social cohesion or less social cohesion in the area in question, and in which respects the trend is mainly positive or mainly negative;
- the second level is intended to analyse social cohesion as a whole, by looking at the constituent parts of well-being (situations) and linking these to the action taken in the public arena, whether by the public authorities or civil society (citizens and companies);⁶⁸
- the third level will look in greater detail at social cohesion in specific areas of life (eight such areas are given);
- finally, the fourth level looks at social cohesion by focusing on sensitive situations, particularly socially vulnerable groups who are more easily subject to situations giving rise to exclusion and who, therefore, provide a good indicator of social cohesion (six vulnerable groups are looked at). This final level also plays a verification role (verifying sensitive situations).

Each of these levels corresponds to specific knowledge and action objectives, summed up in Table 3:

Application of these levels will depend on the time available, the level of detail decided upon and the players involved:

- the first level applies to players in general. It is relatively easy to carry out and will make it possible to produce a reference point that could prompt more detailed analysis;
- the second level involves thorough co-ordination to take stock of the work carried out by each player and verify how they tie in with needs. This is the very foundation for building up shared responsibility in a given geographical area;
- the third level can be carried out by those who are more specifically interested or involved in one of the eight areas in question. Its link with the second level means that the two complement each other in a very useful way;

Table 3: Levels of analysis of social cohesion by knowledge and action objective

Social cohesion analysis level	Description (knowledge objectives)	Action objectives
1. Analysis of the general trends in social cohesion	Geographical analysis and analysis of trends in each aspect of social cohesion	Identifying strong and weak points Alarm signal to identify the priority action required
2. Assessment of social cohesion as a whole	General assessment of well-being and links with action taken in the public arena (public authorities and civil society)	Identification of the shortcomings and common strategic approaches in a context of shared responsibility
3. Detailed assessment of social cohesion by area of life	Analysis of social cohesion in eight areas of life (employment, income, housing, diet and consumption, health, education, information and culture)	Drawing up an action plan for each area of life and allocation of responsibilities for implementation
4. Verification of social cohesion in sensitive situations: analysis by vulnerable group	Analysis of social cohesion among six vulnerable groups (minorities, migrants, children, the elderly, people with disabilities and women)	Refinement of general strategy; drawing up an action plan for each vulnerable group and allocation of responsibilities for implementation

68. We have also included families or citizens' private spheres among the stakeholders in society. The impact of these players actually warrants a more detailed and different type of analysis, such as assessing the level of responsibility placed on families in, for example, alleviating vulnerability.

- lastly, the final level also concerns those who are more specifically interested or involved in one of the vulnerable groups in question. The link with the other levels is very important as at this level a critical eye can be cast on the more general analyses. In order to strengthen this link, questions on sensitive situations of these groups are also included in the other levels (see the drafting of questions in Part III).

The following is a more detailed description of the proposed methodology for each of the four levels.

a. Assessing general trends in social cohesion (first assessment level)

As the aim of this first level is to identify the priority lines of action, social cohesion at this level will be assessed by looking at general trends. In other words, it is a question of whether, and if so to what extent, the trend towards consolidated social cohesion is stronger than the trend towards a deterioration in social cohesion, or whether the opposite is true.

This level of assessment is often intuitive and subjective, but it can also be formalised more objectively. We have chosen two from a number of possible approaches:

- an assessment of the overall trend on the basis of the disparity between different territorial levels (between regions when considering the national level, between town neighbourhoods when considering the local level, etc.), which makes it possible to establish whether territorial discrepancies are tending to grow or diminish (given that territorial cohesion is directly linked to social cohesion, this analysis would provide an overall picture of social cohesion and the direction in which it is going);
- an assessment of the overall trend on the basis of each of the components of social cohesion (provided that there are a number of indicators for each, it should be possible to establish in which components there is more of a tendency towards improvement and in which there is a tendency to deterioration).

b. Assessing social cohesion as a whole (second assessment level)

This second assessment level seeks to analyse the dimensions of citizen well-being according to the four types of public action in order to identify where the two are matched and where they are not. For each of the four dimensions of citizen well-being, an analysis is made of the following:

- originating action, namely laws, regulations, recognised rules and their enforcement;
- regulatory action, namely the measures implemented to ensure well-being in the four dimensions;
- remedial action, namely measures taken to remedy situations in which well-being is no longer assured and to address the risk of deterioration;
- finally, facilitating action, namely shared practices to make it easier for the four dimensions of well-being to be taken into account (see Table 4 overleaf).

Table 4: Information needed for the purpose of assessing public action to promote social cohesion

Four types of public action	The four dimensions of well-being taken into account in public action			
	Equity in respect of rights/ non-discrimination	Dignity/ recognition	Autonomy/ personal development	Participation/ commitment
Originating action	Laws, regulations and explicit rules to guarantee fundamental rights: – human rights and social rights – sustainable development	Laws, regulations and explicit rules to guarantee identity-based rights and diversity at all levels	Laws, regulations and explicit rules to guarantee autonomy and personal, family and occupational development	Laws, regulations and explicit rules to guarantee democracy, participation and civic commitment
Regulatory action	Measures to guarantee access to fundamental rights	Measures to guarantee the recognition of identity-based rights	Measures to guarantee autonomy and personal, family and occupational development	Measures to guarantee democracy, participation and civic commitment
Remedial action	Measures to eliminate the various forms of discrimination in respect of all rights	Measures to combat all forms of failure to uphold the right to be different	Measures to combat obstacles to autonomy and personal, family and occupational development	Measures to combat all attacks on democracy, citizens' freedom to participate and civic commitment
Facilitating action	Shared practices to promote fairness with regard to rights and access to them	Shared practices to promote the recognition of identity-based rights	Shared practices to promote personal, family and occupational development	Shared practices to promote democracy and civic commitment in a context of shared responsibility

c. Assessment of social cohesion through an analysis of eight areas of life (third assessment level)

The first two social cohesion assessment levels (general trend and assessment of social cohesion as a whole) provide a fundamental basis for making a general assessment of the situation as a whole, coherently defining the goals to be pursued and framing a general strategy of action. However, it is necessary to go beyond a general approach and outline this action strategy for each specific field.

These areas constitute both the guarantors of the indivisibility of the system of rights and an ideal field for conducting a detailed analysis of progress on, or obstacles to, social cohesion. As they take simultaneously account of both the material and the non-material, the individual and the community aspects that concern every citizen or family, the eight areas of life chosen cover reasonably well the different types of political aspects relevant for social cohesion (see Figure 5).

By cross-referencing these eight areas of life with the four dimensions of citizen well-being, we can reach a better understanding of the concept of well-being, as shown in Table 5 on page 74.

This third level of assessing social cohesion allows the analysis of specific measures adopted.

Figure 5: The eight areas of life subject to regulation and given political support

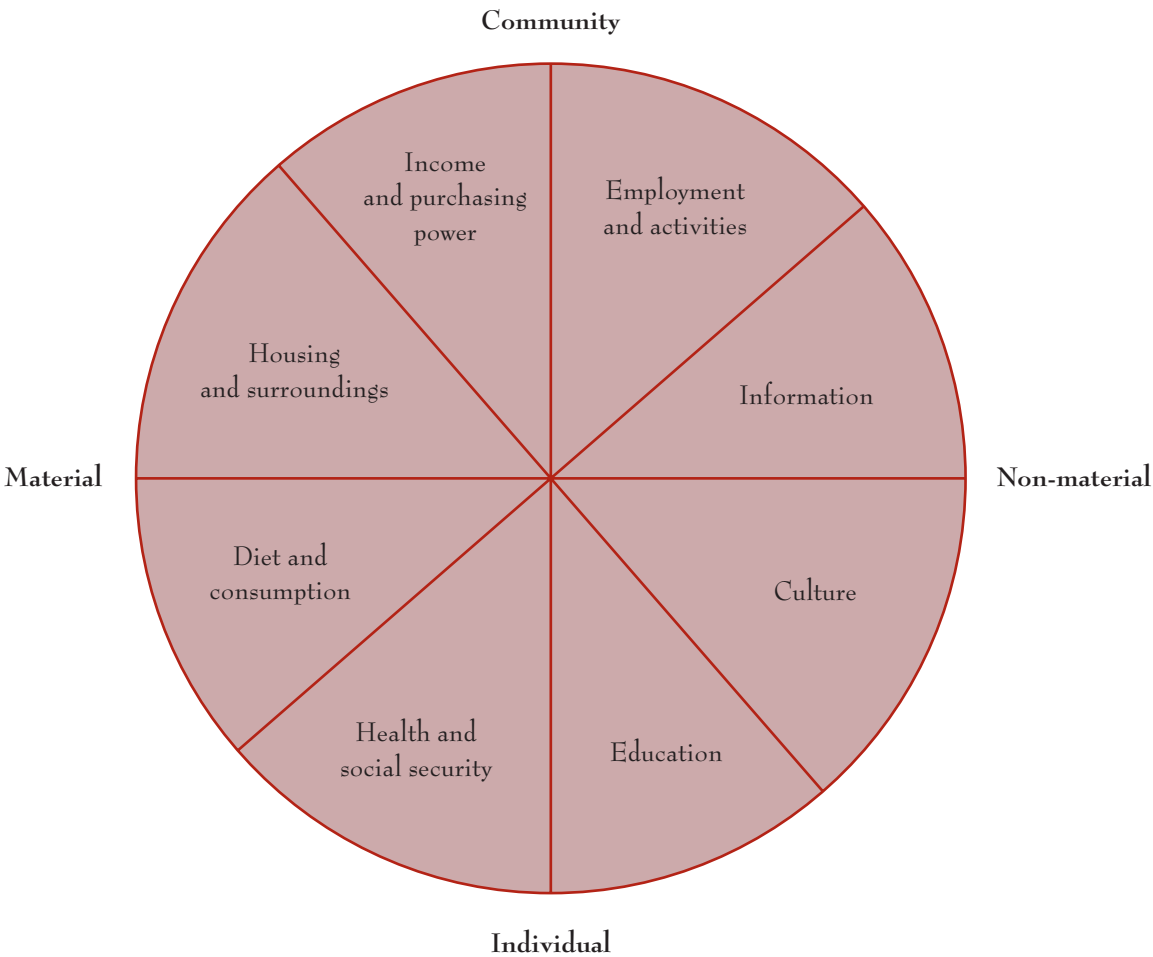


Table 5: Information needed on the eight areas of life considered suitable for legal regulation

Eight areas of life	The four dimensions of citizen well-being			
	Equity in respect of rights/ non-discrimination	Dignity recognition	Autonomy/ personal development	Participation/ commitment
Employment	Access to fairly paid employment for all	Recognition of skills	Lifelong training Career development	Raising corporate responsibility Development of the third sector
Income	Income gaps	Balance between income and taxes	Autonomy and freedom of choice with regard to sources of income	Self-employment and self-generated income Solidarity-based finance
Housing	Access to housing Quality accommodation	Social integration (avoidance of ghettos)	Physical surroundings conducive to personal and social development	Access to property Collective local management of surroundings
Health	Access to health Costs and reimbursement Distribution of health centres and doctors	Possibility of choice in treatment	Healthy lifestyle Control over own health	Assumption of shared responsibility for health care choices
Diet and consumption	Access to a healthy and balanced diet	Respect for and promotion of own cultures and identities	Public information and transparency regarding food safety	Ethical consumption, fair trade
Education	Access for all	Respect for and promotion of different cultures	Active educational approach	Citizenship education
Information	Fair access to new information technologies	Presentation of cultural differences in a favourable light in information provided	Opportunities to select information	Information for the exercise of citizenship
Culture	Fair access to culture	Recognition of the diversity of cultures, including minority cultures	Possibility of developing one's own culture, at both individual and community level	Participation and civic commitment for the promotion of culture

d. Assessment of social cohesion through vulnerable groups (fourth assessment level)

Finally, it is necessary to refine it and examine the relevance of any strategy. Here, a knowledge of the situation of people who are most at risk and most vulnerable to inadequate social cohesion provides a good basis for verifying the effectiveness of the proposals made and adding to them.

The situation of vulnerable groups requires particular attention as they are more easily subject to social exclusion. In the light of the history of rights and their development, the assessment covers six groups (minorities, migrants, children, elderly people, people with disabilities and women). In this case too, the information needed for each of these groups can be established by means of cross-references to the four dimensions of citizen well-being (see Table 6).

Table 6: Information needed on the six vulnerable groups with regard to their access to rights

Six vulnerable groups	The four dimensions of citizen well-being			
	Equity in respect of rights/ non-discrimination	Dignity/ recognition	Autonomy/ personal development	Participation/ commitment
Minorities	Absence of stigmas	Integration into pluralist society	Assertion of identity	Participation in public life
Migrants	Absence of stigmas	Image of immigrants Self-esteem	Non-separation of families	Migrants' organisations and institutions for the defence of their rights
Children	Access to education, housing and health care	Children's rights	Children's personal development	Participation in civic life Links between schools and society
Elderly people	Access to housing and services Decent income	Recognition of the role of elderly people	Possibility of living independently Absence of isolation	Participation in community life and social activities
People with disabilities	Adaptation of services Access to employment	Status of people with disabilities	Access to training, possibility of acquiring qualifications	Organisations of people with disabilities Participation
Women	Access to specific requirements – equal treatment	Dignity and recognition at work and in civic life	Equal opportunities	Women's organisations – participation in public life

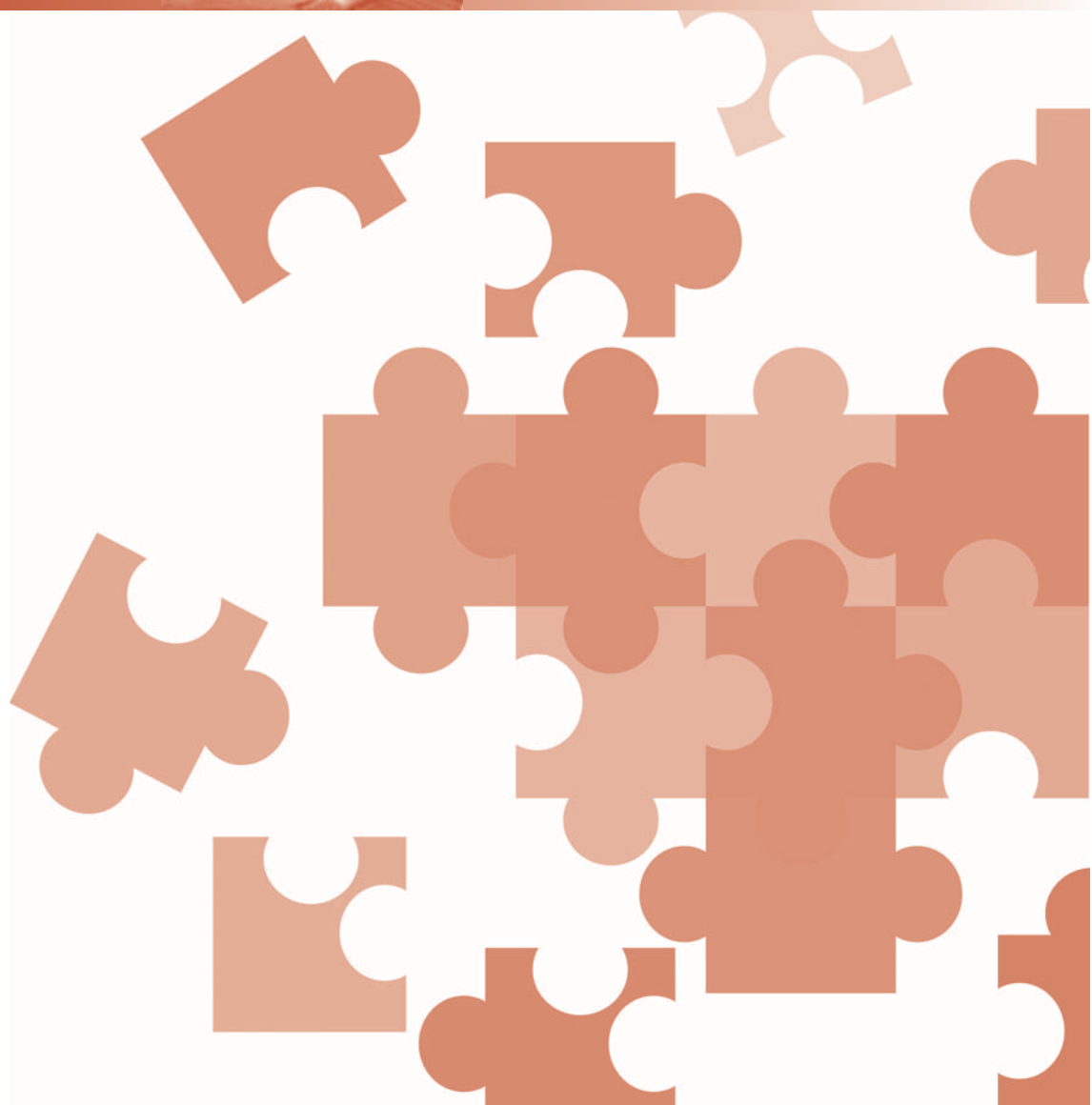
Part III

Development of tools for understanding social cohesion

Questions, indicators and syntheses



Social cohesion



INTRODUCTION

In Part II of the *Methodological guide*, a framework for understanding social cohesion was set out in the light of the principles underpinning the Council of Europe's work: the rule of law, the recognition of human rights and the exercise of democracy.

Part III is more practical in nature. It deals with the question of devising methodological tools on the basis of the information collected and processed, in order to meet the knowledge requirements identified in respect of a given geographical entity, on the basis of the frame of reference agreed upon by the players concerned.

Generally speaking, there is a considerable body of information in each field of action, area of life or social group of relevance to social cohesion. Institutional developments and advances in research and communication resources and technology over the last thirty years have resulted in the steady production of such information, especially in the countries of the European Union. Accordingly, numerous statistical series, published in particular by Eurostat/Eurobarometer, are available, not to mention the national statistics in the various member states.

This wealth of information is an important basis for establishing social cohesion indicators. It none the less requires the availability of processing tools which bring to the fore the most relevant information to be taken into account. This issue is all the more important in that building a shared knowledge base among several players active within a given geographical entity entails agreement on the choice of its basic structural elements.

In Part III, we shall deal with this question in three chapters:

- the first relates to the general approach to the development of tools, in particular the preliminary questions regarding the choice and establishment of indicators, the indicators themselves and the synthesis tools;
- the second is devoted more specifically to the choice of questions;
- the third deals with the actual indicators.





CHAPTER 1 – GENERAL APPROACH TO THE DEVELOPMENT OF TOOLS

1. General problem: contexts and concepts for the development of tools

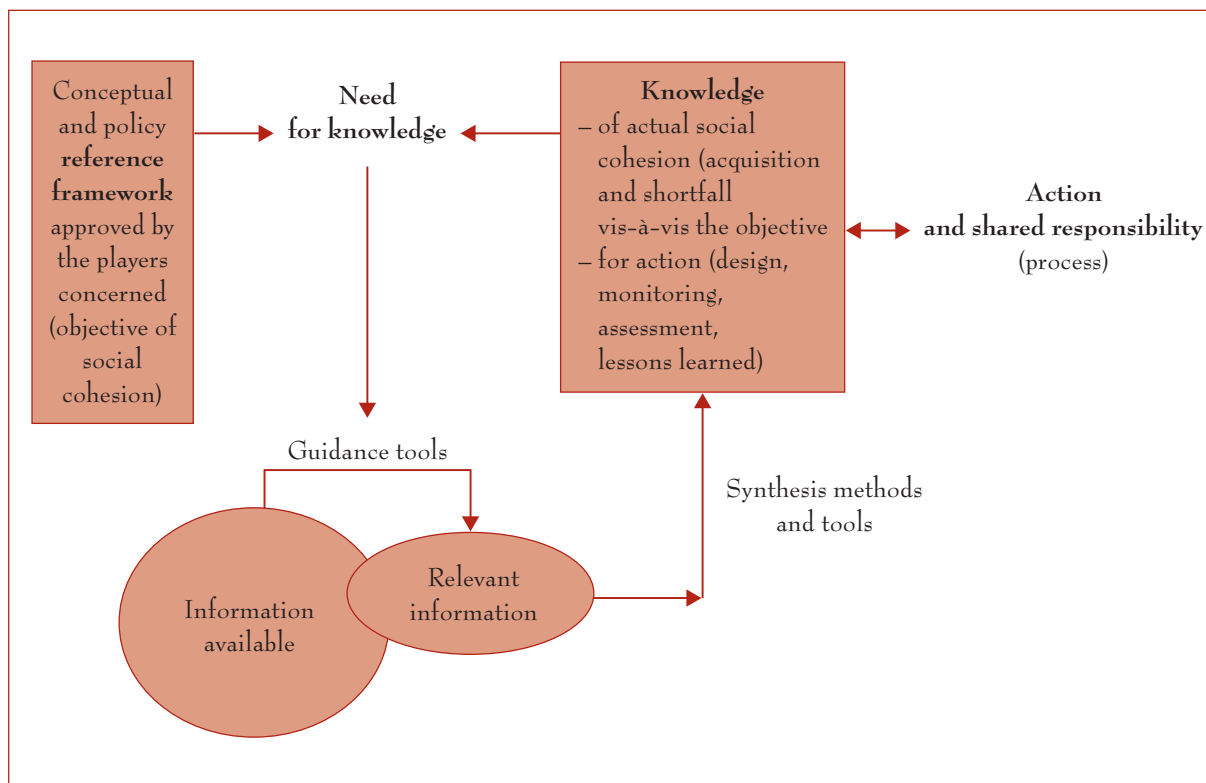
Generally speaking, even if a considerable amount of information is available, it may not correspond to the particular needs of a context or situation. There may therefore be a gap between the information we have and the information we need. As Héber Simont put it, “In a world where attention is one of the rarest of resources, information may be an expensive luxury since it can turn our attention away from what is important to what is not. We cannot afford to process information simply because it is available.”⁶⁹

In order to plug this gap, methodological tools need to be devised in accordance with the reference framework and the policy objectives to be pursued by sifting through the existing information and provide additional data through specific research.

These tools must enable us to understand the gap between social cohesion as an objective to be achieved and social cohesion as an acquisition (the social rights established in a geographical entity or a given context) and satisfy action needs (development of new processes).

These logical relationships may be represented as follows:

Figure 6: General framework for devising tools



69. Quoted by Leca (1993) and reproduced by Perret (2002).

This figure shows how knowledge and the exercise of shared responsibility stem from the interaction between the approved conceptual and policy reference framework (the objective) and the knowledge and results already obtained (acquisition). It also suggests the need to focus attention on two types of tool:

- guidance tools to get the relevant information;
- synthesis tools to move on from information to understanding and shared responsibility.

2. Guidance tools

Two types of tools are to be considered: the questions and the indicators.

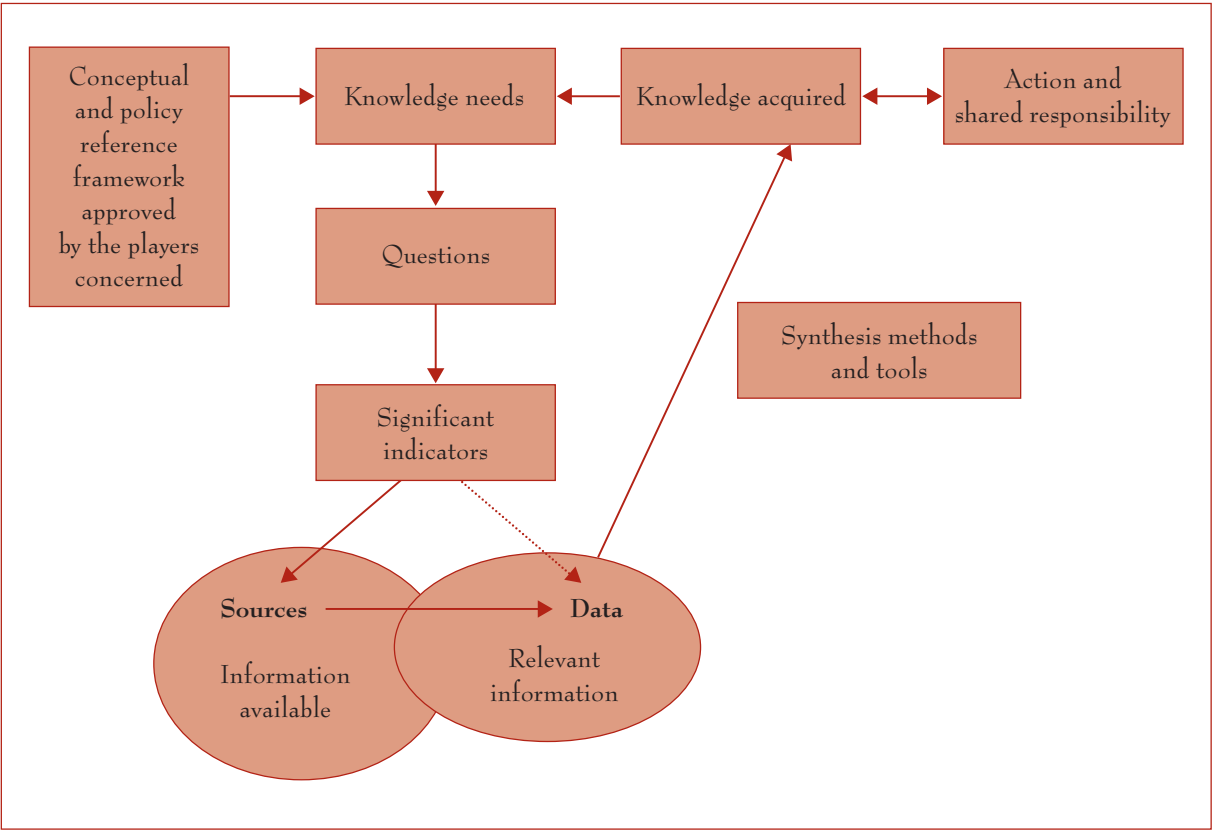
The questions make it possible to specify the knowledge required and the type of information to be obtained. In other words, questions transform knowledge needs into information needs. The formulation of the “right” questions is a prerequisite for the choice of indicators. It is essential to state what information is being sought and why. In the absence of apposite questions, the indicators become “blind” tools or tools chosen mechanically without proper reference to the context, the policy choices or the means and resources available.

The indicators guide the answers to the questions by indicating what type of data is to be gathered and at what intervals, what the most suitable source is, etc.

We thus have the following logical sequence and Figure 7:



Figure 7: The questions and the indicators

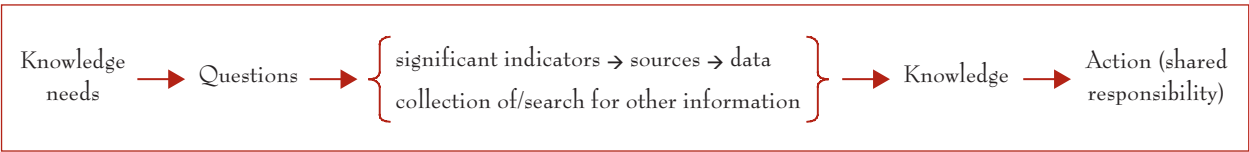


It is on the basis of the conceptual and policy reference framework adopted by the players concerned that the questions are devised. They study social reality in comparison with a social cohesion ideal, bringing to the fore the possible gap between the objective and the processes able to increase the “capital” in a given context. For example, if reference is made to a specific group, such as “women”, questions will relate to the gap between the ideal of equal opportunities and the actual situation. Accordingly, such questions as “Are the basic needs of women provided for?” will enable the appropriate indicators to be found to pinpoint the gap in terms of equity.

The indicators clarify social cohesion, as an acquisition, in the form of concise figures verifiable over a period of time. This means they must be relevant and meaningful in relation to the question asked. To take the previous example, indicators like “relationship between jobs and qualifications among women compared with men” and “gender-based differentials in pay, education and social security cover” reflect the actual situation compared with the ideal aspired to.

The transition from the questions to the indicators implies the identification of the situations being measured should be well classified in terms of the question posed, since a significant individual indicator is a statistic that illustrates the most obvious result of a situation. For example, the unemployment indicator, which is widely accepted as significant, shows the variations in supply and demand on the labour market without “describing” the types of job created or lost.

The data corresponding to the indicators accordingly substantiate the replies to the questions. However, they are not replies *per se*, but must be interpreted in the light of other data, such as information on the context, comparative figures, etc., which must also be identified and gathered. We can therefore complete the logical sequence as follows:



The questions are necessarily dependent on the knowledge needs, and the indicators on each question. This leads to draw a distinction between individual questions and indicators and portfolios of questions and indicators. A portfolio of questions is the whole range of questions corresponding to a knowledge need, whereas a portfolio of indicators is all the indicators corresponding to a given question or portfolio of questions.

Portfolios of questions must be drawn up in relation to a conceptual and policy reference framework. For the purposes of this guide, this concerns the key elements of the various components of social cohesion, as defined by the Council of Europe, namely equal access to rights, dignity and recognition of diversity, guaranteed autonomy, personal development and civic participation (as regards well-being), the players’ joint responsibility for the four types of official action (as regards players and actions), and, lastly, the integrity of the basic components.

3. Synthesis tools

The synthesis tools are those facilitating the path from statistical data (both quantitative and qualitative, measured according to a specific scale) to knowledge in the strict sense of the word, itself linked to the action to be taken.

In other words, we need to be able to understand what the figures mean. In itself, an isolated statistic does not mean much; it is always by comparison with others that data become meaningful. This comparison can be made at various points in time (analysing trends), between geographical areas, in relation to a reference standard, etc. Data can be compared at various levels, thereby acquiring greater significance with each comparison made. For example, if the data relating to several well-being indicators are compared with pre-determined standards, it will be possible to identify those aspects of well-being that are satisfactory and those which in contrast require further attention. If comparisons over time are included, this can then give an idea of trends which can be cross-referenced with the level of acceptability, making it easier to see which aspects of well-being are satisfactory but are being eroded, which are satisfactory and becoming consolidated, which are unsatisfactory but are slowly improving and which are unsatisfactory and deteriorating still further. Other comparisons and cross-references can help identify causes, or at least give some clues as to possible causes.

Knowledge and understanding can then be built up by successive comparisons which will help identify those aspects where action is required. Analysing the data in this way should therefore lead to an understanding of the situation which will identify the dynamic aspects such as trends, weak points, thresholds reached, any gaps, the breaks in continuity, and discrepancies between situations and actions, making it possible to set objectives, prioritise and draw up a strategy for action.

In order to reach this stage of knowledge and understanding, tools must provide an overview, allow the necessary comparisons and clarify the needs for action. More important than tools are methods (to be able to draw the relevant conclusions from comparisons of raw data), as the tools are there simply to lend support to the methods, making it possible to carry out the necessary statistical calculations, and produce tables and diagrams.

These methods and tools will vary depending on the type of social cohesion assessment being carried out and the desired objective. For this reason, we shall look at the different methods and tools of relevance to each of the four assessment levels described in this guide.

a. Methods and tools for analysing general trends in social cohesion (first assessment level)

The first assessment level involves determining general trends so as to define an initial order of priority for action (see the set of twenty meaningful indicators relevant to the different components of social cohesion in Part IV). Using data collected on at least two different dates, it is possible to spot the indicators for which the trend is positive and those where it is negative. If the trend is positive, there would seem to be no need for further action, at least in the short term. However, where it is negative, joint action must be taken, and priorities can be set.

A first stage will therefore be to produce a comparative table of trends for each of the indicators, making it possible to establish an order of priority.

Then comparisons between countries and regions will provide additional information helping to give a clearer picture of the influence of the specific context of each country.

None the less, at this stage the knowledge acquired merely enables identification of those elements which require action, without entering into causal relationships and, hence, without being able to specify what action should be taken. That is why this is more of the nature of an early-warning stage. It also facilitates comparisons between situations and various countries even if they are becoming increasingly interlinked.

b. Methods and tools for analysing social cohesion as a whole (second assessment level)

The second level involves analysing the various types of public action (classified according to four categories) in relation to each of the key dimensions of well-being. The objective is to determine the relevance and lasting nature of the action taken and to pinpoint areas in which additional measures or new policy directions are needed.

This second level accordingly makes it possible to gain a much fuller understanding, on the basis of which a general strategy for social cohesion can be drawn up.

There are a number of tools needed at this level of evaluation in order to be able to:

- correlate action indicators and well-being indicators (to identify the causal relationships and pinpoint the relevant fields of action);
- compare the situations with regard to the various dimensions of well-being in relation to reference standards (drawing on the standards put forward by the Council of Europe in its various recommendations, conventions and charters such as the European Convention on Human Rights, the European Social Charter, etc.);
- compare situations at various dates in order to assess trends and accordingly shed further light on cause and effect;
- carry out comparative analyses giving a clear insight into the relationships between different actions, which is crucial for drawing up a strategy.

At this level, analysing the data in such a way as to identify the strategy lines which will serve as references for the different players within a geographical area is a relatively complex matter. This identification will involve moving back and forth between producing analyses and seeking out new data needed to supplement those analyses.

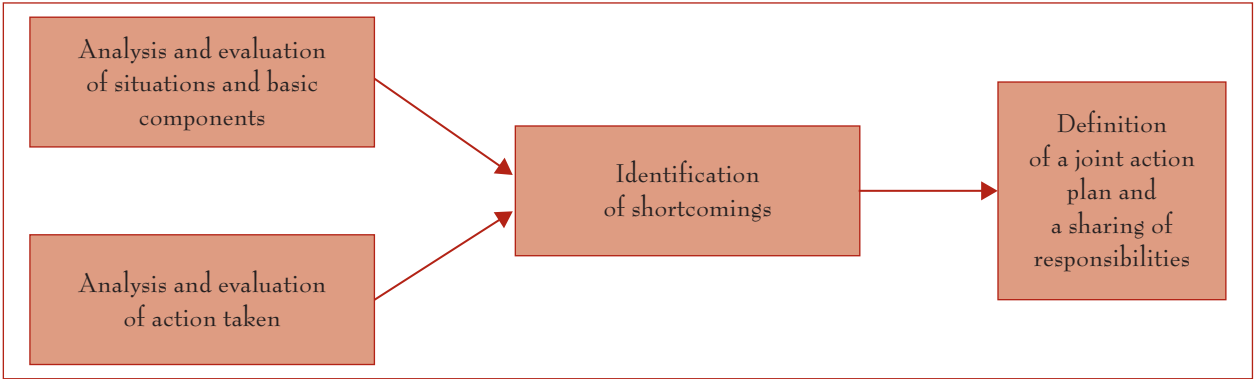
c. Methods and tools for a detailed analysis of social cohesion, by area of life or vulnerable group (third and fourth assessment levels)

A final type of process is necessary to arrive at fuller, more detailed knowledge of a particular theme, with a view to developing a specific action plan. This is the purport of the third and fourth levels of analysis proposed in this guide. Here, as full an analysis as possible is carried out on the situation with regard to the four dimensions of well-being, and then an attempt will be made to identify all the public action undertaken (originating, regulatory, remedial and facilitating) by theme and by player.

The process will accordingly consist in determining shortcomings and imbalances between the action carried out and the actual situation with regard to well-being.

This process is represented in Figure 8 overleaf.

Figure 8: General framework for developing a knowledge base for the purpose of action in a given field or for a vulnerable group (third and fourth levels)



d. Conclusion

Our presentation of the methods for moving from information to knowledge illustrates the key role of this tool for the process of consultation and dialogue between the players. It is in the building up of knowledge for the purposes of action (and in relation to the stated objective of social cohesion) that the requirements for knowledge become clear and these requirements will guide the search for new data and information. Synthesising the data therefore lies at the very heart of the cycle described at the beginning of this chapter.

The above examples also show that the social cohesion reference framework will be used differently depending on the level of assessment and knowledge being sought. Similarly, the order of analysis will not be the same. The following table shows the different sequence of events.

Table 7: Order in which the components of social cohesion will be analysed in relation to the analysis level

Social cohesion objectives (and corresponding component)	Social cohesion analysis levels			
	Level 1 Assessment of general trends in social cohesion	Level 2 Assessment of social cohesion as a whole	Level 3 Assessment of social cohesion by area of life	Level 4 Assessment of social cohesion by vulnerable group
Well-being of all (situations)	1	2	1	1
Shared responsibility (players and actions)	1	1	2	2
Integrity (basic components)	1	Not analysed	1	1

Key: 1 = first stage of analysis (in level 1, the three components are analysed simultaneously resulting in a consolidated table of indicators).
2 = second stage of analysis prior to consolidation.

In conclusion, the synthesis methods and tools are essential to link knowledge and action and play a crucial role in the way that the questions and indicators need to be devised.

4. Quality criteria: questions, indicators and data

Researchers⁷⁰ and public institutions have dealt with the issue of quality criteria for indicators. The European Commission, for example, in the context of the National Action Plans on Social Inclusion (NAPs/inclusion), has drawn up nine indicator quality criteria, six of which relate to the indicator as such and three to the portfolio of indicators chosen.⁷¹

In this guide, a distinction will be drawn between the quality criteria that apply to the indicators (and the portfolios of indicators), those relating to the questions (and the portfolios of questions) and those relating to the data. This distinction is crucial for understanding the interrelationship between the various quality criteria. It will be assumed that the quality criteria for an item, whatever it may be (questions, indicators, data, etc.), refer to its expected use (suitability for the objective pursued) or potential use (intrinsic contribution), its ease of use, or the cost of obtaining it or the ease with which it can be obtained.

There are accordingly four aspects to be considered in analysing the quality of the questions, indicators or data:

- Do they achieve what is expected of them (are they suited to the objective pursued)?
- In more general terms, what unique contribution do they make (their intrinsic contribution)?
- Are they easy to use (from the point of view of the user)?
- Are they costly/difficult to obtain (costs of obtaining them)?

By interlinking these four aspects with the questions, indicators and data, we obtain the following table:

Table 8: Overview of qualities

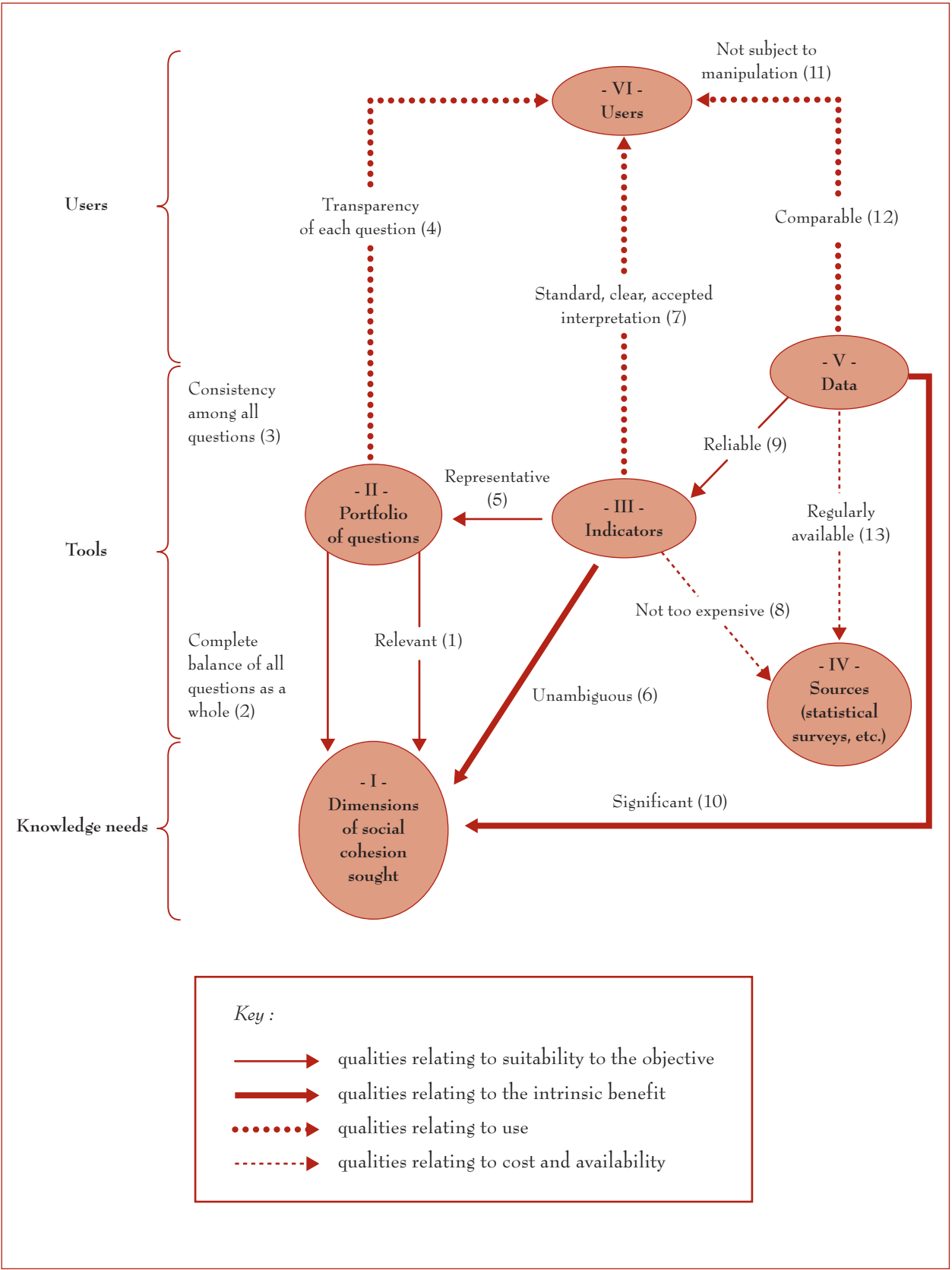
	Suited to the objective pursued	Intrinsic contribution	User's point of view	Cost of obtaining data
Individual questions	Relevant to knowledge needs	Coherent	Transparent	Not applicable
Portfolio of questions	Complete and balanced			
Indicators	Representative (of an indicator or a portfolio of indicators)	Unambiguous	Clear and accepted interpretation	Not too expensive
Data	Reliable	Significant	Not subject to manipulation; comparable	Regularly available

70. See for example Judith Innes, who has analysed the use of social indicators in the context of policy development and identified a series of criteria for determining what makes a good indicator to use in public decisions. They are: the measurement must be pertinent to the questions of concern; the concepts underlying the measurements must be clear and agreed upon; the measurement must be obviously related to the concept it is assigned to; the methods used to produce the indicator must provide reliable results, measuring what they purport to without hidden or unexpected bias; the measurement must be understandable and understood in its concept and limitations; it must be known to the key participants; the main parties on opposite sides must accept the measurement; it must be appropriate to the uses to which it is to be put; and it must relate to more complex analytical models (Innes, 1989).

71. The document with the reference EU 31/8/2001 shows the following adopted quality criteria: indicators should be relevant, complete/balanced, consistent, transparent, representative, unambiguous, have a clear and accepted interpretation, not impose too large a burden, and be reliable.

Each of these qualities is defined in relation to the element preceding or following it in the chain denoting the sequence from the knowledge needs to the indicators and the data, as shown in the following figure:

Figure 9: Figure summarising the qualities of the indicators, questions and data



Accordingly, the quality of the questions depends on their relevance (1) to the knowledge need they are supposed to express. From this point of view, it is more the quality of a portfolio of questions that is relevant: its completeness and balance (2) (actual coverage and lack of overlap) and its internal coherence (3). In relation to their use, transparency (4) becomes the key quality (clarity, lack of ambiguity and no contradictions between the questions).

On the same basis, the quality of the indicators depends on how representative (5) they are with regard to the question they are supposed to answer. Their intrinsic contribution is to be found in the lack of ambiguity (6) in the picture they provide. From the user's point of view, the key aspect is a standard, clear, accepted interpretation (7) (also referred to in terms of "normative clarity"). From the point of view of cost/obtainability, an indicator will be appreciated if it is not over-expensive (8).

Finally, as far as the data are concerned, the key quality is reliability (9). Their significance (10) with regard to the situation examined reflects their intrinsic contribution. From a user's point of view, they must not lend themselves to manipulation (11) and must, as far as possible, be comparable (12), especially between geographical entities (countries and regions). Lastly, from the point of view of being obtainable, they must be readily available (13) on a regular basis.

These different qualities are the criteria adopted for choosing and formulating the questions and indicators and for compiling the portfolios of questions and indicators put forward in this guide. None the less, some of the qualities will vary from one country to another, particularly with regard to the availability of data. This will sometimes depend on the way in which the indicators are formulated.⁷²

⁷². These differences are generally mentioned in the indicators database.



As indicated in the preceding chapter, the questions (and portfolios of questions) clarify the knowledge needs and the type of information to be collected. They must also satisfy the need for the data to be accurate and reliable.

Below is a description of the methodological approach adopted to draw up the questions (and portfolio of questions) put forward in this guide, which can be used as a basis for the construction and selection of indicators.

1. Methodological rules for formulating questions

With regard to the key elements of social cohesion (equal access to rights, dignity, recognition, autonomy, personal development, participation and commitment), the wording of the questions takes account of three methodological concerns: precision, completeness/balance/lack of overlap and verification.

In order to meet these three requirements, we suggest a logical procedure for devising a sequence of four questions for each key element that forms part of the definition of social cohesion:

- A question concerning whether the right conditions are in place: Are the conditions in place in order to achieve the ideal pursued?
- A question concerning the relevance and/or effectiveness of existing conditions: To what extent are existing conditions relevant/effective with respect to the ideal pursued?
- A question concerning the verification of the relevance of existing arrangements to the most sensitive situations: Are they also relevant to the groups that are the most vulnerable or at risk of being excluded?
- A question concerning durability (or vulnerability): Are the existing arrangements weak and liable to be called into question (put at risk and threatened) or, on the contrary, are they sufficiently strong to ensure that they will last?

These four generic questions make it possible gradually to define the knowledge being sought, to supplement the analysis by proceeding from the general to the specific, to verify the validity of the responses and to take account of vulnerability and durability over a period of time. Lastly, they make it possible to verify that all the aspects of a situation have been taken into account.

On the basis of these few methodological rules, questions will be drawn up for each of the four levels as follows.

2. Questions for the first level (trend analysis)

At this level, an attempt is made to interpret the social cohesion trend by identifying significant phenomena in respect of each of its components, especially:

- the four dimensions of well-being;
- the players’ commitment to the action (public entities, markets, and citizens’ public arena and private sphere);
- and the five basic components (confidence, social bonds, values, knowledge and feelings).

For each of these aspects, the relevant question was set out in the generic form: “What is the trend in terms of (...)?” It was then made more precise by specifying the most significant phenomena to be measured. In this way, twenty phenomena were selected as best describing the social cohesion trends.

3. Questions for the second level (analysis of public action)

In order to complete the analysis of society’s ability to ensure the well-being of all each of the four dimensions of well-being have been subdivided into sub-dimensions (see Table 9).

Table 9: Dimensions and sub-dimensions of well-being

The four dimensions of well-being	Equal enjoyment of rights and equal access to fundamental rights	Dignity and recognition of diversity	Autonomy/ personal, family and occupational development	Participation and commitment
Sub-dimensions identified for each dimension	1. Civil rights and human rights in general 2. Social and economic rights 3. Environmental rights	1. Diversity in terms of gender, age and abilities 2. Cultural, ethnic and/or religious diversity	1. Autonomy and fundamental freedoms 2. Personal development 3. Family development 4. Vocational training and career development	1. Representative democracy 2. Social democracy 3. Participatory democracy

Following the general logic of the questions, two tables have been devised for each dimension of well-being: the first table relates to the existence of action taken (Table 10) and the second relates to the effectiveness of the action taken, verification of effectiveness in sensitive situations, and durability of that action (Table 11).

Table 10: Existence of action taken for dimension *x* of well-being

	Originating action	Regulatory action	Remedial action	Facilitating action
Sub-dimensions	Public authorities	Public authorities	Public authorities	Public authorities
	-	-	-	-
	-	-	-	-
	-	-	-	-
	Citizens	Citizens	Citizens	Citizens
	-	-	-	-
	-	-	-	-
	Corporate sector	Corporate sector	Corporate sector	Corporate sector
	-	-	-	-
	-	-	-	-

General wording of the question: what (originating, regulatory, remedial, facilitating) action is being/has been carried out by the public authorities, citizens or the corporate sector to ensure dimension *x* of well-being, and more specifically sub-dimensions 1, 2, 3 and 4?

Table 11: Effectiveness of action taken in respect of dimension *x* of well-being, verification of the effectiveness of that action in sensitive situations and the durability of that action

Three types of question	Effectiveness	Verification in sensitive situations	Durability
General wording of the question	How effective is this action?	What is the situation of people who are not covered by this action/these measures?	What are the risks, threats and opportunities that weaken or strengthen the effectiveness of the action?
Sub-dimensions			

4. Questions for the third level (analysis by area of life)

As pointed out above, social cohesion in a specific field can be analysed in terms of three components:

- situations as regards the four aspects of well-being;
- basic components;
- action carried out.

a. Analysis of situations

In the analysis of situations (contexts), the questions have been drawn up by following the general procedure set out above, with one question relating to the state of play, one to effectiveness, one to the verification of sensitive situations and one to durability. Table 12 shows the standard wording of these four levels of questions.

Table 12: General framework for drawing up questions in the various areas of life

	General wording of questions	Wording in each of the four dimensions of citizens' well-being			
		Equity/non-discrimination (E)	Dignity/recognition (D)	Autonomy/personal development (A)	Participation/commitment (P)
Situations	1. State of play: are the conditions in place to ensure equity, dignity, autonomy/personal development and participation/commitment with respect to x?	1. Is access to x provided for all in a just and fair manner?	1. Is the dignity of the individual assured in the case of x whatever each individual's distinctive characteristics?	1. Are the conditions in place for ensuring each person's autonomy and personal development in respect of x?	1. Are people able to organise to defend their interests in the case of x?
	2. Effectiveness/relevance: to what extent are these conditions actually reflected by equity, dignity, autonomy and participation in respect of x?	2. To what extent is access to x reflected by equity with regard to well-being as far as x is concerned?	2. Is the personal contribution to x recognised and promoted and/or are the alternative forms (diversity) of access to x recognised?	2. To what extent do these conditions allow for each individual's effective personal, family and occupational development as far as x is concerned?	2. Is there provision for participation/involvement in x and/or for x?
	3. Verification of sensitive situations: what is the situation of those who have no access to x?	3. What is the situation of the social groups which, owing to their particular characteristics, have the most difficulties in accessing x?	3. How are those who have no access to x regarded?	3. Are there forms of compensation for personal development in x for those who have no access to it?	3. Is there provision for those who have no access to x to organise in order to obtain that access?
	4. Durability: what are the risks, threats and opportunities involved and what are the dangers of these being overlooked?	4. What risks of an increase in exclusion or discrimination does x pose?	4. What dangers of conflicts and mutual non-recognition does x entail and what are the risks of overlooking situations involving failure to respect human dignity in or through x?	4. What are the risks of a loss of autonomy and personal development in respect of x?	4. What are the threats to the forms of participation and what is the ability to deal with them?

x = material life resource (housing, health, food, income) or human-sourced life resource (employment, education, information, culture).

b. Analysis of the basic components of life

For each of the basic components of life the questions are worded in the most relevant way (confidence, social bonds, values, knowledge and feelings/sensitivities). Accordingly:

- What are the expectations and the level of satisfaction in terms of E, D, A and P in x?
- What is the perception/knowledge of existing situations?
- What are the values shared in access to x?
- What is the level of the citizens' confidence/lack of confidence in the institutions that provide x and between these institutions?
- What bonds of solidarity are in place and what bonds are lacking?

c. Analysis of the action

The aim is to gain knowledge of all the measures taken within a geographical entity (national, regional or local) in the domain under consideration. The first question comes down to asking “who is doing what?” in order to examine the action taken by the various players involved in this particular domain (public authorities, public services, NGOs, companies, trade unions, etc.).⁷³

Table 13 addresses the first question, “Who is doing what?”

Table 13: The question “Who is doing what?” in public action

Types of player	Originating action	Regulatory action	Remedial action	Facilitating action
Public authorities				
Local/regional authorities				
Companies				
NGOs				
Trade unions				
Families, etc.				

73. Closer analysis of the action taken in the geographical entity concerned should focus on: the level of co-ordination between the various players: to what extent are the various measures based on a joint action plan or are they the result of each player's personal approaches? An attempt can then be made to identify any shortcomings between the measures implemented; and the last question concerns the action priorities to be set in the light of the shortcomings identified and the best way of drawing up a strategy and an action plan.

5. Questions for the fourth level (analysis by vulnerable groups)

The same logic developed for the third level can be applied to vulnerable groups.

Table 14: General framework for drawing up questions in the domains relating to vulnerable groups

	General wording of questions	Wording in each of the four dimensions of citizens' well-being			
		Equity/non-discrimination (E)	Dignity/recognition (D)	Autonomy/personal development (A)	Participation/commitment (P)
Situations	1. State of play: are the conditions in place for ensuring equity, dignity/recognition, autonomy/personal development and participation/commitment for the x group concerned?	1. Are the conditions in place to ensure that persons belonging to x are actually able to exercise their rights?	1. Are the conditions in place to ensure the dignity of persons belonging to x and is their dignity actually assured?	1. To what extent do those belonging to group x have an opportunity for autonomy and personal, family and occupational development?	1. Are people belonging to x able to organise to defend their interests?
	2. Effectiveness/relevance: does the x group actually enjoy equity with regard to access, dignity, autonomy and personal development, participation and commitment?	2. Are the persons belonging to x subject to discrimination with regard to access to the rights and services common to the population as a whole? Are their rights effectively guaranteed?	2. Is the group's role/contribution in society emphasised and recognised?	2. To what extent are persons belonging to x integrated into society?	2. Is provision made for the participation/involvement of persons belonging to x?
	3. Verification of sensitive situations: is this also verified for those who are the most vulnerable?	3. What is the situation of those most exposed to the risk of discrimination?	3. What is the situation of those whose dignity is most at risk?	3. What is the situation of those who are the most cut off from any social contact?	3. Is provision made for the most disadvantaged to organise to defend their interests or to have these interests defended by others?
	4. Durability: what are the risks, threats and opportunities involved? What are the dangers of these being overlooked and what is the capacity for dealing with them?	4. What are the risks of exclusion, marginalisation and social imbalance faced by the persons belonging to x?	4. What are the risks of loss of dignity or of overlooking situations of distress?	4. What are the risks of a loss of autonomy and personal development for persons belonging to x?	4. What are the dangers/opportunities with respect to the ways in which the persons belonging to x can participate?

Vulnerable groups x (x = minorities, migrants, children, elderly people, people with disabilities, women).

To analyse the life components, the questions are worded in the following way:

- What are the expectations and the level of satisfaction of the members of the group?
- How does the rest of society perceive the group, what do they know about it and what is the group's perception of itself?
- What are the values shared by the group? How do they differ from or coincide with the values of society as a whole?
- What is the level of confidence within the group with regard to its own abilities?
- What bonds of solidarity exist or are lacking with respect to the group?

Concerning the analysis of the action, refer to Table 13 above.

6. Summary of the logical framework and its application in the monitoring of action plans

The *Methodological guide* has been designed first of all as a means of analysing the situation of social cohesion in order to draw up concerted strategies and action plans. None the less, the questions and indicators proposed can also be used to monitor and assess the types of action implemented: this is a further essential aspect of the processes of consultation and co-ordination between the relevant players in a given geographical area.

In order to use the portfolios of questions set out in this guide for monitoring and assessment, a few changes to the wording have to be made as indicated in Table 15.

There are two types of monitoring and assessment: (a) where this concerns an action plan or a specific action (second column in the table); and (b) where this concerns the contribution of one of the players (third column). As this table shows, these two types of monitoring and assessment have a vital role to play in establishing, testing and adapting a framework of shared responsibility between the various players.

Table 15: Changes in the wording of the questions in order to move from an analysis of social cohesion to the monitoring/assessment of the action taken and the players involved

Level of analysis of social cohesion		Analysis of social cohesion	Monitoring/assessment of the contribution of an action plan or measure to social cohesion	Monitoring/assessment of a player's contribution to social cohesion
Formulation of knowledge needs (questions)	Situations	1. What are the gains in the four dimensions of well-being and how reliable are they? 2. What is their relevance? 3. What is the situation of those who are excluded? 4. What are the dangers and what capacity is there to deal with them?	What is the impact of the action on citizen well-being, especially on: 1. What has been gained? 2. The relevance of these gains? 3. The situation of those who are excluded? 4. Addressing risks and threats appropriately?	What is the player's contribution? <i>a. In terms of well-being, in respect of:</i> 1. What has been gained? 2. The relevance of these gains? 3. The situation of those who are excluded? 4. Addressing risks and threats appropriately?
	Basic components of life	5. What expectations do citizens have? 6. What is their perception and degree of awareness? 7. What are the values? 8. What confidence do citizens have in one another and in the institutions? 9. What bonds of solidarity are there?	How does the action help to bring the players closer together, especially in terms of: 5. Shared satisfaction? 6. Shared perceptions? 7. Mutual confidence? 8. Shared values? 9. The creation of bonds of solidarity?	<i>b. In terms of bringing the players closer together, especially with regard to:</i> 5. Shared satisfaction? 6. Shared perceptions? 7. Mutual confidence? 8. Shared values? 9. The creation of bonds of solidarity?
	Action	10. What is being done to ensure citizen well-being? Conclusion: To what extent does the action address the issue?	10. How has social cohesion been taken into account with regard to the objectives of the action and the measures implemented? Conclusion: What is the relevance to social cohesion of the objectives, the methods and the implementation of the action?	10. Have the player's roles and responsibilities in terms of social cohesion been clarified (both internally and externally)? Conclusion: To what extent are the player's roles and responsibilities appropriate in terms of social cohesion?
Consultation framework		Consultation on roles and shared responsibilities		

CHAPTER 3 – DEVELOPMENT AND CHOICE OF INDICATORS



Once the questions have been drawn up, how is it possible to relate to each of them one or more indicators that respond to the quality criteria sought, namely indicators which:

- are representative with regard to the question to which they relate;
- provide a wealth of information and are unambiguous;
- are based on a normative, clear and accepted interpretation;
- are not excessively expensive.

This question arises more in terms of the development rather than the choice of the indicators. A raw indicator could prove to be inappropriate with respect to the criteria that have just been mentioned. An attempt will therefore be made in this section to establish a number of rules for drawing up indicators so that they more closely satisfy the desired criteria before proposing a method that will serve as a reference for this guide.

1. Benchmarks for drawing up indicators

The indicators are drawn up in different ways depending on their nature, especially whether they are qualitative or quantitative and objective or subjective. A distinction will therefore be drawn between three types of indicator:⁷⁴

- quantitative and objective indicators: these are defined as directly measurable values: either a head count (for example, the number of unemployed), or measurement of a non-discrete variable (for example, the surface area for a household);
- qualitative and objective indicators: these are not measurable but require objectively verifiable responses (such as the presence or absence of something, whether a law has been passed or not, its level of application, etc.);
- lastly, qualitative and subjective indicators refer to an assessment or an opinion (for example, when people are asked to state their level of satisfaction). This is particularly the case with basic components such as confidence, satisfaction, values, collective awareness, social ties, etc.

We shall therefore examine the best way of devising these three types of indicator from the following four aspects:

- definition of the indicator and its response scale;⁷⁵
- analysis and refinement of its significance;
- choice of sources and data;
- and, finally, statistical processing of the data selected.

74. There are other indicator typologies in common use, such as the distinction between input, output and outcome indicators. We prefer not to adopt this approach, which reflects a linear causal relationship, whereas the guide emphasises the interactivity of the various components of social cohesion. Nevertheless, it can tentatively be assumed that action indicators (relating to action by the various players) refer to input (legal, financial, human resources, in terms of dialogue, learning, etc.), while output and outcome indicators refer more to situations (which result from action preceding them).

75. A response scale is understood to mean the range of possible responses. This range may be discrete or in the form of an interval, which may be finite or infinite.

a. Definition of the indicators and response scales

The definition of an indicator can sometimes be inferred directly from its name. For example, when reference is made to the unemployment rate, it is easy to understand that this means the number of people without a job in relation to the active population (active + unemployed). However, the definition may be more precise: how has the reference population been defined? Has an evolution (negative or positive) of the labour force taken place?

As an indicator may give rise to certain ambiguities, a clear definition enables doubt to be eliminated and ambiguous interpretations avoided. For objective, quantitative indicators, a raw measure should be further elaborated to ensure that it is genuinely representative with respect to the question asked. To return to the example of unemployment, the number of jobless people does not in itself mean a great deal; it must be related to the labour force to obtain an unemployment rate. Moreover, if the issue at stake is discrimination against former prisoners in employment matters, the unemployment rate for that category is meaningful only if it is compared with unemployment among the general population. It is thus necessary in this case to establish a double ratio:

$$\frac{\frac{\text{Number of unemployed ex-prisoners}}{\text{Total number of ex-prisoners among the labour force}}}{\frac{\text{Total number of unemployed}}{\text{Total labour force}}}$$

For objective, qualitative indicators, the question arises more in terms of definition of the range of possible responses. This range depends on the most desirable level of detail of the response. For example, if the question is “Are fundamental rights with regard to freedom of expression guaranteed?”, an indicator may be the existence or absence of a law guaranteeing that freedom (response scale: 1 – yes; 2 – no), the quality of that law (here, the response scale presupposes the definition of several quality levels) or the extent to which the law is applied. It will accordingly be necessary to establish a scale of values that includes one or more of these aspects of the question. This type of scale will be called a “factual assessment scale” since it establishes levels based on objectively verifiable facts. For example, the law does or does not exist, the law does or does not provide for a monitoring system, an appeal system, etc.

The choice of the indicator and its response scale in the form of a factual assessment scale will thus depend on the context. If, for example, it is clear that a law exists everywhere, since fundamental rights are already enshrined in all constitutions, then an indicator relating to the existence of the law will not be relevant; rather one should opt for an indicator relating to the quality of the law or its application. This choice will also depend on the information that already exists.

The context itself will also depend on the level at which the exercise is carried out. At national level, for example, attention will more readily be paid to indicators relating to legislative aspects, while at local level the focus will be more on application.

For each objective, qualitative indicator, it will thus be necessary to determine the right scale of responses and to “target” it in the light of the context and the information sought.

Finally, for subjective, qualitative indicators, a standard response scale can be established, such as from 0 to 5 (0 = not at all; 1 = very little; 2 = little; 3 = moderately; 4 = quite a lot; 5 = a lot).

The data that can be obtained with a subjective indicator are from the outset less reliable than those obtained with an objective indicator for two reasons:

- opinions differ from one person to another, so that, in contrast to an objective indicator, the response depends on the person perceiving the situation;
- the interpretation of the question by the person concerned may also vary considerably depending on the context.

These two shortcomings can be overcome by:

- not asking too general a question (which leaves considerable room for subjectivity), but asking questions that are more objective and enable the issue to be better circumscribed;
- questioning a sufficiently representative sample of the population and taking averages.

These techniques have been well developed by the various institutions accustomed to working on subjective indicators such as Eurobarometer.

In conclusion, an indicator can always be expressed as a number, whether it be quantitative or qualitative, objective or subjective. This is important not only for reasons of simplicity but also because it allows for the possibility of making statistical or derived calculations that improve the relevance of the indicator and the reliability of the data (see below).

*b. Analysing and improving significance by cross-referencing
with other indicators, comparing data and/or using derived indicators*

Analysing the significance of an indicator is a crucial step in order to avoid ambiguity and improve its relevance. It is sometimes necessary to cross reference two indicators. For example, the significance of the degree of reluctance to pay taxes may be twofold: depending on the case, it is either an indicator of a lack of confidence in the public authorities or an indicator of poverty. This ambiguity can be partly or totally avoided by cross-referencing the indicator with, for example, an income indicator.

At the same time, an indicator gains in significance if a time-dimension is included. This leads to the creation of derived indicators, which can supplement the basic indicators:

- for example, on the basis of any type of indicator it is possible to create “comparison over time” indicators, such as the ratio between the value of the indicator at a given time and its value at a previous time. “Comparison over time” indicators are particularly useful for context and impact analyses and for understanding processes;
- an analysis of trends over time can be refined by attempting to identify not only the overall tendency of the situation being studied, but also the changes from one individual to another by devising longitudinal indicators. For instance, on the basis of a status indicator (for example, the number of people who are either unemployed or below the poverty line at a given moment), it is possible to create a longitudinal indicator corresponding to the duration of this status (average period of unemployment for an unemployed person, average period spent in poverty by poor families). Similarly, in the case of subjective indicators it is possible to analyse the proportion of people who keep the same opinion or those who change their minds. This type of statistical analysis is possible if the same sample is always used, as in the case of Eurobarometer, for example;
- ratios can also be established between different indicators. This is particularly useful for making assessments. Effectiveness indicators (ratios between results and objectives, where quantified), efficiency indicators (ratios between results and inputs) and relevance indicators (ratios between impact and objectives) can thus be developed;

- lastly, derived indicators may be devised from more than two basic indicators, particularly in the case of weighted averages (arithmetic or geometric averages, etc.).

c. Identifying sources and data

The availability of sources and data is crucial, since the development of an indicator can become very expensive to set up as it requires specific resources (surveys, studies). Moreover, the possibilities of drawing comparisons over time are limited. Nevertheless, in order to understand new phenomena or to take previous observations a stage further, specific means of response may often be necessary.

There are five main types of sources available:

- compilations of administrative data: often, the administrative data (registration of jobseekers, benefit recipients, families, etc.) are transmitted in compiled form to the statistical institutes. This source of data is without doubt among the most reliable since it is exhaustive and is not confined to analysis of a sample. Unfortunately, in many countries the transmission of administrative data to these institutes still only takes place on a small scale and runs up against various problems (legal, administrative, technical, etc.). Nevertheless, the trend is towards systematic forwarding of such data, especially as information technology comes into more widespread use. The availability of this information is also generally better managed at national than at regional or local level, although the experience of some countries shows that it is even possible to obtain information for very small entities (in France, for example, data are available for basic geographical units with only 2 000 inhabitants, making it possible to carry out local analyses on a village by village or neighbourhood by neighbourhood basis);
- regular statistical analyses: these are generally carried out by the national statistical institutes, which conduct regular surveys. This is also the case with Eurostat, which produces statistics at European level. Some of the data dealt with at this level are less readily available at regional or local level;
- ad hoc surveys: these are carried out specifically to obtain particular information at the level desired, whether it be local, regional, national or European;
- specific studies: these are aimed at collecting information that is not statistical but of a qualitative nature relating to a given situation. This applies in particular to objective, qualitative indicators based on a factual assessment scale;
- opinion polls: these are carried out by opinion research institutes on specific subjects depending on the needs of the moment. An example is subjective opinion indicators, such as those produced by Eurobarometer.

The availability of these data varies depending on the geographical level in question, as shown in the following table:

Table 16: Availability of data by source and geographical level

Types of indicator	Type of source	Data feasibility/availability			
		Local	Regional	National	European
Quantitative indicators → Objective	Compilation of administrative data	+	+++	+++	
	Regular statistical analyses	+		+++	Eurostat
	Surveys (ad hoc)	++	++	++	++
Qualitative indicators → Objective (factual assessment scale) → Subjective (personal assessment)	Specific research	+++	+++	+++	+++
	Opinion polls	+++	+++	+++	Euro-barometer

+ difficult to obtain; ++ feasible; +++ relevant.

d. Improvement in data reliability: statistical processing (averages, deviations and disaggregations)

The figure for an indicator is the result of statistical processing of a certain amount of data relating to it.

The foremost and most commonly used value is the average or mean. Probability calculations show that, in any relatively homogeneous set, the greater the amount of data available the more reliable the average obtained. Increasing the amount of data collected thus helps to make the indicator more reliable. As already pointed out above, this is particularly important in the case of subjective indicators. The reliability of a subjective indicator primarily depends on the number of people questioned.

A data dispersion indicator can be added to the average (variance, standard deviation, mean deviation from the average, etc.).

In addition, averages can be disaggregated if the set studied is divided into subsets. For example, the unemployment rate in a population can be disaggregated by gender (unemployment rate among men and women), age-group, ethnic origin, geographical areas (with several levels: NUTS (Nomenclature of Territorial Units for Statistics) 1, 2, 3, etc.) and so on.

2. Method selected for the development of indicators

On the basis of the various elements that have just been described, a method for devising indicators that involves the following stages will be chosen:

- identifying the situations to be measured in relation to the question asked;
- seeking the most representative indicator with regard to each of the situations to be measured;

- improving their representative nature by: (i) identifying how elaborate they should be and (ii) choosing between status, longitudinal or “comparison over time” indicators and defining the indicator in the light of these choices;
- adjusting the level of detail of the responses in the light of the current European context in order to improve their usefulness and comparability by sometimes offering several response levels;
- refining the response scales to enhance the normative clarity of the indicators and make the results more objective, especially with respect to subjective indicators, and converting these responses into numbers for statistical processing;
- verifying the availability of the data and the costs of the sources.

With regard to the response scales for the objective, qualitative indicators, some factual assessment scales can be established in a cross-cutting fashion for several indicators. For all the indicators concerning laws and regulations, in particular, we propose the following response scale:

0. no law exists in this domain;
1. a law exists but there is no information system or system for supervising its application;
2. a law exists and an effective information system is in place but there is no system for monitoring its application;
3. a system for monitoring its application and for imposing penalties has been set up and is operational;
4. appeal bodies have been set up and are operational;
5. a system of co-regulation has been set up and is operational.

3. Description of the indicators

The CD-Rom accompanying this guide provides a large range of indicators drawn up in accordance with the method described above. Each indicator appears in a generic form so that the user may:

- adapt it to the specific use to which it is to be put, such as contextual analysis or the monitoring of an action plan;
- choose the statistical treatment desired, such as the calculation of a simple average or the introduction of a dispersion indicator or indicator disaggregation levels. The guide merely suggests a few ways in which the proposed indicator may be disaggregated.

Each indicator is thus described in the CD-Rom on the basis of the following information:

- name;
- type of indicator;
- definition;
- range of replies;
- significance;
- methods used to establish the indicator and sources;
- geographical level of availability.

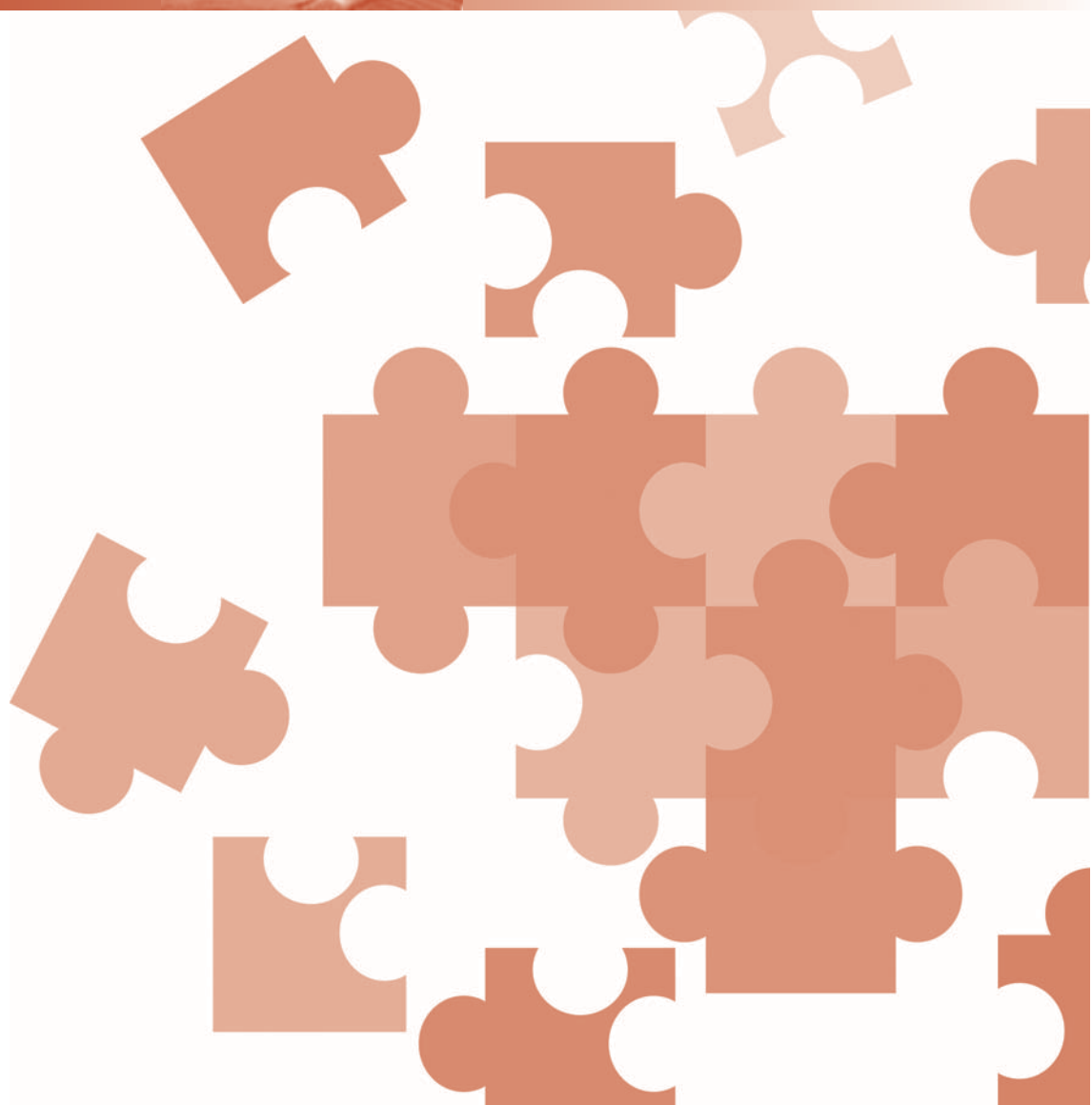
Part IV

Measuring social cohesion

Tables and databases



Social cohesion



INTRODUCTION

The preceding part set out a number of methodological principles to devise ways of understanding social cohesion (questions and answers). In Part IV, the questions and answers are set out in the form of data sheets, classified in four chapters, corresponding to the four levels of analysis for social cohesion.

- Chapter 1: Level one: assessing general trends. This chapter comprises a single data sheet setting out the twenty key indicators chosen;
- Chapter 2: Level two: assessing social cohesion by analysing the four types of public action. This chapter comprises one data sheet for each of the four dimensions of well-being each including the four types of public action retained: originating, regulatory, remedial and facilitating;
- Chapter 3: Level three: detailed assessment of social cohesion by analysing the eight areas of life. This chapter comprises one data sheet for each of the eight areas of life, each including the four dimensions of well-being, the basic components of life and action;
- Chapter 4: Level four: refining the assessments by analysing six vulnerable groups. This chapter comprises one data sheet for each of the six vulnerable groups, adopting the same structure as level three.

In addition to the data sheets given in these four chapters, the CD-Rom also contains the following items:

- the database for the proposed indicators;
- the database of Council of Europe resolutions and recommendations, showing how this Organisation has been addressing the issue in terms of topics dealt with and questions raised.

These databases (which do not appear in the paper version) are electronically linked to the data sheets available here as follows:

- if you click on any of the sheets, a list will appear containing the Council of Europe resolutions and recommendations relating to the topic in question. The full text can be obtained by clicking on the title;
- each question is linked to extracts from resolutions or recommendations, showing the importance and significance of the question;
- lastly, if you click on any indicator, a pop-up will show the description of the indicator taken from the databases (see below).

1. Structure of the tables and choice of indicators

The tables in each data sheet comprise two columns: the left-hand column contains the questions and the right-hand column the corresponding indicators.

The questions have been formulated in line with the generic questions set out in the preceding part of this guide and adapted to each area of life or vulnerable group concerned. The number of questions was therefore clearly determined from the outset.

For each question a number of indicators were chosen, in order to make it possible to have the most significant answers in relation to the various aspects covered by the question. For example, the question “Are the conditions in place to ensure that people with disabilities can exercise their rights in practice?” is given a series of indicators regarding conditions of access for people with disabilities to health care

services, social welfare, housing, education, transport, information, vocational training and employment, home-help services and justice (see the sheet on “people with disabilities”, the table of questions and indicators concerning equal enjoyment of rights/non-discrimination of people with disabilities in relation to services).

2. Structure of the indicators database

The indicators database available on the computerised version of the guide provides the following information for each indicator:

- its title as it appears on the data sheets;
- its definition, giving more information than just its title. For example, the indicator entitled “presence of medical service in schools” is defined as the percentage of schools which have a permanent infirmary or which are regularly visited by doctors, nurses or dentists (see the sheet on “Children”);
- its type, distinguishing between objective quantitative indicators (type 1), objective qualitative indicators (type 2) and subjective qualitative indicators (type 3);
- its significance: the significance of the indicator is essential for understanding its relevance and value. For example, “proportion of people having a Body Mass Index higher than 25” gives the percentage of people who are overweight and who therefore run certain health risks (see the sheet on “Nutrition”);
- the range of possible replies: it is easy for the quantitative indicators (generally this is an interval) and for subjective qualitative indicators (generally an assessment scale). However, the range of replies needs to be clearly specified for objective qualitative indicators;
- method of collecting data and sources: as indicated in Part III, a distinction is made between the five types of source: compilation of administrative data, regular statistical analyses, ad hoc surveys; specific studies and opinion polls. The database specifies these sources for each indicator;
- availability of sources and data at the different levels (local, regional, national, European): it will vary depending on the level in question and will be specified in the database;
- recommended level of disaggregation for the indicator. For example for the child schooling rate, it is recommended that it be broken down (a) by sex to show the differences between boys and girls, (b) by rural or urban environment, and (c) by the father’s socio-occupational status.

Representation of the structure of the indicators database:

- title;
- type of indicator;
- definition;
- range of replies;
- significance;
- methodology and source;
- type of source;
- national availability;
- local and regional availability;

3. Guidelines for using the data sheets

The questions and indicators put forward in this guide are by no means, nor could they be, “mandatory” indicators which member states, regions or local authorities in Europe must apply at their respective level. This would run completely counter to the spirit of the method adopted.

Quite the opposite, the choice of questions and indicators made by the relevant players is the first step in a process of consultation and dialogue in order to build up a common view of the situation and to devise an action plan. This is why the sheets of questions and indicators are simply a means of assisting the players in accordance with their own needs for specific knowledge, the availability of data, resources for carrying out specific surveys, etc.

4. Examples of practical application as a reference

A number of countries, regions and local authorities have already used this guide in conjunction with the Council of Europe. These exercises have been of particular value for a number of reasons:

- they have helped test the validity of the suggested approach and in particular the validity of the four dimensions of well-being as a general benchmark for the various analyses proposed;
- they have made it possible to refine the concepts, questions and indicators for the fields where these tests have been carried out;
- they provide examples of how this guide can be put into practice.

These examples and the lessons learned from them are analysed in greater depth in Part V. They are particularly useful as they offer users references on which they can draw.

5. The ultimate aim: collective learning and accumulation of knowledge

The gradual extended use of the *Methodological guide* to other countries, regions and local authorities, including the different levels of application, areas of life and groups at risk, will help refine the proposed approach still further.

For the Council of Europe, it is primarily a question of examples of the choice of indicators. States and other interested players might also collect the data corresponding to these indicators.

CHAPTER 1 – FIRST LEVEL: ASSESSMENT OF THE GENERAL TRENDS OF SOCIAL COHESION



Selection of twenty key indicators for each component of social cohesion

			Processes to be measured	Main indicator		Other possible indicators	
				Western Europe	Eastern and central Europe		
Equity in the enjoyment of rights	1. Situations	1	• Equity in income	• Inequality of income distribution			
		2	• Equity of access to employment	• Long-term unemployment rate			
		3	• Equity in health	• Life expectancy at birth		• Average non-reimbursed proportion of the cost of consulting a general practitioner • Proportion of persons not covered by social security	
		4	• Equity in housing	• Proportion of homeless in the population	• Population without access to quality housing		
Dignity/ recognition		5	• Gender: equal opportunities	• Assumption of senior responsibilities for women		• Involuntary part-time work	
		6	• Cultural and ethnic origin: equal opportunities	• Ethnic or religious ghettos			
		7	• Age: dignity of elderly people	• Elderly people who receive a minimum old age allowance		• Elderly people without a contributory pension • Gap between the minimum amount of social assistance and the poverty threshold	
Autonomy/ occupational, family and personal development		8	• Income sufficiency	• Proportion of overindebted households	• Proportion of households below the poverty threshold in spite of both parents working	• Percentage of the population who receive the minimum guaranteed income	
		9	• Educational sufficiency	• Dropout rate at the minimum school-leaving age without qualifications		• Children who work before the statutory school-leaving age	
		10	• Social mobility	• Ability of children from disadvantaged social backgrounds to succeed at school			
Participation/ commitment			11	• Participation in elections	• Participation in elections by 18-34 year-olds		

		Processes to be measured	Main indicator		Other possible indicators
			Western Europe	Eastern and central Europe	
2. Action (shared responsibility)	12	• Commitment of local authorities	• Proportion of the budget reserved for social issues		
	13	• Commitment of the corporate sector	• Workers with disabilities in the public and private sector		• Workers with disabilities in the public and private sector • Fixed-term/permanent employment
	14	• Citizen commitment	• Proportion of jobs in the voluntary sector		
	15	• Family commitment	• Elderly people living with their families		
3. Basic components of life	16	• Confidence	• Confidence in public institutions		• Proportion of abandoned children • Corruption index
	17	• Loss of social bonds	• Suicide rate		
	18	• Shared knowledge	• Awareness of human rights and of the right to justice		
	19	• Perception/satisfaction	• Subjective perception of health		
	20	• Tolerance and respect	• Murder rate		• Proportion of convicted persons or of prisoners per 1 000 inhabitants • Feeling of security

CHAPTER 2 – SECOND LEVEL: ASSESSMENT OF SOCIAL COHESION AS A WHOLE



1. Ability of society to ensure equity in the enjoyment of rights and in access to fundamental rights

1.1. Existence of action

	Originating action: laws, statutory rules and explicit norms to guarantee fundamental rights	Regulatory action: means to ensure equity in access to fundamental rights	Remedial action: measures to eradicate discrimination at all levels	Facilitating action: measures and practices for shared responsibility in equity and in access to fundamental rights
Civic rights and human rights	Public authorities • Accession to, and implementation of, the Universal Declaration of Human Rights Citizens • NGOs active in the field of fundamental rights	Public authorities • Per capita budget of the Ministry of Justice	Public authorities • Proportion of justice budget allocated to legal aid	• Campaigns to raise awareness of the need to defend civic rights and human rights in general
Social and economic rights	Public authorities • Level of accession to and implementation of the revised European Social Charter • Social security law and degree of conformity with the European Code of Social Security Corporate sector • Companies that have an ethical charter relating to social rights	Public authorities • Per capita budget of the Ministry of Social Affairs	Public authorities • Guaranteed minimum income in relation to the average wage • Budget for the reintegration of the long-term unemployed • Constitutional and legislative provisions concerning the universal right to health • Number of social housing units in the rented sector in relation to the number of private households	• Incentives for setting up local social services • Campaigns to raise awareness of the need to defend social rights • Measures to encourage citizens to assume greater responsibility regarding the costs of health care • Existence of common systems for identifying situations of social exclusion
Environmental rights	Public authorities • Accession to, and implementation of, the Rio Convention and the Kyoto Protocol • Recognition of the polluter pays principle • Legal recognition of the precautionary principle Corporate sector • Companies with an environmental charter	Public authorities • Per capita public expenditure on the environment Corporate sector • Proportion of annual investments made by industrial companies to improve the environmental impact of their operations	Public authorities • Mechanisms for taking care of people in the event of a natural disaster	• Campaigns to raise awareness of environmental responsibility • Extent of refuse sorting

1.2. Validity of action

	Effectiveness	Verification of critical situations	Durability
Civic rights and Human rights	Access to justice • Number of complaints against the state made through applications to the European Court of Human Rights • Average duration of legal proceedings Shared responsibility • Involvement in organisations for the defence of civic rights and human rights	Civic rights • Illegal immigrants • Deportations Access to justice • Migrants' access to justice • Rate of court appearances among immigrants and minorities • Proportion of recipients of legal aid	• Electorate who vote for parties with a discriminatory platform
Social and economic rights	• Number of complaints against the state for failure to implement the European Social Charter Equity in income • Inequality of income distribution Equity in employment • Unemployment rate Equity in health • Sickness insurance scheme's cover of the costs of medicines • Sickness insurance scheme's cover of the costs of consulting general practitioners • Life expectancy at birth Equity in housing • Unsuccessful applications for social housing • Population without access to quality decent housing Shared responsibility for equity • Employment with associations providing personal assistance	Access to income • Proportion of recipients of the guaranteed minimum income • Poverty rate after social benefits • Poverty rate before social benefits • Persistence of poverty • Working poor Access to employment • Long-term unemployment rate • Unemployed people who have undergone training and found a job • Comparative youth unemployment rate • Comparative unemployment rate of single women with children • Comparative unemployment rate of migrants • Comparative unemployment rate of persons without any training or skills • Comparative unemployment rate of persons over 50 • Comparative unemployment rate of people with disabilities • People unemployed for more than 36 months who have been accepted by an occupational reintegration facility • Companies adapted to the needs of people with disabilities Access to health • Persons not covered by social security Access to housing • Proportion of homeless in the population • Proportion of poor households with access to social housing Access to a minimum service • Minimum service for vulnerable populations • Proportion of household budget devoted to housing	• Dependency ratio • Regional cohesion • Financial balance of health care establishments • Extent of the underground economy in terms of employment

	Effectiveness	Verification of critical situations	Durability
Environmental rights	Equity in a healthy environment • Population living in polluted areas • Emissions of greenhouse gases • Pollution alerts in towns Shared responsibility • Households that sort their refuse • Consumption of organic products • Companies with ISO 14000 or 14001 certification	Access to a healthy environment • Population suffering from a pollution-related disease • Unhealthy dwellings • Victims of environmental disasters who have received compensations	• Consumption of renewable energies

2. Ability of society to ensure dignity and recognition of diversity

2.1. Existence of action

	Originating action: laws, statutory rules, and explicit norms to guarantee identity rights and diversity at all levels	Regulatory action: means to guarantee recognition and rights to difference	Remedial action: measures to fight against all forms of non-respect of the right to difference	Facilitating action: incentives and practices for shared responsibility in the recognition of the right to differences
Gender, age and ability diversity	Public authorities • Ratification of the equal opportunities convention • Ratification of the ILO conventions on the Worst Forms of Child Labour and the Minimum Age for Admission to Employment Corporate sector • Companies with rules to ensure equal opportunities Citizens • NGOs specifically working in the area of equal opportunities	Public authorities • Expenditure on equal opportunities • Ratio between the guaranteed minimum old age allowance and the poverty threshold	Public authorities • Quotas for women in the composition of the government/parliament • Quotas in respect of people with disabilities in the public sector • Support measures for companies in order to promote access to employment for people with disabilities	• Consultation and dialogue on the problems of people with disabilities • Medical and social system's ability to identify and classify situations of physical and emotional maltreatment
Cultural, ethnic and/or religious diversity	Public authorities • Freedom of worship • Ratification of the International Convention on the Elimination of All Forms of Racial Discrimination • Ratification of the Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities • Ratification of the Geneva conventions aimed at "more humanity in wartime" • Existence of legislation for the protection of minority languages • Statutory provisions on the right to family reunification	Public authorities • Public funding of religious worship • Total budget for improving the situation of minorities • Teacher training on issues relating to minorities Corporate sector/media • Consideration of ethnic and religious diversity in the media	Public authorities • Refugee reception centres	• Official body for representing minorities at government level • Official reports to international organisations on the situation of minorities

2.2. Validity of action

	Effectiveness	Verification of critical situations	Durability
Gender, age and ability diversity	Acceptance and recognition of differences • Annual number of complaints about discrimination • Decision-making posts held by women • Pay differential between men and women • Proportion of seats held by women in national parliaments • Workers with disabilities in the public and private sector	Dignity of the most marginalised • Unreported cases of domestic violence against women • Physical or emotional maltreatment of children in families • Maltreatment of people with disabilities • Maltreatment of elderly people • Proportion of working children of statutory school age	• Human trafficking networks
Cultural, ethnic and/or religious diversity	Acceptance and recognition of differences • Acknowledgment of ethnic minority cultures in school curricula • Acknowledgment of the specific characteristics of travellers with regard to access to their rights and benefits • Acknowledgment of the specific cultural characteristics of minorities in the health services • Comparative graduate employment rate • Violent intercommunity conflicts • Relative proportion of members of minorities in the managerial population • Pay differential between the national and foreign-born population	Dignity of the most marginalised • Incidents on the grounds of belonging to a minority • Comparative proportion of minority populations held in prison Situation of refugees • Access of refugees to employment • Proportion of refugees who return	• Frequency of murders on the grounds of cultural, ethnic or religious differences • Image of minorities and immigrants conveyed in the media and popular culture • Integration and assimilation • Existence of ethnic or religious ghettos • Illegal immigration • Populations in a conflict situation in areas not covered by NGOs

3. Ability of society to ensure autonomy and personal development

3.1. Existence of action

	Originating action: laws, statutory rules and explicit norms to ensure everyone's autonomy and occupational, family and personal development	Regulatory action: means to guarantee autonomy and occupational, family and personal development	Remedial action: means to overcome obstacles to autonomy and occupational, family and personal development	Facilitating action: incentives and practices for shared responsibility in ensuring every one's autonomy and occupational, family and personal development
Autonomy and fundamental freedom	Public authorities • Freedom of movement • Statutory framework for the protection of private data • Legislation on the conditions for opening bank accounts • Ease of setting up a company • Ease of setting up an association • Statutory framework for voluntary work • Statutory framework regulating working hours Corporate sector • Possibility of working part-time by choice	Public authorities • Tax concessions to improve accessibility for people with disabilities • Provisions enabling people with disabilities to live independently at home • Support for setting up companies • Support for NGOs	Public authorities • Public funding for the defence of minority groups and immigrants • Reception and assistance centres for migrants • Support for setting up companies in disadvantaged neighbourhoods • Action to encourage migrants to set up companies	• Contracts between NGOs and public authorities
Personal development	Public authorities • Minimum duration of compulsory schooling • Legislation on food safety • Statutory provisions on advertising Citizens • Number of consumer protection associations	Public authorities • Public expenditure on education as a percentage of GDP • State budget for cultural development • State budget for cultural education • Quality of food standards supervisory system (1) • Quality of food standards supervisory system (2) • Public aid for the introduction of ICTs • Density of cultural and sports facilities Media • Television programming with a cultural content	Public authorities • Ordinary educational establishments that take in pupils with disabilities • Educational institutions specifically designed for pupils with disabilities • Consideration of the identities of minorities and migrants in education Citizens • Organisations for supporting the reintegration of the homeless • Organisations working for the reintegration of prisoners and ex-prisoners • Organisations for second-chance education	• Method of curriculum revision • Relationship between school and social life • System of informing the public on health issues • Schools for consumers • Consumer information • Co-regulation of advertising

	Originating action: laws, statutory rules and explicit norms to ensure everyone's autonomy and occupational, family and personal development	Regulatory action: means to guarantee autonomy and occupational, family and personal development	Remedial action: means to overcome obstacles to autonomy and occupational, family and personal development	Facilitating action: incentives and practices for shared responsibility in ensuring every one's autonomy and occupa- tional, family and personal development
Family development	Public authorities • Availability of leave • Maternity benefits • Number of places in care facilities • Statutory recognition of the family unit outside marriage • Laws concerning family violence	Public authorities • Public budget for family allowances • Support for day-care centres, clinics and crèches Corporate sector • Day nurseries for employees	Public authorities • Facilities for abandoned children Citizens • Care of elderly people living alone • Counselling and support services for women subjected to marital violence	• Family planning • Voluntary-sector crèches
Training and occupational development	Public authorities • Constitutional provisions on the right to education • Statutory provisions on the right to education • Possibility of acquiring an upper secondary education qualification by means of modules • Possibility for people without an upper secondary education qualification to access higher education • International recognition of degrees and diplomas	Public authorities • Public expenditure on a vocational training policy • Programme for the recognition of professional qualifications Corporate sector • Companies' vocational training budget • System of traineeships for students	Public authorities • Budget for vocational training in prisons • Public expenditure on an active employment policy • Programmes for the occupational reintegration of unemployed people over 50 years of age • Return-to-work programmes for mothers Citizens • NGOs working in the field of occupational integration	• Social dialogue for the purpose of formulating vocational training needs • Measures to make it easier for companies to take apprentices

(1) and (2) relate to two different definitions of the same phenomenon to be evaluated.

3.2. Validity of action

	Effectiveness	Verification of critical situations	Durability
Autonomy and fundamental freedom	Freedom of movement • Net migration • Interregional mobility Freedom of initiative and of action • Persons who have been involved in setting up a company or corporation Freedom of choice in organising one's time • Voluntary part-time work • Number of successful applications to move to part-time working • Voluntary work	Freedom of movement • Freedom of movement for non-EU nationals Freedom of initiative and of action • Overindebted households • Access to banking services Freedom of choice in organising one's time • Working poor	Freedom of movement • Relaxation of legislation on private data • Changes in the security budget in relation to the social protection budget Freedom of initiative and of action • Workload • Proportion of illegal workers • Work permits for foreign nationals
Personal development	Education • Gross school enrolment ratio Physical health and abilities • Consideration of health in lifestyle choices • Persons who engage in sporting activities Culture and leisure • People involved in group cultural practices • Households with access to a high-speed Internet connection at home • Television programming with a cultural content	Education • Illiteracy • "Second chance" education for pupils who have dropped out of the education system Physical health and abilities • Sports activities in prisons • Sports activities in rehabilitation institutions Culture and leisure • Cultural activities in prisons • Cultural activities in rehabilitation institutions	Education • Private schools Culture and leisure • Cultural diversity at local/regional/national level
Family development	• Fertility rate • Single-parent households • Beneficiaries of time credits/parental leave • Children living in poor families	• Proportion of orphaned or abandoned children who have been adopted • Children placed in an institution who attend primary or secondary education • Elderly people provided with home care • Women who are victims of domestic violence taken in by specific organisations	• Effects of the fear of losing one's job on the choice of whether to have children • Perception of the balance between material well-being and the number of children per family
Training and occupational development	Lifelong learning • Continuing education and training Career development • Unemployed people who have undergone training and found a job • Relationship between employment and qualifications • Voluntary occupational mobility • Employee participation in company decision making	Lifelong learning • Participation of immigrants in continuing education or training Career development • Lifelong career development • Access to return-to-work training for women who have had children • Retired people who carry on an economic activity as part of a second career	• Labour as a proportion of value added • Work stoppages due to stress • Fixed-term/permanent employment • Job rotation • "Workfare" Opportunities • Workers' shareholding

4. Ability of society to ensure participation and involvement

4.1. Existence of action

	Originating action: laws, statutory rules and explicit norms to ensure everyone's participation and commitment	Regulatory action: means to guarantee participation and commitment	Remedial action: means to fight against all forms of concentra- tion or abuses of power	Facilitating action: areas and practices for collective learning
Representative democracy	Public authorities • Free and regular elections • Freedom to set up political parties • Funding of political parties • Freedom of expression • Separation of the judiciary, legislature and executive • Secular nature of the state • Statutory framework for referendums • Legislation on media concentration Citizens • Number of official political parties	Public authorities • Grants for political parties • Total regional budget in relation to the total central government budget • Systems for equalising resources between territories • Variations in the per capita budget between regions Corporate sector • Sponsorship of political parties Media • Circulation of daily newspapers • Media concentration	Public authorities • Measures against corruption Citizens • NGOs enlisted in the fight against corruption • Information monitoring bodies	• Official election mobilisation campaigns • Consultation and dialogue with regions calling for more autonomy
Social democracy	Public authorities • Freedom to organise • Right to strike and other forms of industrial action • Anti-trust legislation Citizens • Number of groups of affiliated trade unions • Importance of the non-profit sector	Public authorities • Budget for supporting the non-profit sector Corporate sector • Funds allocated to trade unions • Companies with an elected works council Media • Information on social democracy	Public authorities • Existence of specialised courts for industrial disputes • Industrial arbitration Corporate sector • Guarantees given in the event of redundancies	• Institutional framework for tripartite social dialogue • Consultation and dialogue within companies • Contracts signed by the authorities with the non-profit sector

	Originating action: laws, statutory rules and explicit norms to ensure everyone's participation and commitment	Regulatory action: means to guarantee participation and commitment	Remedial action: means to fight against all forms of concentra- tion or abuses of power	Facilitating action: areas and practices for collective learning
Participatory democracy	Public authorities • Freedom of association • Legal provisions on voluntary work • Criteria for access to public procurement contracts • Right to demonstrate in public Corporate sector • Companies with a social and environmental responsibility charter Citizens • Organisations belonging to the solidarity-based economy • Regional networks	Public authorities • Public funding of NGOs and citizen organisations • Tax benefits for donations to NGOs • Public social and environmental quality labels Corporate sector • Companies that use a corporate social responsibility rating system • Use of social and environmental quality labels Media • Information on participatory democracy Citizens • Paid jobs in organisations involved in the solidarity-based economy	Public authorities • Mechanisms for redressing police abuses and mistakes Media • Consideration of ethnic and religious differences in the media	• Hours devoted to citizenship education in schools • Campaigns to raise awareness of participatory democracy • Participatory budget • Consultation and dialogue between public entities and NGOs • Territorial partnerships for local/regional development • Democracy training for public officers

4.2. Validity of Action

	Effectiveness	Verification of critical situations	Durability
Representative democracy	Participation in representative democracy • Election turnout rate • Membership of political parties Functioning of representative democracy • Honouring of political commitments • Frequency of censorship of cultural works • Voter information • Frequency of referenda • Change of government • Absence of armed separatist conflicts • Corruption index	Participation in representative democracy • Foreign nationals' right to vote • Family voting Functioning of representative democracy • Amnesty for past armed conflicts	• Nature of the current system of government • Participation in elections by 18-25 year-olds • Private donations to the funding of political parties • Elected politicians against whom legal proceedings have been taken
Social democracy	Participation in social democracy • Membership of trade unions • Membership of employers' organisations Functioning of social democracy • Frequency of strikes • Duration of strikes • Companies without a collective agreement • Involvement in works councils • Level of concentration among co-operatives	Participation in social democracy • Trade union membership of workers in insecure jobs Functioning of social democracy • People who have been made redundant for economic reasons and who receive support	• Measures to make redundancy legislation less rigid • Convictions for insider trading • Social dumping
Participatory democracy	Participation in participatory democracy • Voluntary sector • Membership of associations • Support for NGOs • Ethical and solidarity-based savings • Practice of responsible or committed consumption Functioning of participatory democracy • Companies' social responsibility	Participation in participatory democracy • Migrants' and minorities' membership of associations or NGOs Functioning of participatory democracy • Mix of nationals and non-nationals in the membership of associations	• Restriction of the right to demonstrate • Perception of the extent to which public opinion is taken into account • Perception of the credibility of NGOs and other forms of citizen participation



CHAPTER 3 – THIRD LEVEL: ASSESSMENT OF SOCIAL COHESION BY AREA OF LIFE

1. Employment

1.1. Situations

a. Equity in the enjoyment of rights/non-discrimination

Questions	Indicators
1. Are the conditions in place for equity in access to employment?	• Labour force participation rate • In-service vocational training Unemployment • Long-term unemployment rate • Unemployment rate • Households whose members are without work • Recurrent unemployment Job insecurity • Use of outsourcing • Fixed-term/permanent employment • Temporary workers • Jobs provided via temporary employment agencies • Persons contributing alone to the social security scheme • Workers laid off • Involuntary part-time work • Workers without social security cover • Size of the informal sector • Temporary staff in the public sector • Job rotation Self-employment • Self-employed workers as a proportion of the employed population • Increase in the number of self-employed persons
2. Are decent working conditions ensured?	• Incidence of serious accidents at work • Occupational diseases • Ratio between the guaranteed minimum wage and the poverty threshold • Employees’ interest in their job • Variety in tasks to be carried out • Workload • Disillusionment and the problem of over-qualification • Social dumping
3. What is the situation of the groups with most difficulty finding or maintaining work?	• Comparative youth unemployment rate • Comparative unemployment rate of single women with children • Comparative unemployment rate of migrants • Comparative unemployment rate of persons without any training or skills • Comparative unemployment rate of persons over 50 • Comparative unemployment rate of people with disabilities Disruptions in living conditions/comparison of job insecurity <i>Break down question 1 indicators for each of the target populations previously listed</i> • Job insecurity affecting unskilled workers • Assistance for parental leave and childcare services • Parental impact of employment

Questions	Indicators
4. What are the risks of a fall in employment or of an imbalance between job supply and demand?	Jobs disappearance through • Redundancies due to mergers • Redundancies caused by business relocation • Redundancies caused by changes in the manufacturing process • Redundancies caused by outsourcing • Redundancies caused by privatisation • GDP growth rate • Relationship between GDP and employment trends • Changes in the proportion of self-employed persons • Relationship between the share price and redundancies • Shortage of manpower

b. Dignity/recognition

Questions	Indicators
1. How is individual dignity protected at work?	• Psychological and sexual harassment • Sick-leave due to stress • Legal actions
2. Are individuals' personal contributions to work and skills recognised	• Persons given compulsory early retirement • Proportion of atypical jobs • Remuneration due but not paid • Working poor • Wage growth and dividend increases • Low-paid work • Hiring of young people after they have completed in-company training • Mobbing
3. Is unemployed status recognised?	• Level of unemployment benefit • Duration of unemployment benefit • Number of training sessions for unemployed people provided by the employment services • Actual level of social security cover for jobseekers • Relationship between the poverty threshold and unemployment benefit
4. What is the danger of a loss of dignity in the workplace being overlooked?	• Monitoring of compliance with statutory provisions • Unreported cases of harassment or mobbing

c. Personal development/autonomy

Questions	Indicators
1. Are the conditions in place to ensure that labour is a factor of autonomy and personal, occupational and family development for everyone?	Conditions for training in work • Freedom of initiative at the workplace • Participation in decision making at the workplace • Time devoted to team meetings • Work assessment criteria • Internal staff mobility • Workers' geographical mobility Reconciling private and working life • Working hours • Obligation to be available outside working hours • Voluntary part-time work • Paid parental leave • Journey time to get to work
2. Are autonomy and personal, occupational and family development ensured in practice for working people?	Access to vocational training • Annual time spent undergoing training • Continuing education and training • Initial and continuing education and training • Young people's choice between work and training or higher education • Training of people over 50 • Access to return-to-work training for women who have had children Career development • Lifelong career development • Lifelong salary increases • Assumption of senior responsibilities by women with several children Financial autonomy • Wage dependency rate • Two-person households • Adaptation of the social security system to the growing flexibility of the labour market
3. Is occupational training guaranteed for unemployed people or prisoners?	• Unemployed people eligible for training courses • Unemployed people who have undergone training and found a job • Unemployed people over 50 undergoing training • Vocational training in prisons • Methods of ensuring prisoners' vocational reintegration into society
4. What are the risks of a loss of autonomy and threats to personal development at work?	• Workfare • Forms of forced labour • Existence of compulsory work to repay debts

d. Participation/commitment

Questions	Indicators
1. What opportunity do workers have to defend their interests in their workplace?	• Trade union membership • Existence of specialised courts for industrial disputes • Frequency of strikes • Duration of strikes • Participation in strikes • Work stoppages
2. What are the forms of participation/commitment at work?	• Voluntary work • Paid work for NGOs and civil organisations • Participation in the works council
3. What are the forms of participation for the unemployed?	• Existence of associations of unemployed people
4. What are the dangers to work participation and organisation and what opportunities are there for improvement?	• Prevalence of short-term contracts

1.2. Basic components of life

Questions	Indicators
1. What are the expectations and level of satisfaction with work?	• Job satisfaction • People discouraged in the search for a job • Satisfaction as regards training opportunities • Fear of losing one's job
2. What are the perceptions of work?	• Perception of career opportunities • Perception of the ability to become occupationally integrated • Perception of the degree of physical security at the workplace • Perception of equal opportunities • Perception of the level of job security • Perception of adaptability • Views on job sharing • Perception of the emphasis placed on experience
3. What are the values held in relation to work?	• Spirit of enterprise • Identification with one's work • Identification with one's company
4. What is the level of confidence between employees and employers?	• Employees' confidence in the management
5. What forms of solidarity exist and what are lacking?	• Team spirit • Spirit of competition • Individualism

1.3. Action

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Job protection legislation • Right to organise • Legislation on the guaranteed minimum wage • Framework agreement on seasonal work • Legislation concerning on-the-job training • Legislation on voluntary work • Legislation on harassment at the workplace	• Regulation of social security contributions • Regulation of the guaranteed minimum income • Tax incentives for job creation • Grants given to companies for the creation of jobs • Negotiation of collective agreements in the public sector • Public sector pay increases • Arrangements for raising the guaranteed minimum wage	• Programmes for the occupational integration of target populations • Support for the non-profit sector with regard to job creation	• Public expenditure on an active employment policy • Public expenditure on a vocational training policy • Existence of initiatives to promote the employment of young people • Public information campaigns on employment policies • Participation of social partners and civil society in the development of the labour market
Local authorities		• Decentralisation of institutional responsibilities for supporting job creation		
Firms/ market/ trade unions		• Collective bargaining between companies and trade unions • Arrangements for pay rises in the private sector • Career organisation policy • Flexibility in the arrangement of working hours	• Employment for people with disabilities • Existence of stress management programmes	• Contribution of companies to the financing of training • Increase in the use of continuing training services by SMEs • Provision of coaching • Payment of workers' wages in the event of strikes • Active participation in the activities of works councils
NGOs		• Expansion of voluntary work		

2. Income/purchasing power

2.1. Situations

a. Equity in the enjoyment of rights/non-discrimination

Questions	Indicators
1. Are the conditions in place to ensure a decent income for everyone?	• Income distribution • Major budget headings • Geographical distribution of income • Poverty rate after social benefits • Poverty rate before social benefits Work income • Ratio between the minimum wage and the average rent • Ratio between the minimum wage and the consumer price index • Income tax Self-employed work income • Household income from self-employment • Households whose main income comes from self-employment Capital income • Population with capital income Public benefits income • Public allowances in household income
2. What are the forms of discrimination in access to income?	• Inequality of income distribution (1) • Inequality of income distribution (2) • Men-women wage gap • Gap between the wages of national and immigrant workers • Relationship between pay and level of education • Ratio between the pay of insecure jobs and long-term employment in equivalent positions • Minimum age for obtaining the minimum guaranteed income
3. What is the situation of the most vulnerable population groups in terms of access to a decent income?	• Persistence of poverty • Poor workers • Intensity of poverty • Purchasing power of low-income households • Proportion of households below the poverty threshold in spite of both parents working • Ratio between the minimum wage and the poverty threshold • Size of population on low incomes • Level of unemployment benefit
4. What are the risks of increased poverty and a wider income gap?	• Change in the size of the population on low incomes • Size of the unofficial sector

(1) and (2) relate to two different definitions of the same phenomenon to be evaluated.

b. Dignity/recognition

Questions	Indicators
1. Are the conditions in place to guarantee an income that ensures personal dignity?	• Minimum guaranteed income • Ratio between a rise in the minimum income and inflation • Proportion of households equipped with basic appliances • Minimum guaranteed retirement pension
2. To what extent are effort and experience reflected in income?	• Relationship between pay and length of service/experience • Pay differential of persons above and below 50 years of age
3. What is the situation of the least well-off in terms of income?	• Ratio between the average retirement pension and average pay • Ratio between the minimum old age income and the poverty threshold • Situation of unemployed people who have exhausted their claim to benefit • Rate of economic dependence among elderly people • Economic dependence of single-parent families on social assistance • Immigrants' dependence on social assistance • Proportion of persons over 50 living below the poverty threshold
4. What is the danger of hardship and loss of dignity caused by poverty being overlooked?	• Existence of a system for monitoring the homeless • Rate of dependency

c. Personal development/autonomy

Questions	Indicators
1. What is the level of households' financial autonomy?	• Short-term household debt (consumer loans) • Long-term household debt (investment or property loans) • Household expenditure rate (short-term debt) • Household expenditure rate (long-term debt) • Insolvent households • Indebtedness in low-income population segments • Overindebted households • Recipients of the guaranteed minimum income
2. What facilities are there for access to banks and credit?	• Households without a bank or savings institution account • Households that have been refused credit by banks • Households that have been victims of usury
3. Are there any forms of support (such as housing subsidies, social assistance, savings co-operatives or mutual associations) for persons without access to banks or bank credit?	• Size of mutual credit systems, banking co-operatives, etc. • Housing subsidies for young couples or elderly persons <i>Proportion of benefits/allowances in the lowest income brackets (first three deciles):</i> • Housing benefit • Family allowance • Education allowance <i>Amount of benefit/allowances for those on the lowest income (first three deciles):</i> • Housing benefit • Family allowance • Education allowance • Access to micro credit or solidarity loans for households without financial resources or in difficulty
4. What are the risks of new forms of discrimination in access to financial services?	• Bank criteria for opening accounts or granting loans

d. Participation/commitment

Questions	Indicators
1. What are the mechanisms for protecting purchasing power and income?	• Consumer protection associations • Consumer co-operatives • Trade union membership
2. What are the possibilities for the population to become involved in an income-related solidarity action?	• Number of ethical and solidarity-based banks • Private savings in ethical and solidarity-based funds as a proportion of total savings • Voluntary workers at solidarity-based financial institutions • Loans granted by solidarity-based banks
3. What possibilities are available to the least well-off to provide themselves with an income and to protect their purchasing power?	• Changes in unemployment benefit to offset inflation • Forms of income guarantee for small-scale farmers and craft workers
4. What are the risks of a rapid fall in income?	• Rate of inflation • Variations in interest rates

2.2. Basic components of life

Questions	Indicators
1. What is the satisfaction of citizens with their own incomes and their purchasing power?	• Satisfaction with regard to the financial situation • Satisfaction with regard to purchasing power • Satisfaction with regard to pay
2. How do citizens perceive social differences in terms of income?	• Perception of tax pressure on income • Public opinion on income distribution
3. What is the value attached to fairness and solidarity in income distribution?	• Public opinion on the minimum income the state must guarantee to vulnerable people • Public opinion on income from capital and assets
4. What is the level of citizen confidence in financial institutions?	• Level of confidence in financial institutions • Confidence in recourse to credit • Opinion on possible legal action against banks and insurance companies within the statutory framework • Disputes with financial institutions
5. What is the level of confidence in the future in terms of financial security?	• Fear of seeing one's purchasing power drop • Recourse to savings • Perception of the balance between material well-being and the number of children per family
6. Role of various players providing assistance for poor or socially excluded people as perceived and desired	• Role of various players providing assistance for poor or socially excluded people as perceived and desired

2.3. Action

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Legislation on self-employment • Consumer protection legislation • Constitutional and legal provisions on a guaranteed minimum income	• Definition of a minimum guaranteed wage • Price control • Credit support policies • Difference in income before and after tax and tax concessions	• Non-contributory benefits	• Incentives for self-employment
Local authorities		• Amount of transport allowances		• Support for ethical and solidarity-based finance
Firms/ market/ trade unions		• Collective agreements • Payroll savings in ethical funds		
NGO		• Development of micro credit	• Support for victims of exclusion • Unemployed associations	• Risk capital associations or guarantee co-operatives • Mediating bodies for project fulfilment and access to solidarity credit

3. Housing

3.1. Situations

a. Equity in the enjoyment of rights/non-discrimination

Questions	Indicators
1. Are the conditions in place to ensure decent housing for everyone in an equal way?	Availability of housing • Existing housing units per 1 000 inhabitants • Geographical distribution of the housing stock • Vacant housing Financial accessibility of housing • Gross household expenditure rate • Net household expenditure rate • Purchase price of land per square metre • Purchase price of old housing per square metre • Purchase price of new housing per square metre • Proportion of household budget spent on housing Accessibility of financial help • Households that receive housing benefit • Housing benefit as a proportion of household income • Accessibility of mortgage loans • Interest rates
2. Is access to decent housing ensured for everyone?	Access to housing and services • Breakdown of households by tenure • Quality of housing Persons without quality housing • Presence of shanty towns/slums • Number of dwellings declared unhealthy
3. Does social housing answer the needs of the least well-off?	• Accessibility of social housing for the most vulnerable • Poor families with access to social housing • Stock of social housing compared with the total housing stock • Households benefiting from access to social housing as a proportion of the total population of households • Proportion of unsuccessful applications for social housing • Average rent for social housing in relation to the poverty threshold • Quality of social housing • Extent of geographical concentration of social housing • Access of social housing to municipal services
4. What are the risks of losing access to housing?	• Extent of the problem of squatting • Proportion of vacant dwellings • Housing situated in at-risk areas • War-destroyed housing • Methods of operation of the renting and property loan market • Areas with low-rent housing in towns

b. Dignity/recognition

Questions	Indicators
1. Is access to housing guaranteed in particular situations?	• Housing conditions for seasonal workers • Housing conditions for illegal immigrants • Housing conditions for asylum seekers • Housing conditions for disabled people • Average number of evictions per year • Quality of sites for travellers • Housing conditions for travellers • Free settlement of campers and travellers
2. What are the trends with regard to urban polarisation?	• Ethnic mix • Difference between average rents in different geographical areas • Social mix
3. What is the situation regarding the homeless?	• Shelters or arrangements for looking after the homeless • Proportion of homeless
4. What are the risks of an increase in the rate of urban polarisation?	• Spatial segregation • Long-term unemployment by neighbourhood • Persistence of poverty • Criminal attacks on property and persons in each neighbourhood per year • Rise in the number of secured residences

c. Personal development/autonomy

Questions	Indicators
1. Are people given adequate living space?	• Average surface area of dwellings per person • Average number of rooms per dwelling per person • Distribution of principal residences according to population density
2. Is the living space sufficient to allow people to fully enter into the life of society and the community?	• Amount of green space per inhabitant • Surface area of cultural and sports infrastructure
3. What is the situation of difficult and rural areas in terms of living space?	• Presence of social services in peripheral or dormitory neighbourhoods • Availability of public services • Availability of local shops • Availability of medical services and pharmacies • Availability of access to new ICTs
4. Are environmental needs taken into account in the management of living spaces?	• Population living in polluted areas • Level of drinking water

d. Participation/commitment

Questions	Indicators
1. Do tenants and owners have the means to defend their own interests?	• Tenants' associations • Homeowners' organisations
2. What are the opportunities for participating in the management of community living spaces?	• Community management of living spaces • Residents' or neighbourhood associations • Neighbourhood parties or fêtes • Local associations for the protection of the architectural heritage
3. What are the possibilities for the most vulnerable population groups to defend their interests	• Specific measures enabling young people to access property • Existence of housing co-operatives
4. What are the threats to participation in the management of living spaces	• Control of property speculation

3.2. Basic components of life

Questions	Indicators
1. What are the expectations and level of personal satisfaction with regard to housing?	• Citizens' satisfaction with the quality of their accommodation • Citizens' satisfaction with their neighbourhood • Households wishing to move to another residential area
2. What is the level of awareness of critical housing-related situations?	• Perception of the problems associated with disadvantaged neighbourhoods • Neighbourhoods to which some citizens have no access
3. Are there any conflicts of values in the way access to housing is managed?	• Sense of the common good
4. What is the level of confidence in the institutions working in the housing sector?	• Feeling that public opinion is taken into account in urban development projects
5. Are there any bonds of solidarity between individuals and families?	• Ability of families to take in people who have lost their accommodation • Population accommodated by distant relatives or friends and wishing to move

3.3. Action

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Enshrining of the right to housing in the constitution • Legal provisions concerning the right to housing • Legal provisions regarding housing standards • Legal provisions against evictions • Legislation on letting property and access to it	• Public expenditure on housing relative to GDP • Extent to which rents are paid under the system of housing benefit for poor families • Fiscal housing policy • Existence of housing benefits	• Measures concerning the rehabilitation of disadvantaged neighbourhoods • Conditions for rehousing people in the case of neighbourhood rehabilitation and expropriations	
Local authorities		• Public expenditure with respect to housing policy • Legal provisions for the conservation and maintenance of the architectural heritage		• Existence of a system of public/private consultation • Existence of consultation mechanisms for regional planning
Firms/market				
NGOs			• Organisations involved in helping the homeless and evicted families	
Families			• Proportion of persons housed with their immediate family	

4. Health and social cover

4.1. Situations

a. *Equity in the enjoyment of rights/non-discrimination*

Questions	Indicators
1. Are the conditions in place to ensure that health is accessible to every one in an equal way?	Health services <i>Availability</i> • General practitioners • Specialist doctors in medical practice • Qualified practising nurses • Waiting time for treatment by emergency services • Total number of hospital beds <i>Social cover</i> • Persons without social security cover • Cover provided by the public health insurance system with respect to consultations of general practitioners • Cover provided by the public health insurance scheme with respect to medicines • Accessibility • General accessibility of public health services • Waiting time for a consultation paid for by the social security system • Time necessary to obtain treatment at care facilities covered by the social security system • Average cost of consulting a general practitioner • Average non-reimbursed proportion of the cost of consulting a general practitioner • Average cost of consulting a specialist • Average non-reimbursed proportion of the cost of consulting a specialist • Household expenditure on health care • Price differential in the same family of drugs (same molecule) between the cheapest and the most expensive Health care <i>Health coverage</i> • Coverage of the population by vaccination campaigns • Coverage of the population by screening campaigns • Households with a family doctor • Consultation of a health professional • Application of the precautionary principle <i>Quality</i> • ISO 9000 indicators • Personalised assistance in hospitals • Ability of families to accompany sick members • Access to prevention systems • Mechanism for taking account of mental disorders • Temporary licences to practise medicine <i>Efficiency</i> • Average duration of a patient's hospital stay • Instances of contamination that have occurred at health care facilities

Questions	Indicators
2. Is access to health ensured for all in an equal way?	Life expectancy • Life expectancy at birth • Life expectancy at age x • Disability adjusted life expectancy (DALE) • Disability adjusted life years (DALYs) • Health adjusted life expectancy (HALE) • Infant mortality rate • Maternal mortality Diseases • Incidence of communicable infectious diseases
3. What is the situation of the most disadvantaged?	• Basket of basic medicines fully reimbursed • Free essential medicines for the most disadvantaged populations
4. What risks and threats are encountered in health systems?	Global health system • Financial balance of health schemes and facilities • Public/private health care expenditure • Comparison between public/private health care expenditure reimbursements • Households in the highest quintile that have entered into private insurance contracts Patient security • Deaths due to illicit drugs • Deaths due to prescription drug abuse

b. Dignity/recognition

Questions	Indicators
1. What are the guarantees for ensuring recognition of the rights and dignity of patients?	• Respect for religious beliefs • Respect for patients' privacy
2. Is freedom of choice of medical treatment recognised?	Freedom of choice regarding treatment • Possibility of choosing alternative medicine • Social cover level for alternative treatments • Possibility of choice of treatment Freedom of choice regarding practitioner • Freedom to choose a doctor without jeopardising social security cover Freedom of decision with regard to treatment • Respect for the wishes of patients at the end of their lives
3. Is the dignity of patients ensured, especially for the most seriously or chronically ill?	• Health assistance for the most disadvantaged • Mental health treatment • Reintegration of people with a mental disability • Accessibility of aggressive treatment • Cover for aggressive treatment • Existence of a reimbursement ceiling for serious or chronic illnesses
4. What is the danger of overlooking instances of patients' not being given the appropriate treatment?	• Presence in hospitals of treatment observation and information systems • Hospital overcrowding • Lodging of complaints for injuries suffered (including medical mistakes) • Legal action for medical errors

c. Personal development/autonomy

Questions	Indicators
1. Are the conditions in place to ensure that health is fully taken into account in everyone's autonomy and personal development?	Health promotion and information • Coverage of the public health information system • Coverage of prevention campaigns initiated by NGOs • Coverage of awareness campaigns on the distribution and use of prescription drugs • Health education courses • Time spent by doctors in informing patients about their state of health • Accessibility of information given to patients • Free and accessible information on the overall health care system • Use of the Internet to provide the patient with information • Hotline for questions relating to health • Ownership of the medical file • Information on generic drugs • Print run of magazines providing health information Encouragement for self-care • Availability of drugs for self-medication • Reimbursement rate of drugs for self-medication
2. To what extent do people have control over their health in their personal management and their self-improvement?	• Population practising self-medication • Proportion of households' health expenditure devoted to prevention • Consideration of health in lifestyle choices
3. What forms of support are available to the chronically ill or persons with reduced mobility for their self-development and autonomy?	• HIV positive persons provided with personal support • People with reduced mobility who are provided with personal support • Availability of medical facilities geared to looking after the chronically sick • Availability of medical facilities geared to looking after people with reduced mobility • Training of care and supervisory personnel in looking after patients afflicted by chronic disorders and/or reduced mobility • Ratio of the frequency of doctors' visits received by people living alone and those living with their family
4. What are the risks of epidemics and diseases connected to environmental matters?	• Population living in polluted areas • Population suffering from a pollution-induced disease • Population subject to stress • Level of information on the impact of environmental disasters on public health

d. Participation/commitment

Questions	Indicators
1. Are the conditions in place to ensure that citizens can be given greater responsibility and play a greater role in health matters?	• Nature of the system of health care coverage (co-responsibility) • Information on patients' rights and on existing citizens organisation • Coverage of public campaigns to collect donations for research
2. Is there effective involvement by citizens in health matters?	• Participation of patients in the work of associations for the defence of their rights • Participation of sick people and their families in the work of associations for the defence of their rights set up for the purpose of guiding research • Donations to associations whose aim is to guide research
3. Are the needs of the least well-off taken into account in ensuring participation and involvement by all?	• Associations for the care of the most disadvantaged • Volunteers looking after the most disadvantaged
4. What are the threats to participation and involvement in health matters and how can they be addressed?	• Monitoring of the use of donations for research • Independence of NGOs in their activities in the field of health

4.2. Basic components of life

Questions	Indicators
1. What are the expectations and level of satisfaction of citizens as to their health security? Do they feel protected or left to themselves by the established structures?	• Satisfaction with regard to the system of health services • Satisfaction with regard to the care system • Satisfaction with regard to the system of social protection • Perception of health security • Perception of the information provided to patients on their admission to hospital
2. What is the level of citizens' knowledge about health?	• Extent to which patients understand information provided by doctors • Citizens' knowledge of their anatomy and the functioning of their body • Patients' knowledge of treatments
3. What ethical values guide the approach to health?	• Existence of ethical values in connection with health practices • Awareness of drug wastage • GPs' perception of the abuse of medical visits
4. How confident are citizens in the public and private health environment?	• Perception of the differences in quality between public and private medicine • Citizens' preference regarding public or private medicine • Level of patients' confidence in prescribed dosages • Perceived clarity of information on the undesirable effects of prescribed drugs
5. To what extent are patients taken care of by other supportive actions, particularly at family level?	• Changes in the average duration of a hospital stay • Health care provided by the families of sick people • Medication donation campaigns

4.3. Action

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Ratification of the Council of Europe’s European Code of Social Security • Ratification of the UN Universal Declaration of Human Rights • Ratification of the Oviedo Bioethics Convention • Constitutional and legal provisions on the universal right to health • Existence of a hospital patients’ charter • Statutory framework on bioethics • Legal provisions on prescribing generic drugs • Policy to establish a drug regulation system • Application of the Council of Europe’s health recommendations • Confidentiality of medical treatment • Accessibility of the medical file • Existence of specific consent for medical screening • Existence of specific consent regarding the donation of organs	• Implementation of the European Code of Social Security • Public health expenditure • Existence of a system for monitoring the prices of drugs and health services • Existence of a system for monitoring the incidence of noise pollution • Existence of a system for monitoring investments in health care • Existence of a system for monitoring the geographical distribution of health services • Existence of a system for monitoring the expenses covered by the health insurance scheme • Existence of a system for monitoring health at the workplace • Comparative research on the effectiveness of drugs • Relative proportion of resources allocated to disease prevention and health promotion • Relative proportion of resources invested in the renewal of non-specialised services • Regulation of the prices of drugs and health services • Regulation of private investments in health care • Regulation of the geographical distribution of health services • Regulation of licences for medical practitioners	• Statutory framework concerning the liability of practitioners in the event of medical errors • Possibility of compensation for harm caused by medical errors • Existence of a system for identifying medical errors	• Working groups and/or health committees • Existence of a higher supervisory authority for the health system • Programmes of preventive medicine • Health education courses • System of consultation on health care priorities • Existence of a patients’ ombudsman in the event of disputes involving the health system

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government		• Statutory obligation to inform patients about additional costs that are incurred for drugs or professional services that are not borne by their health insurance • Existence of information on the undesirable side-effects of prescribed drugs • Regulation of pharmaceutical industry advertising • Public investment in medical research		
Local authorities		• Assistance for people with reduced mobility	• Gathering of complaints about noise or environmental pollution	
Firms/ market/ professionals	• Code of ethics • Proportion of health care facilities with a charter of patients' rights	• Supply of medication and equipment • Prevention of industrial accidents and diseases		• Hygiene and disease prevention programme at the workplace
Trade unions		• Pay negotiations for the health sector		
NGOs		• NGOs' expenditure on health care	• Number of interventions by NGOs	• Dialogue with the authorities responsible for health care • Ease of access to the health system for the socially excluded

5. Nutrition

5.1. Situations

a. *Equity in the enjoyment of rights/non-discrimination*

Questions	Indicators
1. Are the conditions in place to ensure an appropriate diet?	• Trends in the basic food price index • Share of food budget in the global household budget • Price of a staple food basket for a month in relation to the poverty threshold • Population living under the food threshold • Physical availability of staple foods • Accessibility of groceries
2. Is nutrition assured in a satisfactory way?	Indicators of food consumption • Average daily calorie intake per person in % of requirements • Proportion of the population who do not achieve the minimum daily calorie intake • Households with drinking water Indicators of a balanced diet • Average per capita consumption of the main food products • Average daily per capita intake of lipids • Average daily per capita carbohydrate intake • Average daily per capita protein intake • Prevalence of deficiencies in nutriment and essential minerals in population groups Indicators on nutrition • Body Mass Index (BMI) for children, teenagers, adults • Proportion of population with a BMI < 18 • Proportion of population with a BMI 25 < BMI < 30 • Proportion of population with a BMI > 30 • Proportion of low birth weight (LBW) • Proportion of children under 5 suffering from undernourishment • Proportion of children under 5 suffering from malnutrition • Proportion of population with diet-related disorders
3. What is the dietary situation for the poorest population groups?	<i>Analysis of indicators from the second question with regard to households living under the poverty threshold or other target groups (unemployed, minorities, homeless, prisoners, etc.) or comparisons with the whole population</i> • % of households depending on social services or on basic subsistence aid to satisfy their nutritional requirements

Questions	Indicators
4. What are the risks of food insecurity and accidents	Quantitative food security • Frequency of quantitative food crises • Length of quantitative food crises • Dependency rate on international subsistence aid • Observation and alert system for malnutrition in prisons • Observation and alert system for malnutrition in refugee camps • Observation and alert system for malnutrition in institutions for children • Food security Qualitative food security • Annual number of cases of food poisoning and of food-related diseases • Food crises due to food quality • Average duration of food crises due to food quality • Existence of a monitoring and control system of food quality • Existence of a monitoring and control system of drinking water quality • Quality and monitoring of foods in public institutions

b. Dignity/recognition

Questions	Indicators
1. Is dignity in diet ensured, and are choices respected?	• Consideration of specific dietary regimes at public catering establishments • Proportion of shelf spaces in malls dedicated to specific foods (organic, kosher, etc.)
2. Are dietary traditions maintained and promoted?	• Frequency of meals taken as a family per week • Frequency of cultural events about food heritage • Meals made from pre-cooked dishes • Transmission of culinary expertise from one generation to another
3. How are disadvantaged people (beggars, people with reduced mobility, street children, etc.) treated in terms of food supply?	• Capacity of soup kitchens • Existence of structures such as “food banks”
4. What are the threats to maintaining and passing on culinary traditions?	• Impact of fast food and food distributors on the young • Accessibility of high-volume retailers to local producers • Penetration of food advertising

c. Personal development/autonomy

Questions	Indicators
1. Are the conditions in place to ensure that diet is taken into account in personal development?	• Consumer access to food education • Thoroughness of information on products containing GMOs • Diet education for children
2. Is diet taken into account in practice in personal development?	• Consumer awareness of the criteria for a healthy diet • Consumers who apply the criteria for a healthy diet • Ability to distinguish between different tastes
3. What is done to assist the least well-off?	• People without means who obtain meal vouchers • People without means who benefit from social canteens • Meals distributed by social canteens
4. What are the risks of poor information to consumers and of food fraud?	• Quality of food standards supervisory system (1) • Quality of food standards supervisory system (2) • Frequency of frauds noticed on product labels

(1) and (2) relate to two different definitions of the same phenomenon to be evaluated.

d. Participation/commitment

Questions	Indicators
1. Are the conditions in place to ensure consumer protection and promote responsible consumption?	• Information systems for consumers on social and environmental conditions of production • Existence of seals of approval • Traceability of foodstuffs • Existence of consumer magazines or newspapers • Area of land farmed according to organic farming criteria
2. What is the level of consumers' participation in the defence of their interests?	• Proportion of the population who read consumers' magazines and papers • Proportion of the population who are members of a consumer association • Proportion of persons who are members of a consumers' co-operative • Existence of associations of alternative or "organic" consumers • Existence of associations directly involved with local producers • Practice of responsible or committed consumption • Proportion of households regularly consuming organic or fair trade products • Membership of movements to promote culinary traditions • Number of volunteers acting in the fight against hunger • Annual level of donations to the fight against hunger
3. Are those without a decent diet able to take measures themselves to improve their situation?	• Households living below the poverty threshold with a small plot of land to grow fruit and vegetables • Households living below the poverty threshold that receive aid from an anti-hunger organisation
4. What are the opportunities for responsible and committed consumption?	• Display of responsible consumption brands • Comparative prices of food industry products and so-called "alternative" products

5.2. Basic components of life

Questions	Indicators
1. What are the expectations and level of satisfaction of consumers concerning their diet?	• Satisfaction with regard to the quality of products consumed • Satisfaction of consumers with diversity of products
2. What is the citizens' perception of the level of personal and collective food security? What is the level of citizens' knowledge of nutritional issues?	• Knowledge of local products • Knowledge of safe food criteria • Satisfaction with regard to the quality of products consumed
3. To what extent are culinary values and traditions expressed and do they offer common references for social cohesion?	• Values associated with food • Sensitivity to wastage • Pleasure in cooking • Value accorded to traditional cooking • Importance attached to taste
4. What is the level of consumer confidence in existing foodstuffs and food services?	• Level of confidence in processed foods • Level of confidence in local produce
5. What are the bonds of solidarity between persons and families in terms of food aid? And between peoples?	• Feeling of solidarity with people living in hunger • Attitude to begging

5.3. Action

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Legal provision on the right to have a decent diet • Legal provision on product traceability • Legal provision on product labelling • Application of the precautionary principle in matters of food security • Legal provision on label of origin • Nature of the information provided on foodstuff labels	• VAT rate on foodstuffs • Proportion of governmental expenditure devoted to food and drinking water monitoring and control • Proportion of public spending on prevention of major infections and diseases related to dietary origins	• Budget devoted to the fight against malnutrition (in €/inhabitant) • Existence of free meal tickets provided by social services • Food distribution in schools	• Support to associations acting in this sector • Frequency, length, and coverage of nutritional education programme
Local authorities		• School meal subsidies	• Home delivery (“Meals on wheels”) service for people living alone or with reduced mobility (1)	• Consumer schools
Firms/ market	• Existence of an ethical charter in the processed foodstuff industry	• ISO certification for enterprises in the processed foodstuff industry • Adoption of rating systems	• Partnership with charitable associations	
NGOs			• Home delivery (“Meals on wheels”) service for people living alone or with reduced mobility (2)	• Enhancement of the local gastronomic heritage
Familles			• Taste education	• Educating children not to waste food

(1) and (2) relate to two different definitions of the same phenomenon to be evaluated.

6. Education

6.1. Situations

a. *Equity in the enjoyment of rights/non-discrimination*

Questions	Indicators
1. Are the conditions in place to ensure an education of quality for everyone?	Accessibility of schools • Free state education • Ease of access to state schools • Ease of access to private schools • Actual costs of compulsory school attendance in relation to the minimum wage • Actual costs of compulsory school attendance in relation to the average wage • Actual costs of primary school education • Actual costs of secondary school education • Actual costs of higher education • Distance to the nearest primary school • Distance to the nearest secondary school School structure • Average size of a nursery school class • Average size of a primary school class • Average size of a secondary school class • Pupil-teacher ratio at secondary schools • Staff-student ratio in higher education • Average age of teachers at the various educational levels • Age distribution of teachers at the various educational levels • Teachers who leave teaching before the normal retirement age • Teachers who reduce the number of hours because of their heavy workload • Teacher absenteeism • Teacher turnover in relation to the desired level • Teachers' average salary in relation to the average national pay • Ratio between starting salary and average national pay • Ratio between final salary and average salary • System of career advancement in education • Proportion of primary school teachers with post-higher secondary school qualifications • Annual number of days of training for teachers • Teachers' weekly working hours • Distribution of teachers' working time
2. Is access to school ensured for everyone?	School attendance • Net primary school admission rate • Net secondary school admission rate • Net higher education admission rate • Gross enrolment ratio • Pupil truancy • Pupils in a specific age-group enrolled at a private school Success at school • Success rate • Repetition rate • Population with a higher education qualification • Population with a secondary education qualification • Qualification differentials • Pupils excluded from the system of compulsory schooling • Pupils excluded from school as a disciplinary punishment • Comparative dropout rate at the minimum school-leaving age

Questions	Indicators
3. What is the educational situation of children from the most disadvantaged families?	• Level attained by children from poor families • Arrangements for looking after children with special needs Social mobility • Social origin of children and young people who leave the education system • Students from poor families • Ability of children from disadvantaged social backgrounds to succeed at school • Distribution of students by socio-occupational category
4. What are the risks of exclusion and academic failure?	Risks related to social conditions • Children who work before the statutory school-leaving age • Households that have a child or children of school age and are living below the poverty threshold Risks intrinsically related to the school system • Classes with more than thirty pupils • University entrance examinations • Fee-paying courses parallel to university courses • Limited access to a branch or level of education

b. Dignity/recognition

Questions	Indicators
1. Is school a place where the dignity of pupils is upheld and where difference is portrayed in a positive light? <i>(Here, an individual is not viewed in the abstract, but rather as an actual person, with all his/her aspects taken into account.)</i>	Taking into account of specific needs • Consideration of the specific needs of pupils from minorities • Teaching of the minority's mother tongue and bilingualism • Facility of access for disabled pupils to state schools Preparation of pupils to respect dignity and differences • Human rights studies • Number of school hours devoted to the learning of life skills • Development of skills and attitudes with respect to diversity • Programmes for the prevention of violence and racism at schools
2. Is school a place of social and cultural diversity?	• Level of social mix at schools (1) • Level of social mix at schools (2) • Level of cultural mix at schools • Pupils who attend ethnic or religious minority schools
3. What is the situation, in terms of education, for children at risk of marginalisation?	Adaptation of the school system • Access to an education and training system in young offender institutions • Children in institutions/orphanages who attend state schools • Team teaching School attendance and success of children at risk of marginalisation • School attendance by children of travellers • Attendance of state schools by Roma/Gypsies • Comparative average age of school dropouts among children of immigrants • Comparative average age of school dropouts among children of minorities • Comparative average age of school dropouts among children from rural areas in relation to urban areas • Pupils from a minority background (ethnic, linguistic or cultural) with a certificate of secondary education • Immigrant children with a certificate of secondary education • Children from rural areas with a certificate of secondary education
4. What are the risks posed to children's dignity and of attacks on their culture?	• Racist and xenophobic behaviour at school • Sexist behaviour at school • Physical and psychological violence among pupils • Physical and psychological violence committed by pupils against teachers • Physical and psychological violence committed by teachers against pupils

(1) and (2) relate to two different definitions of the same phenomenon to be evaluated.

c. Personal development/autonomy

Questions	Indicators
1. Are the conditions in place to ensure that education promotes personal development?	Quality of the support and advice system • Pupil assessment • Access to a system of information on career opportunities • Facilities for providing school assistance • Information and guidance centres • Guidance staff • Training in respect of the various school curricula for guidance staff • Existence of educational teams at schools • Quality of the assessment system • Schools with a library • Average number of books per library Support for pupils out of school • Access to individualised school support • Presence of books at home • Presence of a computer at home Possibility of changing track • Opportunities to move from one branch of study to another • Branches of study barred to pupils who stop a few years after their secondary level studies and who wish to study in a different field • System for recognising non-formal achievements
2. Does school prepare children for life?	Pre-school education • Educational programmes at preschool establishments • Group activities in preschool education Curriculum content • Age for beginning a foreign language • Average number of foreign languages learned • Degree of proficiency in foreign languages • Number of teaching hours devoted to learning how to read • Number of hours of philosophy lessons in the normal school curriculum • Citizenship and human rights education at schools • Minimum and maximum ages for citizenship and human rights education • Hours devoted to economic and cultural history • Proportion of European and world history • Hours devoted to the study of minorities • Proportion of European geography and world geography • Teaching of new ICTs • Equipping of schools with computers • Importance of cultural, art and sports education • Health and healthy lifestyle education at school • Weekly number of hours of sports at school • Sex and family life education at school Teaching approach • Initial training of teachers in active teaching methods • In-service training of teachers in active teaching methods • Development of group work • Development of a multidisciplinary approach • Frequency of curriculum revision • Method of curriculum revision • Work experience modules • Time spent by children on school work

Questions	Indicators
2. Does school prepare children for life?	Success of the teaching approach • Understanding of a simple text in the mother tongue • Understanding of a simple text in a foreign language • Oral expression • Written expression • Books read Guidance • Ages at which pupils choose their specialisation • Discernible rate of admission by branch of study after the choice of specialisation has been made • Gender distribution among the various branches of study • Ratio of theoretical/practical lessons
3. To what extent are “second chance” opportunities effective?	Second chance for young people officially or socially excluded from the school system • Pupils who receive a so-called “second chance” education • Special schooling for young people who leave the school system • Return to school after an early pregnancy • Education in prison Second chance for adults who have not completed their secondary education • Consideration of extracurricular educational experience for access to higher education • Possibility of acquiring an upper secondary qualification by means of modules • Access to higher education without an upper secondary qualification Second chance for adults who wish to progress in their career • Resumption of studies after a certain age or without initial training • Access to intensive courses for adults
4. What are the risks inherent in the school system failing to prepare pupils for life in the community?	• Access to remedial courses in the official language

d. Participation/commitment

Questions	Indicators
1. Is school a place that is open to the outside world, incorporating the citizen dimension of pupils/students?	Relations between schools and the local social, cultural and political environment • Visits to and contacts with local NGOs, local politicians and companies • Presentations by local NGOs, local politicians and companies inside the school • Programmes conducted in partnership between schools and outside institutions Citizenship • Facilities for public debates at school • Possibility for pupils to participate in the work of municipal councils • Access to school mediators or counsellors to listen to the concerns of children and adolescents • Freedom of political expression at school
2. Is the participation of pupils and their parents effective?	Pupils/students • Opportunities for pupils to participate in the life of the school • Pupils' representatives in class and/or educational councils • Participation in university elections • Student associations • Student membership of political parties Parents • Participation in parents associations • Involvement of parents in school and extracurricular activities
3. Do pupils who have been excluded have access to preparation for the exercise of citizenship?	• Voluntary workers who look after pupils who are performing poorly at school • Participation in educational activities at community centres
4. What are the risks of social deterioration (violence) in schools?	• Regular drug consumption at schools • Minors involved in criminal attacks on persons and property • Students belonging to racist organisations

6.2. Basic components of life

Questions	Indicators
1. What are pupils', parents' and teachers' expectations and level of satisfaction concerning education?	• Pupils' satisfaction with the school curriculum • Pupils' general satisfaction • Teachers' satisfaction • Satisfaction of pupils' parents • School contribution to the development of self-confidence in their pupils • Feeling of insecurity at school
2. What is the citizens' perception and knowledge of education systems and access to them?	• Public perception of the effectiveness of the education system • Perception of the task of state schools • Perception of the school's contribution to social mobility • Perception of the school's contribution to social integration/cohesion
3. What is the role of education in reinforcing values, particularly those of solidarity and citizenship?	• The school's contribution to a sense of belonging to society • The school's contribution to learning solidarity • The school's contribution to open-mindedness and tolerance • Recognised values that schools should communicate • Recognised values that schools communicate • Respect for pupils with disabilities

Questions	Indicators
4. What level of confidence do parents have in the education system and what is the level of confidence between parents and teachers?	• Level of confidence in the state's educational remit
5. What social links are there in the education system and what links are missing?	• The school's contribution to the social mix • The school's contribution to the creation of a relational network outside the family and the community of origin • The school's contribution to enabling pupils to enjoy new experiences

6.3. Action

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government/ local authorities	• Constitutional provisions on the right to education • Statutory provisions on the right to education • Ages at which school is compulsory • Existence of agreements governing ethnic or religious minority schools	• Public expenditure on education as a percentage of GDP • Public expenditure per pupil as a percentage of GDP per inhabitant • Public expenditure on education as a percentage of total public expenditure • Funds allocated to research units	• Incentives for sending children and young people from poor families to school • System of incentives to encourage teachers to go to at-risk or remote areas • Positive discrimination for vulnerable groups • Specific syllabuses for the children of travellers • Distribution of free food at school • Existence of provisions enabling team teaching	• Free allocation of books and equipment • Emphasis on new teaching approaches • Existence of arrangements for multidisciplinary teaching • Existence of programmes focusing on the development of skills and attitudes with respect to diversity
Firms/ market				• Programme of school-company meetings
Teachers' trade unions		• Negotiations on working conditions between teachers and the ministry		
Parents' organisations				
Students' organisation		• Students' representation on university councils		
NGOs			• Remedial classes	

7. Information/communication

7.1. Situations

a. Equity in the enjoyment of rights/non-discrimination

Questions	Indicators
1. Are the basic conditions in place to ensure that citizens have access to information and communication?	Household equipment • Proportion of households with a television • Proportion of households with a radio • Proportion of households with cable television • Proportion of households that receive satellite television • Proportion of households with Internet access at home Media • Number of daily newspapers • Total circulation of daily newspapers in relation to the total population • Proportion of the population who regularly read a daily newspaper Public information • Free access to public information <i>Access to public information services or websites on:</i> • Rights and justice • Health • Education • Vocational guidance • The environment Private information • Consumer information provided by companies • Accessibility of information on the management of bank accounts • Accessibility of information on medical files
2. Are the conditions in place to ensure that citizens are well informed?	Freedom of press • Frequency of violations of freedom of expression Pluralism • Extent of media ownership concentration • Separation between content producers and companies that provide broadcasting facilities and services • Concentration of press titles and television and radio programmes • Diversity of content in public service broadcasting Information quality • Transparency of information • Frequency of information subsequently revealed to be false • Greater emphasis placed on commercial considerations rather than on pure information
3. What is the situation of the most disadvantaged in terms of information?	• Accessibility of information for people with disabilities • Accessibility of information for migrants and minorities • Accessibility of information for elderly people
4. What are the risks of information exclusion?	• Literacy rate • People who do not use the Internet • Geographical coverage of the electronic media, television and radio • Press distribution network

b. Dignity/recognition

Questions	Indicators
1. Is protection of privacy ensured?	• Protection of the private nature of correspondence • Frequency of complaints about violations of personal data protection
2. Is consideration given to information dissemination for different cultures, ways of thinking, professional and social groups' activities, etc?	• Access to the media for political parties, trade unions and civil society organisations • Extent to which the various religions or minorities are represented in the media • Proportion of articles on local cultures and the situations of communities and individuals in the daily press • Proportion of articles on the problems encountered by migrants
3. Does information draw public attention to the least well-off and to the situation of minorities and stimulate tolerance, solidarity and mutual comprehension?	• Proportion of articles on the problems encountered by migrants • Proportion of articles on the problems encountered by minorities • Proportion of articles on the problems encountered by people with disabilities • Proportion of articles on the problems encountered by elderly people • Proportion of articles on the problems encountered by households living below the poverty threshold • Proportion of articles on the problems encountered by people in a situation of social exclusion
4. What are the risks of attacks against the dignity and fundamental rights of people?	• Proportion of press articles inciting hatred on the grounds of gender, religion, race or nationality • Proportion of articles pinpointed by monitoring systems for the failure to respect human dignity • Frequency of cases dealt with by press ombudsmen and/or the judicial authorities • Number of paedophile websites • Number of xenophobic websites

c. Personal development/autonomy

Questions	Indicators
1. Are the conditions in place at information level to ensure the autonomy and personal, family and occupational development of everyone?	Media • Proportion of news and information programmes in the media • Consideration of questions of general interest in information provided • Media links with local life Public information • Updating of public information • Clarity of public information Private information • Information on the social and environmental conditions of the production of products and services put onto the market • Information on the use of products with a view to ensuring sustainable consumption • Frequency of commercial advertising on TV • Frequency of misleading advertising
2. To what extent do citizens use available information for their personal, family and occupational development?	Media • Type of information preferred by individuals Public information • Proportion of people who do not receive financial assistance because they do not know their rights Private information • Use of information on the medical risks associated with the consumption of products • Number of cases of medical poisoning due to poor or insufficient information • Number of cases of overindebtedness due to a lack of information on loans
3. What is done to assist people who do not have ready access to information?	• Number of Internet cafés and other Internet access points open to the public • Existence of free daily newspapers

Questions	Indicators
4. What are the risks of the dissemination of prejudicial information for personal development?	Media • Limits to the time allocated to advertising on television • Absence of warnings about programmes that may harm children • Equipping of television sets with a technical device enabling parents and educators to filter out certain programmes Private information • Protection of children with regard to Internet content

d. Participation/commitment

Questions	Indicators
1. Does existing information stimulate the exercise of democracy and the full expression of citizenship?	Media • Biased/unbiased news • Distribution of broadcasting time between representatives of the various political persuasions at peak viewing hours • Frequency of the provision of information on trade unions and employers' associations and social dialogue in the press • Frequency of articles on citizens' initiatives in the media Public information • Existence of information campaigns before elections and referendums • Ease of access to the texts of laws and regulations • Availability of records of proceedings and documents of local and national parliaments • Availability of information on public projects and investments Private information • Information from trade unions • Information from NGOs • Private information given to citizens on the use of their savings • Information on the social and environmental conditions of the production of products and services put onto the market • Private information given to citizens on situations that call for measures of solidarity Media-related education • Consumer information
2. What possibilities are available for citizens to fulfil their expectations in terms of information control, information quality and organising their own information networks?	Citizen/alternative information resources • Number of alternative information networks • Implementation of the right of reply in the media • Proportion of successful applications to set up a local news radio station • Proportion of successful applications to set up a local news television station • Number of independent local radio stations • Number of independent local television stations • Number of independent press publications containing information and opinions • Existence of a satirical press Participation and monitoring possibilities • Participation in the work of media monitoring agencies • Existence of a citizens' discussion platform within democratic forums • Proportion of press titles of which part of the capital is held by one or more readers' associations

Questions	Indicators
3. What are the opportunities for the least well-off to participate in information dissemination and to have a means of communication?	• Number of publications produced by associations of the socially excluded • Existence of media created by migrants and minorities
4. What are the risks of poor information (information manipulation, excessive information, etc.) concerning the exercise of democracy and citizenship?	• Actual separation of the media from the executive, legislature and judiciary • Financing of political campaigns by private funds

7.2. Basic components of life

Questions	Indicators
1. What are consumers' expectations and level of satisfaction in terms of information?	Media • Feeling of powerlessness with regard to information received • Level of satisfaction with regard to the volume of information • Level of satisfaction with regard to the updating of information • Level of satisfaction with regard to the quality of information • Level of satisfaction with regard to the transparency of information Public information <i>Level of citizens' satisfaction with regard to:</i> • Information on their rights • Information on justice • Information on their health • Information on the environment • Information on the public authorities Private information • Level of citizens' satisfaction with regard to advertising
2. What is the level of citizen awareness based on the information they receive?	• Crosschecking of information by citizens • Forming opinions • Comprehensive nature of public information
3. What values do citizens expect from the media?	• Values stressed in connection with the ethical aspects of information
4. What is the level of citizens' confidence in the media?	• Citizens' confidence in the media • Citizens' perception of the integrity of the information they receive
5. To what extent does information contribute to social links?	• Development of co-operation links created through information

7.3. Action

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	<i>Legal provision on:</i> 1. Freedom of expression and information • Right to information • Protection of journalists' sources 2. Free circulation of information • Adoption of the Council of Europe's recommendation on media transparency • Accession to the European Convention on Transfrontier Television 3. Legal provisions on media pluralism • Legislation on conflicts of interest and media concentration 4. Respect of other fundamental rights • Adoption of the Council of Europe's recommendation on the protection of personal data • Right of reply • Statutory provisions on advertising • Incorporation of the European directive on distance selling into domestic law • Incorporation of the European directive on the information society into domestic law	• Existence of an authority responsible for regulating the media • System of support for the private press • Financing of public media • Support for the training of journalists • Existence of bodies and systems for monitoring information • Existence of a body for monitoring the protection of personal data • Limits to the marketing of products dangerous to health	• Procedures for seeking judicial redress in respect of information that is false or breaches an individual's fundamental rights • Fight against discrimination by means of information campaigns	• Existence of press ombudsmen
Local authorities	• Existence of restrictive practices with regard to access to information by journalists	• Budgetary support for local media		
Media and media association	• Existence of a journalists' code of conduct • Existence of editorial charters in newspaper publishers	• Existence of internal monitoring bodies within the media	• Procedures for correcting and providing redress for inaccurate information	• Support for the training of journalists

	Originating action	Regulatory action	Remedial action	Facilitating action
Journalists' schools	• Existence of ethical charters and codes of conduct to guide the training of journalists			• Type of journalist training
Firms/ market	• Code of ethics in the dissemination of information to the public			
NGOs		• Private media monitoring bodies		

8. Culture

8.1. Situations

a. Equity in the enjoyment of rights/non-discrimination

Questions	Indicators
1. Are the conditions in place to ensure access to culture for everyone?	Cultural production and distribution • Proportion of artists in the working population • Artists' average income • Frequency of cultural events Access to culture • Number of cultural amenities • Average price of a paperback book in relation to the minimum guaranteed income • Average price of a theatre seat in relation to the minimum guaranteed income • Average price of a museum visit in relation to the minimum guaranteed income
2. What are the trends in the interest of citizens for culture and in their level of culture?	• Proportion of household budgets allocated to culture • Proportion of household budgets allocated to culture, excluding purchases of equipment • Annual number of books purchased per person per year • Average number of newspapers purchased per person • Frequentation of public libraries • Time spent each day in front of the television per age-group • Frequentation of museums • Rate of attendance at cultural events
3. What is the situation of the most vulnerable population groups in cultural terms?	• Comparative frequency of cultural events close to the place of residence in sensitive areas • Proportion of the household budget allocated to culture by the poorest 20% of citizens
4. What are the risks of "acculturation"?	• Reasons for not consuming cultural products and services • Impact of violence on television • Daily number of hours of television programming with a cultural content as a percentage of the volume of broadcasts • Daily number of hours of television programming devoted to entertainment as a percentage of the volume of broadcasts

b. Dignity/recognition

Questions	Indicators
1. Are the conditions in place to ensure the preservation and promotion of cultural differences, freedom of expression and for creating links between different cultures?	Preservation and promotion of traditional cultures • Trend in the number of traditional cultural events • Existence of specific museums • Existence of specific publications Freedom of expression and of creation • Frequency of censorship of cultural works • Ease of finding support for new creators
2. Is there cultural diversity, mutual respect between cultures and intercultural dialogue?	Cultural diversity • Cultural diversity available at local/regional/national level • Proportion of national media content in relation to foreign media content by type of industry and programme Intercultural dialogue • Number of intercultural events • Participation in intercultural events • Existence of centres for intercultural dialogue
3. What is the situation of minority cultures?	• Teaching of the minority language • Minorities' ability to express their culture • Existence of media or cultural programmes dedicated to minority cultures
4. Is there a cultural renewal?	• Conditions for young people to express themselves

c. Personal development/autonomy

Questions	Indicators
1. Are the conditions in place to ensure that the cultural dimension is fully integrated in the personal, family and occupational development of citizens?	Access to cultural training • Number of hours devoted to cultural and artistic activities in primary education • Number of hours devoted to cultural and artistic activities in secondary education • Ease with which it is possible to enrol on cultural education courses • Possibility of reconciling cultural education with the school workload Integration of culture in the other dimensions of well-being • Incorporation of cultural activities into health care • Inclusion of artistic activities in the curricula of specialised educational institutions
2. To what extent does cultural practice contribute to personal development and the creation of social links?	• Proportion of the population attending a cultural education course • Proportion of people involved in group cultural practices outside the family circle • Amateur cultural productions
3. What is the situation of vulnerable populations with regard to the cultural practices?	• Proportion of poor people and migrants involved in cultural activities in relation to the rest of the population • Reasons why poor and migrant populations do not engage in cultural activities • Possibility for prisoners to engage in cultural activities
4. What are the limits of cultural practices?	• Focus of public policies for supporting the development of cultural practices

d. Participation/commitment

Questions	Indicators
1. What impact does culture have on social integration and on the exercise of citizenship?	• Proportion of cultural activities in integration and reintegration programmes • Importance of the cultural field in reintegration jobs • Importance of the voluntary sector in the work of cultural associations • Proportion of the population involved in voluntary cultural activities
2. To what extent are citizens able to participate in the implementation of cultural policies?	• Membership of trade unions among culture professionals • Cultural associations as a proportion of the total number of associations
3. How do citizens participate in the protection of the cultural, community and environmental heritage?	• Responsibility for preserving the cultural heritage
4. What are the risks to cultural diversity posed by the industrialisation of certain cultural sectors?	• Proportion of local and regional events in the media

8.2. Basic components of life

Questions	Indicators
1. What are citizens' cultural expectations and their level of satisfaction?	• Extent of citizens' satisfaction with respect to culture • Priority attached to cultural activities in citizens' demands of the authorities
2. What are the cultural references perceived by citizens and with which they identify?	• Sense of cultural belonging
3. What are the shared values that culture helps to strengthen?	• Sense of having one or more cultural identities • Priority attached to protecting the cultural heritage in citizens' demands of the authorities
4. To what extent is culture a factor of confidence?	• Feeling of confidence within a cultural identity
5. To what extent does culture contribute to forging social links and avoiding isolation?	• Proportion of people living alone who regain a social life through cultural activities

8.3. Actions

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Level of consideration of the cultural dimension in basic legal instruments (constitution, treaties, etc.) • Legislation on the recognition of the value, protection and development of the cultural, artistic and architectural heritage • Legislation to support research in the cultural field	• State aid for the culture industry • State budget for cultural development • State budget for cultural education • Encouragement of “amateur” arts • Regulation of the cultural content of TV and radio programmes • Support for alternative film productions, videos, etc. • Composition of cultural companies budget	• Budget for programmes for the development of minority cultures • Budget for cultural development programmes in prisons • Existence of price reductions	• Forums for dialogue with representatives of the cultural community • Forums for intercultural dialogue • Interdepartmental co-ordination on cultural issues
Local authorities	• Bodies for the protection and development of the local and regional cultural and artistic heritage	• Regional or local cultural development budget • Level of consideration for culture in urban planning, especially disadvantaged neighbourhoods • Support for “amateur” art	• Consideration of cultural aspects in spatial management	
Firms/market	• Incorporation of ethical standards for respecting the cultural heritage in companies’ documents setting out guidelines (charters, rules of procedure, etc.)			• Mechanisms for sponsoring cultural activities • Amount of donations for cultural activities
NGOs	• Cultural foundations’ and associations’ structures	• Number of cultural foundations and associations	• Proportion of associations that facilitate access to culture for vulnerable groups/neighbourhoods	• Proportion of the labour force working in the cultural sector (voluntary and non-voluntary)



CHAPTER 4 – FOURTH LEVEL: ASSESSMENT OF SOCIAL COHESION BY VULNERABLE GROUPS

1. Persons belonging to minorities

1.1. Situations

a. Equity in the enjoyment of rights/non-discrimination

Questions	Indicators
1. Are the conditions in place to ensure that the rights of minorities are upheld?	Education • Consideration of the specific educational needs of travellers Areas where the minority is actually a minority • Equity in access to school • Acknowledgment of ethnic minority cultures in school curricula • Freedom of choice of religious instruction Specific areas where the minority is in the majority • Teaching in the minority language and bilingualism • Freedom to be taught in the minority language • Freedom to set up specific schools Social services • Availability of administrative forms in minority languages or dialects • Acknowledgment of the specific characteristics of travellers with regard to access to their rights and benefits Health • Acknowledgment of the specific cultural characteristics of minorities in the health services, in conformity with human rights Housing • Sites available for Roma/Gypsies • Availability of basic services at sites for travelling populations • Availability of basic services at camps for minorities Cultural and religious practices • Freedom of worship • Places of worship officially recognised for religious minorities • Ease of access to translation services

Questions	Indicators
2. Are minorities discriminated against in the enjoyment of their rights and in access to their basic needs?	Employment/income • Unemployment among members of minorities • Employment of members of minorities • Job/qualifications ratio among minorities • Unemployed graduates • Relative weight in the managerial population • Complaints about recruitment discrimination • Complaints from minorities concerning unfair dismissals • Main occupational integration sectors • Sectors to which access for minorities is prohibited • Comparative poverty • Self-employment Education • Literacy of minorities • Training of teachers with regard to issues relating to minorities • Training of public officials to provide advice and support Health • Discrimination against homosexuals suffering from Aids • Incidence of tuberculosis and contagious diseases among minorities • Discrimination against minorities in access to hospitals and treatment • Comparative life expectancy • Comparative infant mortality rate • Minorities not covered by social security Housing • Ethnic or religious ghettos
3. What is the situation of religious and ethnic minorities in conflict situations?	• Refugee population • Refugees' access to employment • Refugee camps • Possibilities of sending children to school in refugee camps • Access to housing for displaced populations • Preservation of the property of displaced populations • Geographical mobility of displaced populations • Return of refugees
4. What are the risks of a deterioration in the situation of minorities and of marginalisation?	• Violent inter-communal conflicts • Armed groups • Comparative proportion of minority populations held in prison • Social mobility • Incidents on the grounds of ethnic or religious affiliations or sexual orientation • Murders on the grounds of ethnic or religious affiliations or sexual orientation • Pogroms • Members of minorities in deprived neighbourhoods • Geographical concentration

b. Dignity/recognition

Questions	Indicators
1. Are the specific characteristics of minorities recognised and are differences accepted and seen as enriching?	• Convictions for attacks on minorities • Members of minorities who have been victims of crime • Mixed membership in associations • Mixed marriages • Mixed schools • Complaints from members of minority groups concerning unfair treatment by the police
2. Is the contribution of minorities to society acknowledged and given prominence?	• Extent of the transmission of the minority's language to their children • Community media • Diffusion of minority cultures in the media • Radio broadcasts in minority languages • Visibility of minorities on television • Number of creative artists belonging to minorities • Personalities belonging to a minority who are recognised in the public arena
3. How is the dignity of minorities who are victims of conflict preserved?	• Proceedings in progress for violations of the Geneva convention in the case of ethnic or religious conflicts • Complaints lodged by imprisoned members of minorities
4. What is the danger of violence towards minorities and failure to respect their dignity being overlooked?	• Access to the national ombudsman • Minorities forgotten in official reports • Minorities forgotten in reports by NGOs

c. Personal development/autonomy

Questions	Indicators
1. Are the conditions in place to ensure the autonomy and the personal, occupational and family development of persons belonging to minorities?	Cultural minorities • Right of ethnic and religious minorities to enter into a union with members of the rest of the population • Freedom to engage in cultural practices Sexual minorities • Right of sexual minorities to enter into a union • Right of adoption for sexual minorities
2. Are autonomy, personal, occupational and family development ensured in practice for people belonging to minorities?	• Withdrawal from the school system • Illiteracy • Percentage of minorities in higher education • Access to specific study grants for ethnic minorities • Relative proportion of members of the minority in the managerial population • Analysis by socioeconomic groups • Employed members of minority groups undergoing vocational training
3. What is the situation of women in minority group families?	• Arranged marriages • Forced sterilisation • Access to education for young girls from minorities • Access to vocational training for young girls from minorities • Mobility of women from minorities • Access to public services for women from minorities
4. What are the risks of loss of autonomy and obstacles to personal development for those belonging to a minority?	• Xenophobic and racist groups and activities • Groups and activities against homosexuality • Persistent conflicts between minority groups

d. Participation/commitment

Questions	Indicators
1. Are minorities able to organise themselves to defend their interests?	• Participation in associations for the protection of minority rights • Recognised leadership • Participation of minorities in the work of political parties • Elected representatives from ethnic or religious minorities • Homosexual politicians • Trade union membership amongst minorities
2. Are minorities able to participate in/make a committed contribution to social, economic, cultural and political life?	Representative democracy • Minorities' right to vote • Comparative participation in elections • Parliamentary seats specifically reserved for the representation of minorities • Positions of influence held by people from minority groups Participatory democracy and cultural life • Involvement in community projects • Cultural activities for the protection of the heritage of religious and ethnic minorities • Events organised by homosexuals • Voluntary workers who are members of minorities
3. Are minorities who are victims of conflict able to defend their interests?	• Possibility of lodging an appeal with an international court • Possibility of political representation • Possibility of involvement in social life
4. What are the threats and opportunities with regard to minority participation?	• Participation in elections • Representation of political parties with racist, xenophobic or discriminatory policies

1.2. Basic components of life

Questions	Indicators
1. What are the expectations of ethnic and religious minorities and what is the level of their fulfilment?	• Sense of belonging to society • Sense of ethnic affiliation • Sense of belonging to the community among the children of minorities • Sense of stigmatisation felt by minorities
2. What is society's perception and awareness of minorities and how do minorities perceive themselves?	• Prejudices/stereotypes and generally accepted ideas in popular culture • Minorities' awareness of their rights • Opinion on minorities' rights • Opinion on discrimination against minorities with regard to the job market • Integration and assimilation • Perception of their future • Perception of the development of their identity • Perception of minorities' willingness to become integrated into society
3. What are the values upheld by minorities? How far do they differ from and overlap with those of society as a whole?	• Perception of communitarianism by minority groups • Feeling that the minorities' values are under threat • Existence of conflicts of values between a minority and the rest of the population

Questions	Indicators
4. What is the level of confidence within minority communities and between these communities and the rest of society?	• Minorities' attitudes to society as a whole • Society's attitudes to minority groups • Employers' attitudes to members of minorities
5. How much of a sense of solidarity is there within minorities and between minorities and "the others"?	• Voluntary or official organisations for the defence and protection of minority groups

1.3. Actions

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Ratification of the Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities, United Nations, 1992 • Ratification of the Geneva conventions aimed at "more humanity in wartime" • Ratification of the International Convention on the Elimination of All Forms of Racial Discrimination, United Nations, 1965 • Ratification of the Council of Europe's Framework Convention for the Protection of National Minorities • Ratification of the Council of Europe's European Charter for Regional or Minority Languages • Constitutional and statutory provisions on equal opportunities • Constitutional and statutory provisions against discrimination on ethnic, religious or sexual grounds • Legislation for the protection of minority languages • Minorities whose rights are recognised	• Public expenditure earmarked for integration • Public funding for organisations for the defence and protection of minority groups • Integration of the history and culture of minorities into the school curriculum • Lists of officially recognised minorities • Comparative public expenditure on health by regions strongly populated by minorities and the rest of the country • Linguistic quotas for the media	• Legislation and positive discrimination campaigns • Study grants for minorities • Total budget for improving the situation of minorities	• Ministry responsible for matters relating to minorities • Interdepartmental body responsible for issues relating to minorities • Official government body responsible for representing minorities • Co-operation between states to deal with issues relating to minorities • Interdepartmental co-operation for budget lines reserved for minorities • Inclusion of information on the impact of measures to improve the situation of minorities in regular national reports for the international institutions • Information on the Holocaust and genocide in school syllabuses • Official reports on the situation of minorities

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Legal provisions for the recognition of the rights of homosexuals • Legality of homosexuality • Freedom of expression in connection with ethnic or religious affiliation • Right to use one's name (patronymic) and forenames in the minority language			
Local authorities		• Provision of sites for Roma/Gypsies	• Local action plan for the integration of minorities	• Integration of cultural diversity in urban development projects
Firms/market		• Consideration of specific religious characteristics in food manufacture		
Media	• Rules on broadcasts in the minority language			
NGOs	• Existence of organisations to provide emergency aid to minorities who are victims of genocide	• Participation of NGOs in mechanisms for monitoring the implementation of conventions for the protection of minorities	• Organisations for the protection of minorities	• Reports to international organisations by NGOs on the situation of minorities

2. Migrants

2.1. Situations

a. Equity in the enjoyment of rights/non-discrimination

Questions	Indicators
1. Are immigrants discriminated against in any way with regard to their basic needs?	Employment/income • Job/qualifications relationship among foreign citizens compared with the population as a whole • Pay differential between the national and foreign population • Main vocational integration sectors • Access of foreign citizens to the civil service • Comparative unemployment rate of nationals and immigrants with higher education qualifications • Comparative poverty Social services • Take-up of social benefits • Access to basic social services • Access to health services Housing • Proportion of social housing units reserved for accommodating migrants • Access to rented accommodation Support structures • Ease of access to public welfare facilities • Ease of access to voluntary welfare facilities Basic services • Access to basic services • Access to basic public services • Access to banking services • Access to justice
2. Are the specific needs of immigrants catered for?	• Availability of training courses in several languages • Ease of access to translation services
3. What is the situation regarding asylum seekers and migrants in irregular situations?	• Extent of application of the Geneva convention • Access of asylum seekers to basic services • Access of immigrants in an irregular situation to basic services and housing • Ratio between the annual number of regularisations and expulsions • Proportion of successful applications for political asylum
4. Level of integration of immigrants' children (2nd generation)?	• Indicator of social mobility • Level of education • Growth of ghettos • Persons in the public eye of immigrant origin

b. Dignity/recognition

Questions	Indicators
1. How is the dignity of migrants preserved in the integration process?	• Migrants who have been victims of crime • Convictions for physical attacks • Number of physical attacks against migrants • Proportion of immigrants who appear before the courts • Migrants in prison compared with the national population • Access to language courses • Courses to learn and understand the basic aspects of the host society
2. Are the conditions in place to bring about a pluralist society?	• Consideration of ethnic and religious differences in the media • Consideration of different cultures and identities at school
3. How is the dignity of asylum seekers, irregular immigrants and seasonal workers preserved? What is the situation of migrants leaving prison?	• Conditions for sending back asylum seekers whose applications have been refused • Conditions in which seasonal workers are housed • Access to maternity hospitals for asylum seekers • Existence of a double punishment
4. What are the risks of entering into a cycle of exclusion/conflict?	• Manifestations of racism • Violence/youth crime among young immigrants or children of immigrants • Truancy among children of immigrants

c. Personal development/autonomy

Questions	Indicators
1. To what extent are immigrants' personal and family development and autonomy ensured in the country of reception?	• Participation of immigrants in continuing education or training • Proportion of immigrants without vocational training • Proportion of immigrants living apart from their family • Duration of family separation • Average length of time taken to obtain a work permit for spouses
2. How are immigrants integrated into society?	• Mixed marriages • Waiting period for naturalisation • Number of conditions for naturalisation • Residential mobility of immigrants • Occupational mobility of immigrants • Social mobility of migrants • Intergenerational social mobility of migrants
3. Are asylum seekers and irregular immigrants given any specific assistance?	• Support for those without the requisite official documents
4. What are the dangers of a lack of personal development for immigrants?	• Existence of racist groups and events • Annual number of racially motivated crimes

d. Participation/commitment

Questions	Indicators
1. What forms of involvement and dialogue are there in the host society?	• Participation in immigrants' organisations for the defence of their rights and interests • Participation of immigrants in the work of political parties • Participation of immigrants in trade union activities • Rate of immigrants' participation in elections • Presence of immigrants on lists of candidates
2. What social innovations have been developed as a result of immigrants' commitment in public life?	• Involvement in community development projects • Proportion of migrants living in a mixed neighbourhood • Image of migrants in the media • Participation in institutions and organisations
3. What opportunities are there for participation and commitment by asylum seekers?	• Existence of public debate on applications for asylum
4. What are the threats to migrants' participation?	• Existence of public debate on the participation of migrants in elections

2.2. Basic components of life

Questions	Indicators
1. What is the level of immigrants' satisfaction with regard to their situation?	• Perception of access to employment • Perception of access to housing • Perception of access to health care • Perception of access to education • Perception of access to information
2. How are immigrants viewed by society?	• Integration and assimilation • Opinion on immigrants' rights • Image of minorities and immigrants in the media and popular culture
3. Is integration a value promoted by society?	• Proportion of votes given to political parties that support integration • Opinion on anti-racism measures to be taken
4. What is the level of confidence within immigrant communities and between immigrants and the rest of society?	• Public attitudes towards immigrants • Migrants' attitude to a diverse society • Applications for naturalisation in the total immigrant population
5. What bonds of solidarity exist between different groups of immigrants and between immigrants and the rest of society?	• Mixed membership of associations

2.3. Action

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Anti-discrimination legislation • Statutory rules on the provision of translations in the public services and courts • Statutory provisions on the right to family reunification • Immigrants' voting rights at local level • Immigrants' voting rights at national level • Access of foreigners to the civil service • Freedom of worship • Freedom of movement for asylum seekers	• Proactive measures with regard to immigration	• Procedures for dealing with asylum seekers	• Existence of reception and support services • Promotion of business creation by migrants • Public funding for organisations for the defence and protection of migrants
Local authorities				• Reception and assistance centres for migrants set up by the local and regional authorities • Establishment of a leadership body to represent migrants in public affairs • Participation in land-use planning – consultation on urban development
Firms/ market		• Policies of personnel departments with regard to equal opportunities in companies	• Action by companies to regularise the position of asylum seekers	
NGOs	• Organisations for the defence of immigrants' rights		• Organisations and bodies for the defence or protection of immigrants in an irregular situation	• Reception and assistance centres for migrants set up by citizens

3. Children

3.1. Situations

a. Equity in the enjoyment of rights/non-discrimination

Questions	Indicators
1. Are the conditions in place to make the exercise of children's rights effective?	Early childhood <i>For the 0-3 age-group</i> • Existence of neonatology departments • Average number of antenatal checkups • Availability of maternity leave • Maternity benefits • Number of places in childcare facilities • Proportion of applications for places at childcare facilities turned down • Average waiting time to obtain a place at a childcare facility • Price of childcare facilities in relation to the poverty threshold • Ratio of supervisory staff to children at childcare facilities <i>For the 3-6 age-group (preschool structures such as: kindergarten, day care, nursery assistants)</i> • Number of places at preschool care facilities • Proportion of applications for places at preschool care facilities turned down • Average waiting time to obtain a place at a preschool care facility • Price of care facilities in relation to the poverty threshold • Existence of an official set of professional regulations governing childminders • Ratio of supervisory staff to children at preschool care facilities • Number of certified childminders per 100 000 inhabitants Childhood • Free education • Guaranteed school access • Surface area of leisure spaces and leisure and sports centres • Do architectural projects take account of children's needs? Adolescence • Existence of vocational guidance systems for adolescents • Existence of a public system of vocational training for young school-leavers or those who have failed at school General • Number of paediatricians • Number of beds in paediatric departments • Number of child psychiatrists • School health service

Questions	Indicators
2. Are children's rights ensured in practice? Are children discriminated against?	Health and diet • Mortality rate among children under 5 • Rate of child malnutrition • Percentage of children with eating disorders • Percentage of children whose diet places them at risk • Average children's sleeping time per day • Compulsory free vaccinations • Proportion of children vaccinated against major diseases • Percentage of children afflicted by serious contagious diseases Family • Proportion of abandoned children • Proportion of orphaned or abandoned children who have been adopted • Proportion of children placed in foster homes • Proportion of children in the care of the social services and not placed with a foster family • Proportion of children living in institutions • Separation of brothers and sisters when they are placed in foster families • Proportion of children who have been separated from their biological parents and who return to their family of origin • Proportion of single-parent families with children • Proportion of children born out of wedlock • Proportion of street children • Proportion of divorces in families with children • Rights of children who have been placed • Rights of parents of children who have been placed Education • Proportion of children of statutory school age excluded from the school system • Proportion of working children of statutory school age • Illiteracy rate among children older than the statutory schooling age • Truancy rate among schoolchildren • Possibility of tailoring the school curriculum to the individual needs of exceptionally gifted children Employment • Statutory age at which children may work • Average pay of working children compared with the average wage
3. What is the situation of children in poor or socially excluded families?	<i>Application of indicators from question 2 (take five or six depending on the criteria to be measured) for:</i> • Children in poor households • Children of households in a situation of persistent poverty • Children of travellers • Children of migrants • Proportion of children in institutions undergoing primary and secondary education
4. What are the dangers of marginalisation of children resulting from discrimination or exclusion?	• Child crime rate • Drug consumption among children

b. Dignity/recognition

Questions	Indicators
1. Are the conditions in place to ensure the dignity of children? And is the dignity of children ensured in practice?	• Ability of the medical and social system to identify and classify situations of physical and mental maltreatment, especially sexual abuse • Existence of primary/secondary/tertiary prevention mechanisms • Proportion of judicial staff trained in handling and looking after children • Possibility for children to exercise legal rights • Frequency of situations of physical or emotional maltreatment of children in families • Frequency of situations of physical or emotional maltreatment of children at school • Frequency of situations involving sexual abuse of children in families • Frequency of situations involving sexual abuse of children at school • Frequency of situations involving corporal punishment in families • Frequency of situations involving physical punishment at school • Proportion of children forced into prostitution • Existence of trafficking in children • Number of missing children per year • Existence of children affected by military operations • Existence of care centres for children forced into prostitution or living on the streets • Handling of children who appear as witnesses in court
2. Is the child's dimension in society recognised?	• Proportion of mass circulation publications that deal with child-related issues • Consideration of children's needs in the adoption of laws • Consideration of children's needs in drawing up local investment projects
3. What is the situation of children in critical situations?	• Existence of a code of conduct in institutions for the care of orphans and abandoned children • Ethical training for staff in institutions for the care of orphans and abandoned children • Existence of a quality control system in institutions for the care of orphans and abandoned children • Participation of parents in drawing up standards applied in institutions • Situation in terms of the dignity and appropriate treatment of children deprived of their freedom • Continuing training for prison staff on how to handle children
4. What are the dangers of instances of children in distress situations being overlooked?	• Existence of mechanisms for identifying domestic violence • Frequency of cases of domestic violence identified at school • Existence within the health services of mechanisms for verifying the causes of accidents involving children • Existence of hotlines for children • Frequency of calls to hotlines for children • Child suicide rate

c. Personal development/autonomy

Questions	Indicators
1. To what extent is the personal development of children ensured?	Family: compatibility between working life and family life • Parental leave • Opportunities for working part-time • Possibility of taking special leave when children are sick • Existence of flexible working hours • Proportion of workplaces with a day-care facility either on the spot or close by • Existence of care facilities before and after school hours • Possibility for care facilities to adapt their hours of operation to suit parents' working hours Education • Existence of situations in which children have too much homework • Amount of free time per week • Number of non-teaching educational staff Media/advertising • Monitoring of violence in the media • Existence of ways of protecting children as consumers • Existence of mechanisms for monitoring advertising • Number of press titles aimed at children Leisure • Proportion of children who take part in sports • Proportion of children who take part in extracurricular activities • Proportion of children who take part in a cultural activity out of school • Cost of extracurricular activities • Weekly number of hours of housework done by children
2. To what extent are children prepared for autonomy, difference, the ability to make choices and adult life?	• Participation of children in decision making concerning educational programmes • Inclusion of current affairs in school curricula • School initiatives for children to come into contact with other social and cultural situations • Existence and quality of information, and career advice centres • Proportion of children with a certain financial autonomy • Possibility given to children to choose with which parent they want to live in the event of separation/divorce • Possibility to meet both parents in the event of separation/divorce • Average age when children leave their parents' home • Legal age of majority • Legal age of criminal or civil liability • Legal marrying age • Child's gradual legal capacity • Access to contraception for teenagers

Questions	Indicators
3. What are the possibilities for children in critical situations to attain self-development and autonomy?	Support services for children in critical situations • Children suffering from a disability or learning difficulties given special support <i>Children benefiting from social action programmes (monitoring, support, personal assistance) among:</i> • Children deprived of their freedom • Working children • Street children • Children subjected to prostitution and/or to sexual abuse • Children affected by military operations • Children and adolescents who fail both at school and vocationally • Access to training and career advice for children deprived of their freedom • Access to training and career advice for children at their place of work • Flexible working hours for young workers Possibility of regaining a family environment • Proportion of abandoned children or orphans reintegrated into family structures • Administrative procedures to deal with adoption applications • Time taken to deal with adoption applications Balance between criminal and educational sanctions in the sentencing of children • Changes in the severity of sanctions • Balance between criminal and educational sanctions in the sentencing of children • Average age of children in detention structures • Average length of detention for children
4. What are the risks for children of losing their capacity for autonomy and self-development?	• Underage pregnancies • Proportion of young mothers returning to school • Children growing up in disadvantaged urban areas • Proportion of delinquent children who reoffend • Quality of the legal protection systems for children

d. Participation/commitment

Questions	Indicators
1. Are children able to defend their interests?	• Listening to children's problems at school • Protection of children's physical and moral integrity in criminal legislation • Possibility for children to access social services by themselves
2. Are children able to participate/become involved in public life?	• Existence of representative structures for children at local, regional, national or European level • Proportion of children who are members of an association
3. What are the opportunities in terms of citizenship for children living in disadvantaged areas?	• Proportion of children in disadvantaged urban areas reached by active citizenship programmes
4. What are the threats to/opportunities for the various forms of children's participation?	• Consideration of children's opinions in policy programmes concerning them

3.2. Basic components of life

Questions	Indicators
1. How do children perceive their situation?	• Feeling of being taken into account in society • Feeling of being stigmatised • Perception of the child as having rights and as a member of society • Children’s perception of their responsibilities • Children’s image of adults
2. How do adults perceive children and how aware are they of their responsibility towards them? (Responsibility not merely in parental but also social terms.)	• Feeling of responsibility toward children and new generations • Children’s sense of responsibility towards people close to them • Awareness of the value of the things • Adults’ image of children • Image of children portrayed by institutions • Extent to which society regards society and the family as revolving around the child
3. What values are upheld by children and young people? To what extent do they represent an opportunity for or a threat to social cohesion?	• Children’s sense of political affiliation • Children’s feeling of social usefulness or lack of it • Feeling of affiliation/disaffiliation among children
4. What is the level of confidence between the generations, in the future and among children themselves?	• Children’s feeling of confidence in the future • Children’s self-esteem and self-confidence
5. What bonds of solidarity exist with regard to children?	• Forms of mutual help and guardianship • Formation of intolerant groups among young people

3.3. Actions

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Reference to children’s rights in the constitution • Reference to children’s rights in legislation • Ratification of the European Social Charter and application of the articles concerning children and families • Ratification of the Convention on Contact concerning Children • Ratification of the European Convention on the Exercise of Children’s Rights • Ratification of the European Convention on Recognition and Enforcement of Decisions concerning Custody of Children and on Restoration of Custody of Children • Ratification of the European Convention on the Legal Status of Children Born out of Wedlock • Ratification of the European Convention on the Adoption of Children • Ratification and application of the convention against torture of the Council of Europe concerning children • Ratification and application of the United Nations Convention on the Rights of the Child and its protocol • Ratification of the ILO Convention on the Worst Forms of Child Labour • Existence of a legal provision prohibiting corporal punishment	• Public expenditure per child • Family allowances • Single mother allowance • Allowance for families with three or more children • Accreditation and registration of institutions or persons taking care of children • Priority given by authorities to expenditure on infrastructure for young people and children	• Level of legal proceedings against producers and consumers of child pornography • Number of cases tried/number of cases discontinued in matters involving children	• Existence of a ministry of child affairs • Existence of a committee on child affairs in national parliaments • Existence of periodical reports on the situation of children • Existence of a specific court for children • Existence of an ombudsman for children • Existence of an inter-ministerial body for children • Existence of parental education training

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Existence of legislation against paedophile pornography • Legislation and legal proceedings against sex tourism in the tourist's home country • Existence of a registration system for new-born babies • Laws on bioethics • Rights of abortion			
Local authorities		• Allowance for home help • School bus service		
Firms/ market	• Existence of ethical charter on child labour • Existence of ethical rules on the sale and manufacture of merchandise aimed at children	• Flexible time management for working mothers and fathers of very young children		
Specialised institutions and hospitals	• Number of reception facilities • Reception capacity of reception facilities • Proportion of private institutions with state accreditation			
NGOs	• Number of associations defending children's rights			
Family			• Frequency of adoption applications	• Proportion of successful adoption applications

4. Elderly people

4.1. Situations

a. Equity in the enjoyment of rights/non-discrimination

Questions	Indicators
1. Are the conditions in place for the exercise of elderly peoples' rights?	Income • Statutory minimum number of working years to qualify for a pension • Possibility of transferring the pension to the spouse on death • Ratio between the minimum old age allowance and the poverty threshold Health • Medical treatment of elderly people • Access to medicine for elderly people • Possibility to spend long periods in hospital Housing • Availability of day-care centres Support • Availability of home care services • Financial accessibility of home care services • Level of training of non-professional carers • Possibility for non-professional carers to work part-time Transport • Cost of public transport
2. Are elderly people discriminated against in their access to rights and services?	Income • Comparative average taxable income • Elderly people without a contributory pension • Elderly people who receive a minimum old age allowance • Comparative average retirement pension • Pension increases in relation to inflation • Income of elderly people set aside for dependency-related expenditure • Income of elderly people allocated to health expenditure Health and social cover • Life expectancy of elderly people • Elderly people without health insurance • Comparison of health care expenses paid Housing • Standard of comfort of the accommodation of elderly people living alone • Elderly people with a telephone • Comparative access to property • Availability of holidays for elderly people Support • Elderly people living alone and without a home help • Dependent elderly people able to avoid having to go to a care institution • Elderly people provided with a home help Families • Elderly people living with their families

Questions	Indicators
3. What is the situation of the most disadvantaged elderly people?	• Social assistance for elderly people without an income • Local social assistance for elderly people without an income • Proportion of elderly people provided with social assistance • Elderly people living below the poverty threshold • Percentage of elderly people living in social housing • Elderly people without fixed abode • Elderly people who receive food aid
4. What are the risks with regard to the exercise of elderly peoples' rights?	• Ratio between contributory and capitalisation pension schemes • Ratio between the working population and the number of elderly people

b. Dignity/recognition

Questions	Indicators
1. Is the dignity of elderly people secured?	• Abandonment of elderly people • Proportion of elderly people who are maltreated • Elderly people robbed of their property • Proportion of elderly people who receive legal aid
2. Is the role of elderly people in society valued and recognised?	• Formal transmission of knowledge and skills between the generations • Number of municipalities with a senior citizens' consultative committee • Existing contacts between the generations • Child-minding jobs for elderly people • Taking account of the experience of elderly people in community life
3. Is support given to the most vulnerable elderly people, especially the over 80s?	• Elderly people unable to attend to their essential needs • Cases of elderly people being neglected • Dependent elderly people who have a home help
4. Is psychological and human support provided for elderly people at the end of their lives?	• Access to support services for dying people • Elderly people who die alone • Burial costs borne by the municipality

c. Personal development/autonomy

Questions	Indicators
1. Is it possible for people reaching retirement age to plan a new life?	• Gradual move into retirement • Early retirement • Paid employment for elderly people
2. To what extent do elderly people develop a new life?	Skill acquisition • Access to measures to prepare people for retirement • Elderly people who benefit from adult training measures • Elderly people who are members of the municipal library • Frequency with which elderly people go out in relation to their wishes • Elderly people who have and use a computer Participation in working life • Elderly people who have been re-approached by their former employer(s) • Elderly people engaged in economic activities • Percentage of elderly people in paid employment • Elderly people who run a crèche • Elderly people who produce a publication • Elderly people who give lessons
3. What is done for elderly people living alone?	• Elderly people living alone and without a home help • Elderly people living alone with access to a day centre or social club • Family contacts of elderly people living alone • Contacts with neighbours for elderly people living alone • Contacts with professional support services
4. What are the risks of elderly people becoming marginalised?	• Elderly people who have no social life once they retire • Elderly people living in purpose-built flats/homes

d. Participation/commitment

Questions	Indicators
1. To what extent are elderly people represented in bodies defending (or meant to defend) their interests?	• Representation of elderly people in decision making at retirement homes • Representation of elderly people at hospitals
2. Are elderly people able to participate in formal democracy?	Formal democracy • Comparative proportion of elderly people who vote in elections • Elderly people elected to political office • Elderly people who are active members of voluntary associations • Comparative participation of elderly people in the work of political parties Participatory democracy • Comparative participation of elderly people in the work of associations • Proportion of elderly people among the directors of sports associations Social democracy • Comparative percentage of elderly people who are members of trade unions
3. Are the interests of elderly people in the greatest difficulty properly defended?	• Existence of associations or specific organisations • Existence of legal protection • Number of unofficial helpers
4. What are the risks of non-participation among elderly people?	• Exclusion of elderly people from family decisions

4.2. Basic components of life

Questions	Indicators
1. What are the expectations and level of satisfaction of elderly people?	• Elderly people’s perception of their own image • Elderly people’s satisfaction with regard to services • Elderly people’s satisfaction with regard to their living conditions • Financial satisfaction • Satisfaction with pension
2. What is society’s perception of elderly people and the sense of responsibility for them?	• Perception of the main problems encountered by elderly people • Degree of responsibility perceived towards elderly people • Respect from others felt by elderly people • Perception of the ability of families to take care of elderly people • Opinion on freedom of choice for elderly people • Perception of the role played by elderly people in political life
3. What are the values upheld by elderly people? How do these differentiate from society’s dominant values, and in which respects do they represent a factor of balance?	• Convergence of principles/values between young people and the elderly • Extent to which young people take account of the experience of elderly people • Acceptance of modern developments by elderly people
4. What is the level of confidence of elderly people in the generations that come after them? What is the citizens’ level of confidence as regards the treatment of elderly people?	• Citizens’ opinion of measures by the public authorities on behalf of elderly people • Public opinion on the minimum income that elderly people must be guaranteed • Opinion of elderly people on the opportunities they are given for participating in society
5. What bonds of solidarity exist between families and with other individuals or entities regarding elderly people’s needs?	• Contacts between families and elderly people • Quality of family and inter-generational bonds • Elderly people’s opinion on assistance provided by the family • Elderly people’s opinion on the assistance provided by the community

4.3. Action

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Existence of constitutional or legislative provisions on descendants' obligations towards their ascendants • Procedure for mortgaging elderly people's assets to meet descendants' debts • Existence of laws on the representation of elderly people on management boards	• Expenditure on behalf of elderly people as a percentage of GDP • Tax concessions for families housing elderly people • Dependence allowance		• Consultation of elderly people's representatives when decisions are taken • Existence of a body for holding consultations with representatives of elderly people
Local authorities		• Funding of day centres		• Consulting elderly people on the implementation of local plans
Firms/market		• Measures that provide ways of gradually moving towards retirement		
NGOs		• Remote services		• Social programmes that appeal for the voluntary help of elderly people
Families			• Extent to which dependent elderly people are looked after by their family	

5. People with disabilities

5.1. Situations

a. *Equity in the enjoyment of rights/non-discrimination*

Questions	Indicators
1. Are there conditions in place to ensure that the rights of people with disabilities can be exercised in practice?	• Ability of the medical and social system to identify and classify situations of disability Health • Adaptation of health services to the treatment of people with disabilities • Defrayal of additional health expenses associated with a disability • Functional rehabilitation centres • Children born with disabilities Social welfare • Physical accessibility of the general social protection system • Existence of systems of disability-dependent allowances Housing • Housing accessible to people with disabilities • Proportion of social housing units adapted to the needs of people with disabilities • People with disabilities who say they have difficulties in accessing their accommodation Education • Ordinary educational establishments with provision for students with disabilities • Educational institutions specifically designed for pupils with disabilities • Possibility of tailoring the school curriculum to individual needs • Training of teaching and administrative staff to look after children with disabilities Accessibility and transport • Public buildings that provide proper access for people with disabilities • Availability and accessibility of technical equipment designed to promote the autonomy of people with disabilities • Adaptation of public roads to permit access by people with disabilities • Adaptation of the public transport network to make it accessible in practice to people with disabilities • Ad hoc transport services Information • Accessible media • Accessibility of new ICTs to people with disabilities Vocational training and employment: • Adjustment of working hours for people with disabilities • Adaptation of the working environment • Proportion of disabled people who undergo vocational training • Compatibility of a workstation with a disabled person's ability to work • Access to teleworking Family • Home help Justice • Judicial personnel trained in the handling and supervision of disabled people

Questions	Indicators
2. Are people with disabilities discriminated against in access to common services intended for the whole population?	Health • Comparative life expectancy of people with disabilities • Requests for hospital treatment not met • Requests for people to be placed in specialised medical institutions not met Social cover • People with disabilities without social protection • Comparative proportion of people with disabilities who do without health care for financial reasons • People with disabilities who receive a disability related pension • Flexibility between the various systems of looking after people with disabilities Housing • People with disabilities without fixed abode Education • Comparative literacy rate • Relative proportion of children with disabilities attending conventional schools with specific supervision, special schools or no school at all • Requests for children with disabilities to be enrolled at a “traditional” school not met • Children with disabilities on a waiting list for a special school as a proportion of those actually enrolled • Requests for a place at a special school not met Vocational training and employment: • People with disabilities who have had access to vocational training • People with disabilities without training in the 25-49 age-group • Comparative unemployment rate • Comparative long-term unemployment rate • Comparative employment rate • Comparative rate of non-economic dismissals • Wage differentials • Sectors that promote the vocational integration of people with disabilities • Prevalence of low-paid jobs • Prevalence of insecure jobs Justice • Possibility for people with disabilities to exercise legal rights • Information • Proportion of people with disabilities without access to information Services • Comparative rate of access to the banking system
3. What is the situation of people with disabilities in exclusion situations?	• People with disabilities placed in unsuitable institutions • People with disabilities excluded from the job market • Comparative rate of dependence on social assistance among people with disabilities <i>Application of the indicators of the second question to people with disabilities living under the poverty threshold</i>
4. What are the risks of people with disabilities becoming marginalised?	• People with disabilities living below the poverty threshold in relation to the population in general • Overindebted people with disabilities or families of people with disabilities

b. Dignity/recognition

Questions	Indicators
1. Is the dignity of people with disabilities ensured in the same way as that of the population as a whole?	• People with disabilities who have been abused or maltreated • People with disabilities who have been victims of violence • Accessibility of hotlines for people with disabilities • Number of calls received by hotlines
2. Are the human and occupational abilities of people with disabilities valued and acknowledged?	• Relationship between employment and qualifications • Disabled adults in work who have benefited from specific vocational integration measures • Scope of sub-contracts entered into between public entities, companies and sheltered employment institutions • Disabled actors, artists and/or television presenters
3. What is the situation in terms of dignity of people with disabilities who are non-autonomous and excluded from society?	• Non-autonomous people with disabilities living in their community of origin • Non-autonomous people with disabilities per number of specialised staff • Support for families that look after people with disabilities at home or day-care centres • Conditions for imprisoning people with disabilities
4. How is society evolving concerning the care of people with disabilities? What are the dangers of distress situations being overlooked?	• Abandonment of children with disabilities at birth • People with disabilities over 18 without social assistance and living below the poverty threshold • Abandonment by spouse after becoming disabled • Comparative suicide rate among people with disabilities

c. Personal development/autonomy

Questions	Indicators
1. To what extent is the personal, domestic and occupational development of people with disabilities ensured within the community?	• People with disabilities living alone and leading autonomous lives • People with disabilities with a degree or higher education diploma • People with disabilities with an upper secondary education qualification • People with disabilities in senior civil service posts • People with disabilities who start a family as a proportion of the population as a whole • Frequency of human contact for people with disabilities • People with disabilities who are financially independent • Access to sports facilities • Mixed sports events • Access to travel compared with the population as a whole • Access to cultural activities • Mixed cultural activities
2. To what extent is the autonomy and personal, family and occupational development ensured for people with disabilities in specialised institutions?	• Access to distance education and training • Day-care centres • Recreational, cultural and sports activities • Possibility for families to stay
3. What is the situation in terms of personal, family and occupational development of people with disabilities excluded from society and not taken into care by specialised institutions?	• Non-autonomous people with disabilities not taken in by specialised institutions • Medical and social services provided to people with disabilities whose need for specialised care is not met

Questions	Indicators
4. What are the risks inherent in the loss of opportunities for the autonomy and personal development of people with disabilities?	• People with disabilities who never leave their home

d. Participation/commitment

Questions	Indicators
1. How are the interests of people with disabilities defended?	• Organisations and associations of, and local platforms for, people with disabilities • People with disabilities who are members of associations for the defence of their interests • Organisations for monitoring and defending the rights of people with disabilities • Consideration of disabilities in political manifestos
2. What is the participation/commitment level of people with disabilities in all forms?	• Involvement of people with disabilities in community affairs and local politics • People with disabilities who are elected representatives • Trade union membership of people with disabilities • Turnout of people with disabilities in elections • Membership of associations of people with disabilities • Voluntary workers among the disabled
3. How are the rights of non-autonomous and excluded people with disabilities defended?	• Participation of families of non-autonomous people with disabilities in associations • Possibility for people with disabilities placed in specialised institutions to exercise their civic rights and duties
4. What are the limits to the participation of people with disabilities and their families?	• Voting by proxy for people with disabilities

5.2. Basic components of life

Questions	Indicators
1. What is the satisfaction level of people with disabilities and their families with regard to their expectations?	• Perception of access for people with disabilities to services and events • Feeling of being patronised
2. How are people with disabilities perceived in society?	• Perception of our feelings in the presence of a person with disability • Perception of the feelings of others in the presence of a person with disability • Prejudices and attitudes to people with disabilities • Companies that employ people with disabilities • Responsibility perceived by society with regard to guaranteeing a certain standard of living for people with disabilities • Image of people with disabilities in the media
3. What are the values upheld by people with disabilities?	• Associations for the protection of people with disabilities that have ethical charters

Questions	Indicators
4. What is the level of confidence of people with disabilities in the rest of society and in themselves?	• People with disabilities' perception of society's ability to look after them • People with disabilities' awareness of their rights
5. What bonds of solidarity exist between families and a person with disabilities?	• Perception of people with disabilities and their family regarding the existence of bonds of solidarity in their local environment

5.3. Action

	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Signature and ratification of the European Social Charter and the revised European Social Charter • Consideration of disabilities in legislative instruments • Recognition of helper status • Constitutional and legal provisions on equal opportunities and non-discrimination • Provisions enabling people with disabilities to live independently at home • Statutory provisions to help people with disabilities to access information • Legal provisions to promote mobility and permit access to places open to the public	• Public expenditure for maintaining the income of people with disabilities • Public expenditure for the vocational integration of people with disabilities • Public expenditure for providing care to people with disabilities • Tax incentives to convert housing and public places to improve their accessibility for people with disabilities • <i>Per capita</i> state aid for special schools • Tax arrangements associated with the specific needs of people with disabilities • Mainstreaming of issues relating to people with disabilities • Mechanisms for the primary/secondary/tertiary prevention of abuse against, and the maltreatment of, people with disabilities	<i>Positive discrimination for people with disabilities:</i> • Existence of quotas on the employment of people with disabilities • Differentiation in the employment services • Protection of people with disabilities from dismissal • Measures to assist companies aimed at promoting people with disabilities' access to jobs • Provision of specific rights for people with disabilities	• Measures to support carers • Existence of an inter-ministerial co-ordinating body on matters relating to people with disabilities • Existence of a ministry specifically in charge of dealing with problems relating to people with disabilities • Existence of a body or mechanism for consulting people with disabilities (example: French National Council of People with Disabilities)
Local authorities	• Rules concerning the issue of building permits	• Adaptation of public transport to accommodate people with disabilities		• Contracts with sheltered employment institutions

	Originating action	Regulatory action	Remedial action	Facilitating action
Firms/ market	• Reorganisation of working hours for those who help a person with disabilities (family, assistants, etc.) • Existence of in-house charters for the employment of people with disabilities	• Representation of disabled workers on bodies representing company staff • Use of public aid by companies to facilitate access to employment by people with disabilities	• Adaptation of workplaces	• Sub-contracts between companies and sheltered employment institutions
NGOs		• Financial, material or technical support	• Psychological support for families	• Political lobbying
Families			• Proportion of households involved in supporting people with disabilities outside the family	

6. Women

6.1. Situations

a. Equity in the enjoyment of rights/non-discrimination

Questions	Indicators
1. Are the basic needs of women provided for and are there equal opportunities between the sexes?	• Job/qualifications relationship among women compared to men • Pay differential between men and women • Difference in access to education • Difference in the rate of social security cover
2. Are the specific needs of women provided for?	• Maternity leave benefit • Availability of day nurseries • Reasons for not taking the entire maternity leave • Access to family planning • Access to (free) women's contraceptives • Cover of abortion costs by social security • Choice of gynaecologist • Average waiting time to obtain an appointment with a gynaecologist • Monitoring the health of prostitutes
3. What is the situation of single-parent families where the parent is a woman?	• Households made up of single women with a child or children • Households made up of single working women with a child or children living below the poverty threshold • Single parents' access to family allowances • Single women with children under the supervision of the social services
4. What are the risks of women becoming victims of exclusion or marginalisation? What avenues are available to women to assert their rights?	• Women without fixed abode • Ratio of men to women in insecure jobs • Access to counselling and support services for women

b. Dignity/recognition

Questions	Indicators
1. Is the dignity of women ensured?	• Women who are victims of domestic violence • Women who have been victims of sexual attacks • Women who are victims of harassment at their place of work • Legal position of women with a residence or work permit dependent on their spouse • Women who are victims of human trafficking
2. Is the place of women in society recognised?	• Retention of maiden name in marriage • Proportion of widows without a widow's pension and without means
3. How are women in the most vulnerable groups treated?	• Accommodation of homeless women • Women who legally engage in prostitution • Women's prison conditions
4. What is the danger of situations of violence and failure to uphold the dignity of women being overlooked?	• Undeclared cases of domestic violence against women • Early pregnancies • Deaths linked to sexual violence or illegal abortions • Maltreatment of women in detention

c. Personal development/autonomy

Questions	Indicators
1. Extent of provision for women's personal development and autonomy	• Access to training of women over 45 who have brought up children and have no training
2. Extent to which the personal development of women enables them to integrate into society under conditions of equal opportunities	• Women's entrepreneurship • Unemployed women with access to training • Women with a higher qualification • Decision-making posts held by women • Unemployed women who have completed training courses and found a job • Women employed in sectors not traditionally female • Decompartmentalisation of traditionally male and female jobs and posts
3. Are the women living in the most vulnerable conditions given special support for their personal development (training, loans, advice, etc.)?	• Vocational integration sectors with a high proportion of immigrant women • Single women with children in vocational training
4. What are the risks of exclusion from employment for women?	• Dismissals after maternity leave

d. Participation/commitment

Questions	Indicators
1. Are women able to make their presence felt in public life?	• Level of information on equal opportunities legislation • Incidence of family voting • Number of women in senior civil service posts
2. Are women able to participate/become involved?	• Eligibility of women to stand for public office • Proportion of seats held by women in national parliaments • Level of women's membership of trade unions • Comparative participation of women in elections • Representation of women working for voluntary organisations • Participation of women in artistic, cultural and sports projects
3. Are women belonging to the most disadvantaged groups able to defend their interests?	• Existence of organisations of women immigrants or female members of ethnic minorities
4. What are the threats to/opportunities for the participation of women?	• Increase in religious or ideological pressure

6.2. Basic components of life

Questions	Indicators
1. What are women's levels of satisfaction with regard to their situations?	• Women's satisfaction with their place in society
2. How does society perceive women? How do women view themselves?	• Image of women in the media, more specifically in advertising • Frequency of appearances of women in the media
3. Are gender issues a value upheld by society?	• Public opinion on equal opportunities
4. What is the level of women's confidence in their own abilities?	• Fear of losing one's job • Existence of a feeling that their social mobility is being impeded
5. What bonds of solidarity are there between women and between the sexes?	• Perception of bonds of solidarity between women • Perception of bonds of solidarity between the sexes

6.3. Actions

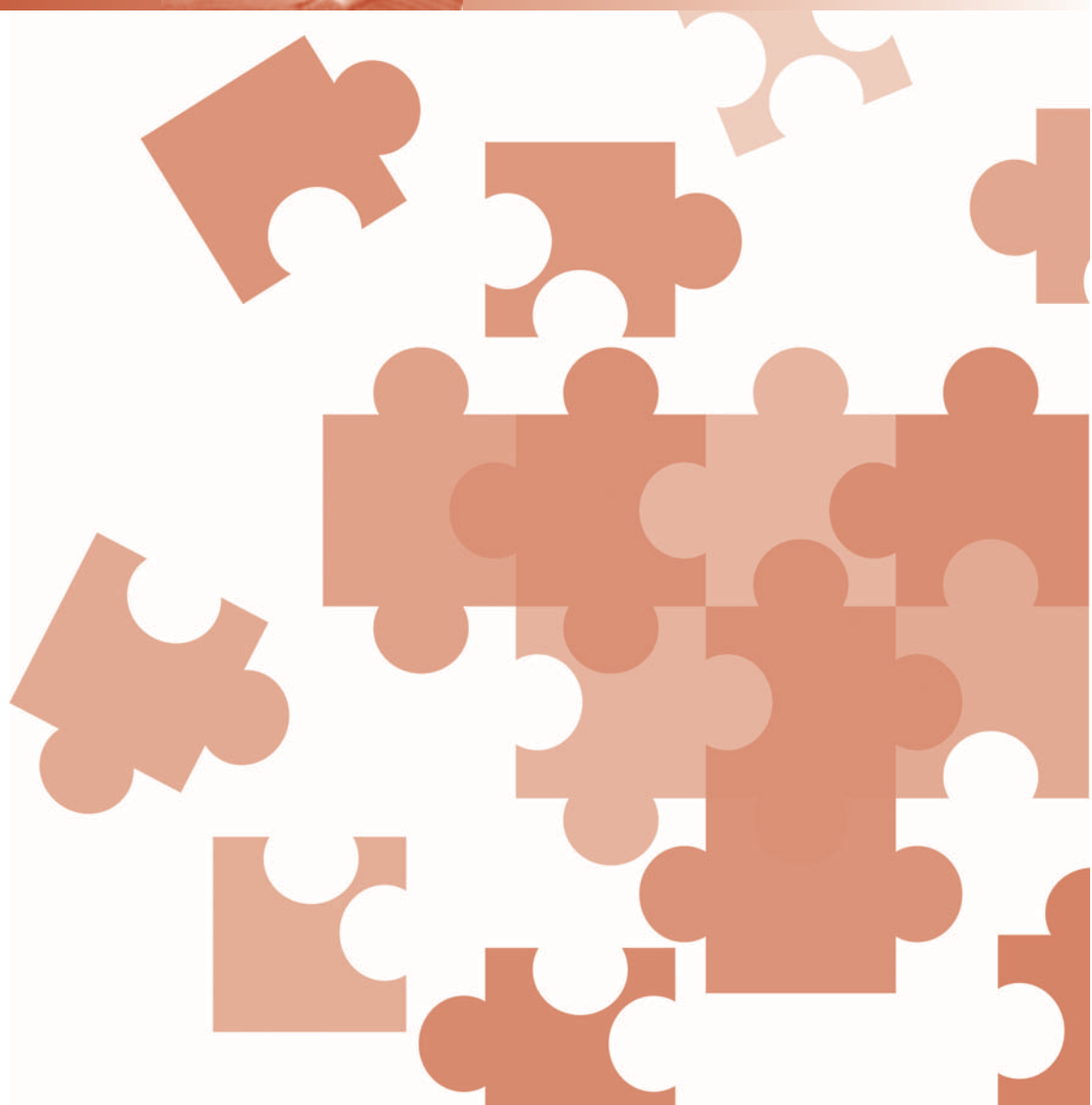
	Originating action	Regulatory action	Remedial action	Facilitating action
Central government	• Statutory provisions on equal opportunities • Statutory provisions concerning domestic violence • Statutory provisions concerning trafficking in women • Legality of abortions • Statutory provisions on taking account of motherhood with respect to matters relating to retirement pensions • Statutory provisions on the social protection of prostitutes	• Expenditure on equal opportunities • State grants for supporting women's associations • State grants for international NGOs active in the field of women's rights • Single parents' allowances	• Active policies for preventing the abuse and exploitation of women • Active policies for the protection of women against domestic violence • Quotas for women in public life	• Promoting equal opportunities through vocational guidance • Screening campaigns for specific cancers • Existence of a ministry responsible for issues relating to equality between men and women • Number of bills before parliament relating to women
Local authorities		• Local and regional authorities' equal opportunities budget		
Business sector	• Company equal opportunities charters	• Support for women's entrepreneurship		
NGOs			• Support for women who have been subjected to violence	

Part V

From knowledge to action Practical application of the guide and prospects



Social cohesion



INTRODUCTION

The previous parts of the *Methodological guide* have primarily been devoted to developing a shared knowledge and understanding of social cohesion, putting forward a suggested approach for devising a strategy or action plan. The aim of this part of the guide is to look at the design, implementation, monitoring and assessment of these strategies and action plans.

Drawing up an agreed strategy or action plan is the culmination of a multi-staged process from data collection, through building up knowledge and understanding and finally deciding on the type of action to be taken. This cannot be addressed without using concrete examples of this process in action. Accordingly, this part of the guide focuses on examples of how it has been used to date in the framework of the co-operation with the Strasbourg Urban Community (CUS), the Committee for Economic and Social Issues of Portugal, the statistics departments of the Walloon Region, the French national statistics institute and ad hoc working groups in the Czech Republic and Bulgaria.

At this stage, these experiments, which began in June 2003, seem relatively limited in scope, and it is therefore not yet possible to learn all the lessons one might hope. So far, none of the practical applications of the guide have yet reached the stage of drawing up a strategy or an action plan or even the stage of monitoring its implementation, which is the ultimate objective.

None the less, a number of significant initial lessons can be learned regarding the value of the guide in relation to the strategies and action plans, and for pointing the relevant work in that direction.

Part V will therefore look at:

- a general presentation of the trials carried out (Chapter 1);
- the lessons to be learned at this stage of the experiments (Chapter 2);
- a number of questions remaining concerning the link between knowledge and action, for which the various examples of the practical application of the guide have not yet provided clear-cut answers and which will therefore require further research (Chapter 3).





CHAPTER 1 – PRESENTATION OF THE TRIALS CARRIED OUT

There have been two types of trials, carried out between June 2003 and June 2004:

- those carried out in individual countries, at national, regional and local level;
- those carried out in the different Council of Europe operational departments and certain intergovernmental committees.

1. The trials carried out in the field

The trials in the field were carried out at various levels:

- at national level in Portugal, France, the Czech Republic and Bulgaria;
- at regional level in the Walloon Region of Belgium;
- at local level in the Strasbourg Urban Community (CUS).

These trials at various levels have confirmed the validity of the approach, regardless of the geographical area in question. Each trial could only cover a small part of the guide. The following table summarises the trials and the levels at which they have been carried out:

Table 17: Levels of analysis and trials lead at various geographical levels

	Strasbourg Urban Community	Walloon Region (Belgium)	Portugal	France	Czech Republic	Bulgaria
Level 1: analysis of trends						
Level 2: analysis of social cohesion as a whole						
Level 3: analysis by area of life					Employment Income Health	
Level 4: analysis by vulnerable groups	The elderly					Minorities Children

Key:

	Trials for stages up to and including the choice of indicators and gathering of relevant data.
	Trials for stages up to and including the choice of indicators.
	Less detailed trials to analyse the relevance of the proposed approach.

In line with the ethos of the guide and wherever possible, all the trials were conducted by means of a partnership involving all the relevant players in the geographical entity concerned:

- in the Strasbourg Urban Community, the trials were conducted under an already existing scheme (OSCAR – concerted social observation for renewed action), which itself was also based on the idea of developing shared knowledge among different players to draw up an action plan. Applying the data sheet on elderly people was, accordingly, a way of putting the OSCAR scheme into practical use in this field, bringing together representatives of the various players concerned (municipal services, central government services at local level, associations and NGOs working with the elderly, homes for the elderly, companies providing services for the elderly, etc.);
- in Portugal, Level 1 (“Analysis of trends”) of the guide was put into application by the Committee for Economic and Social Issues comprising representatives of the main social partners at national level (employers, trade unions, local authorities, NGOs, government representatives, etc.);
- in the Walloon Region of Belgium, work was undertaken in conjunction with the statistics unit to provide the NAP-Inclusion Monitoring Committee with indicators on public action relating to social cohesion (Level 2 of the guide, “Analysis of social cohesion as a whole”). The NAP-Inclusion Monitoring Committee is itself an official partnership to oversee the action plan, as called for by the European Commission;
- in France, Level 1 was analysed together with INSEE-Strasbourg (the French national statistics institute) up to the data collection stage at this level;
- in the Czech Republic and Bulgaria, trials were carried out with the help of an ad hoc group comprising various players at national level, including representatives of ministries, companies, trade unions and NGOs working in the sector(s) concerned.

2. The trials in the operational departments and intergovernmental committees

The tables of questions and indicators in Levels 3 and 4 (“Analysis by area of life” and “Analysis by vulnerable groups”) were systematically analysed with various Council of Europe operational departments in liaison with the respective intergovernmental committees. This helped to confirm the validity of the questions and indicators and develop them still further in the light of each department’s experience. It also made it possible to include questions and indicators specific to each field as perceived by the Council of Europe. As a result, the tables reflect the priority concerns identified within the Organisation and may be used as a monitoring tool by its departments and intergovernmental committees.

The approach put forward thus cuts across the different areas of life and vulnerable groups which are the focus of the Council of Europe’s activities, making comparisons and compilations of data much easier. Some examples are:

- with regard to migrants, in the course of several working meetings a number of suggested monitoring indicators were drawn up, currently being validated by the European Committee on Migration (CDMG);
- for people with disabilities, the tables of indicators were presented to the Working Group on the Council of Europe Disability Action Plan;
- the “children” data sheet was presented to the Childhood Forum in late April 2004.

This activity helped draw up questions and indicators for other subjects or vulnerable groups, following the same methodological approach. One example was young people, referring to the transition phase between children and adults (15-30 years) as part of the Council of Europe Integrated Project “Responses to violence in everyday life in a democratic society”.⁷⁶

76. With the support of the Council of Europe’s Integrated Project on “Responses to violence in everyday life in a democratic society”, the Social Cohesion Development Division carried out an analytical study of violence and social exclusion in disadvantaged urban areas and conducted case studies in six European cities (London, Naples, Sofia, Moscow, Amsterdam and Barcelona). The results were published in two of the *Trends in Social Cohesion* series, See Council of Europe, April 2004 and November 2004. A guide on integration policies for young people in disadvantaged areas, together with appropriate indicators, is currently being prepared.

CHAPTER 2 – INITIAL LESSONS LEARNED FROM THE TRIALS



As stated, the trials confirmed and helped refine the methods and tools proposed. Among the lessons learned, we could distinguish those related to:

- the conceptual framework;
- the method adopted;
- choice and development of indicators;
- building up a common understanding and a concerted action plan.

1. Lessons relating to the conceptual framework

a. Positive aspects

Generally speaking, in all the trials carried out, at national, regional or municipal level or in the operational departments looking at specific areas of life or vulnerable groups, the proposed overall concept was well understood and regarded as providing a broad and relevant framework for the choice of questions and relevant indicators which needed to be taken into account. These included:

- the four dimensions of well-being, covering all questions relating to human rights in the broad sense. Dignity and mutual recognition introduce the idea of diversity supplementing equity in the enjoyment of rights and non-discrimination. The personal, family and occupational development dimension is also fundamental as it includes the idea of progressing through the journey of life. Lastly, participation and commitment fully reflect the idea of citizenship, which is essential for renewal and which increasingly emerges as a core component of democracy in modern societies;
- it also became clear that the distinction between the four types of public action provided a framework making it easier to classify measures, identify how the actions of the various players tied in with each other, and consider those aspects that were lacking.

b. Limits

The main limit encountered in applying the conceptual framework concerned the basic components of life. Although their paramount importance was recognised, it is generally rather difficult to find relevant indicators, with the result that analysis is somewhat superficial.

This difficulty is partly to be related to the fact that concerted analysis between players, where it occurs, still takes very little account of those directly concerned. For example, the indicators in the various sectors could undoubtedly be improved by involving representatives of the unemployed, medical staff and health users involved in the “Health” indicators, student representatives in the analysis of education, and representatives of elderly people in the choice of indicators in the areas of relevance to them (see Chapter 3 below).

There are also objective difficulties in linking the basic components of life with political action. For example, it is not easy to specify how a particular policy expresses and affects the values of a society on a given issue.

2. Lessons relating to the method adopted

The methodological approach proposed by the guide, based on the idea of building up a shared knowledge and understanding among players in a given situation in order to lead to concerted action, found an extremely favourable response in the different countries and regions, coinciding, in fact, with an approach which is becoming increasingly more frequent, particularly through the impetus and encouragement of the European Union (such as economic and social committees, the NAP-Inclusion planning or monitoring committees, local and regional partnerships set up under Community initiatives) and others deriving from more local initiatives (for example, the OSCAR scheme in Strasbourg).

The idea of the players themselves developing indicators would appear to be fundamental and is one of the most appreciated points in the guide. Such broad freedom in the choice and development of indicators poses a constant problem of compatibility and comparability between levels and between different geographical entities (countries or regions). In the various trials carried out, we were continuously faced with the problem of how to reconcile freedom of choice for local players and the need for common indicators.

It is clear to the Council of Europe that imposing a set of indicators would be contrary to the guide's objectives as it is, after all, primarily a teaching resource: it offers examples of indicators and questions on which the players concerned can draw and tailor their own needs of evaluation for each context. It enables each individual or each institution (public authorities, companies, trade unions, NGOs, etc.) to express their own needs and to discover where their views coincide.

Moreover, people quite naturally become closer, with each person drawing on what the others are doing. During the trials, the tables drawn up in certain exercises were used to compile others elsewhere. With regard to the trials on Level 1, the following conclusions can be drawn:

- the trials carried out in Portugal, France and Bulgaria seem to show that there are some twenty key common or at least similar indicators which are accepted by countries;
- none the less, there are differences as to the definition of some of these indicators and the corresponding data. For example, comparing statistics on the homeless is difficult even in the case of countries which are as close as France, Germany and Italy. (In point of fact, in this specific case, Eurostat is currently addressing the issue in order to harmonise the concept and data collection methods.)

Such difficulties may emerge in all cases involving a choice of new indicators, reflecting more accurately an evolving situation. They can be partially overcome by looking at the phenomenon to be measured rather than the indicator itself. Comparison should focus more on the trends in the series of statistics than on the absolute values, and on the correlations that can be seen in relation to other phenomena.

3. Lessons relating to the choice and development of indicators

Here, as far as the choice and the development of questions and indicators is concerned, the main lessons learned from the trials were as follows:

- the system of four successive questions for each of the dimensions of citizen well-being provides a structured framework for addressing the key questions. The trials helped clarify this system: the

first question relates to whether the conditions are in place to ensure equity in access to rights, the second relates to whether this is ensured in practice, etc. This helps draw the boundary between action indicators (input) and action results (output). For example, the number of hours devoted to teacher training is an action indicator (input), whereas teachers' average training level is a situational indicator (output) (see, on the CD-Rom, the sheet concerning "Education");

- the diversity of the dimensions looked at in the Council of Europe's activities led to a considerable increase in the number of indicators in the areas of life and vulnerable groups. Given the sometimes large number of indicators for the same question, they were occasionally grouped together, making it easier to understand the logical links between indicators;
- with regard to the choice of indicators, it was noted that some indicators which were viewed with interest in west European countries were not perceived in the same way in the countries in transition or in the new European Union member states, and vice versa.

4. Lessons relating to the building up of shared knowledge and a concerted action plan

The trials carried out this far have not led to any lessons for drawing up a concerted action plan. The furthest the trials have gone was the collection of data on two different dates.

However, in the light of experience, it is possible to put forward a suggested staged approach, particularly for Levels 3 and 4 of the guide (areas of life and vulnerable groups).

- The first stage is the choice of indicators: above all, this concerns the four dimensions of well-being and the basic components of life. This ensures that consensus is reached on what needs to be observed.
- Stage two involves checking on whether data is available for these indicators or whether a specific survey needs to be carried out. It is important to cast the net wide and draw on a wide variety of sources: for example, NGOs, trade unions, etc., have their own data. It might prove useful sharing responsibility for gathering data.
- The third stage is to fill out the "Who is doing what?" table. The indicators given as examples illustrate lines of possible action and others can be added to take account of all the steps taken in the area of life or vulnerable group in question.
- Stage four involves identifying the gaps between the action taken and the situation as it stands. This should make it possible to see where further or new action is needed.
- The final stage is the drawing up of a concerted action plan and the allocation of responsibilities for implementation.



CHAPTER 3 – QUESTIONS REMAINING TO BE ADDRESSED AND LINKING KNOWLEDGE TO ACTION

The trials carried out over the course of a year (June 2003–June 2004) have confirmed the validity of the guide’s content and approach and have helped refine and improve the concepts and methods, particularly as regards the choice of proposed indicators.

Nevertheless, it was not possible during the trials to cover the complete cycle covering the building up of knowledge, devising the action plan, monitoring and assessment, rectifications, etc. In this chapter we shall attempt to identify the aspects that need to be looked at in greater depth.

There are three areas to be addressed:

- completion of the full cycle between knowledge and action and the various questions to which that may give rise;
- involvement of the people concerned (beneficiaries, users, citizens, etc.) in analysis and consultation/dialogue, essential for ensuring the feasibility and validity of the exercise;
- lastly, the relationship between the different levels of assessment and action (local, regional, national, European).

1. Completing the full cycle linking knowledge and action

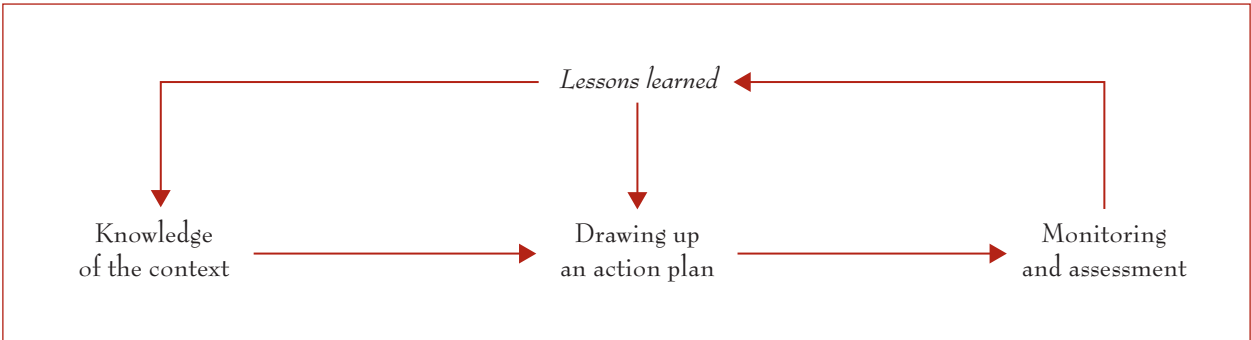
The trials enabled us to test the stages from analysing social cohesion to drawing up an action plan (see previous chapters).

To complete the process and link knowledge and action, the following stages need to be incorporated:

- implementation of the action plan, involving the allocation of responsibilities and the setting up of a monitoring system;
- assessment (*ex ante*, during and/or *ex post*);
- learning from experience and making the necessary changes to the action plan.

Figure 10 represents this cycle in a generic and simplified way.

Figure 10: Simplified link between knowledge, action and assessment



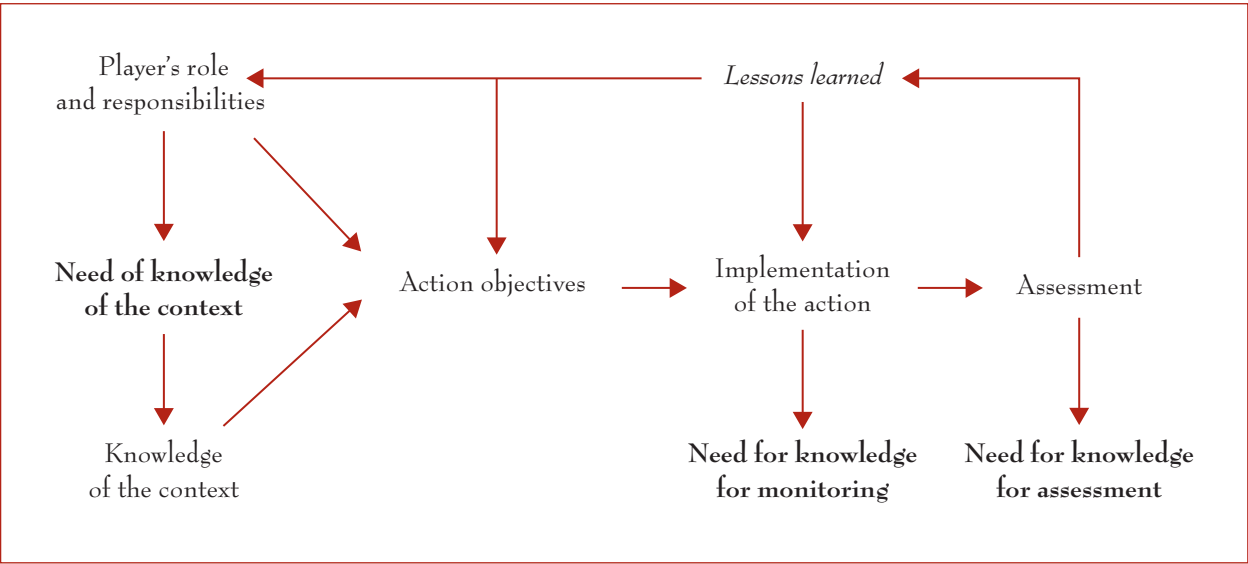
Looked at from the angle of shared responsibility, this cycle can be seen from two points of view:

- that of each player (individual or group/institution), analysing their action in relation to their own objectives and responsibilities;
- that of all the players in a given area linking their analyses and actions through a framework of shared responsibility.

a. The point of view of each actor

The factors to be considered can be represented as in the following figure 11.

Figure 11: Link between knowledge, action, assessment and players' responsibilities



The above diagram shows the three knowledge needs which apply to each player:

- the need for knowledge of the context, reflected in the questions on social cohesion in the relevant geographical area;
- the need for knowledge in order to monitor the action taken, reflected in questions on what is being done;
- the need for knowledge for assessment purposes, reflected in questions on the results and impact of the action, on efficiency and effectiveness, its relevance and that of its objectives, consistency between objectives and action anticipated or carried out, etc. These questions need to be asked when the action plan is being drawn up (*ex ante* assessment), when it is being implemented (assessment during) and once it has been completed (*ex post* assessment).

In the light of these needs, emphasis must be placed on the requisite qualities of the indicators and data in each case, as shown in Table 18:

Table 18: Qualities required for indicators and data for each of the types of knowledge required in the knowledge-action cycle

	Need for knowledge	Priority criteria in choice of indicators	Qualities required in the data
Context	General understanding of social cohesion Immediate knowledge of urgent situations	Ability to cover the various components of social cohesion Ability to draw attention to aspects requiring action	Broad relevance Focused relevance
Monitoring of action	Knowledge of the implementation of the action Identification of any errors in implementation	Ability to draw attention in good time to aspects that need to be corrected	Immediate availability Regularity
Assessment of action	Results and impact Efficiency and effectiveness of the action Coherence Relevance of objectives	Ability to reflect the situation	Reliability Comparability Not liable to manipulation

b. The point of view of all the players in a given area

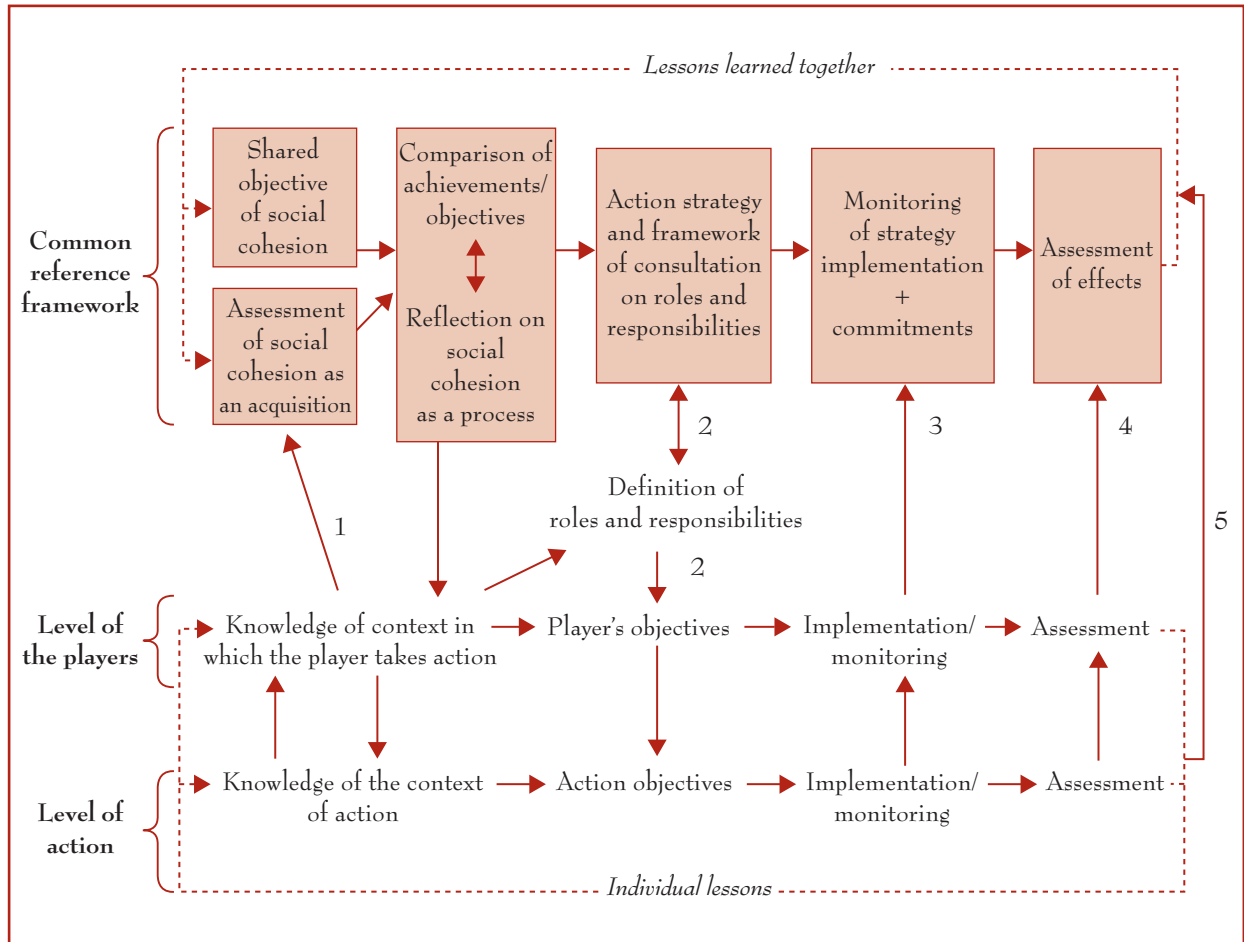
The knowledge-action-knowledge cycle becomes more complex when there are several players involved in a process of shared responsibility in a given geographical area. Linkage has to be based on a common reference framework, shared objectives, the roles and responsibilities of each player and monitoring and overall assessment of the action taken. Figure 12 shows the links between players and specific action and a common framework.

It highlights five types of linkage (represented by numbered arrows) between the deliberation and action specific to each player and those conducted jointly within the geographical area concerned:

- the first relates to shared knowledge of social cohesion;
- the second relates to deliberation on the sharing of roles and responsibilities among the players in the light of the common objectives and available resources;
- the third relates to joint monitoring of the action taken;
- the fourth relates to everyone’s involvement in the overall assessment of the action taken;
- and the fifth to joint consideration of the lessons to be learned in order to modify objectives, strategies, responsibilities, etc.

The guide and its applications focus on the first type of link (building up shared knowledge of social cohesion). Each of the other links needs to be further explored. In particular, analysis of social cohesion as a process (of learning, negotiation between the players or becoming embodied in legislation and legal frameworks, etc.), and the links between roles and responsibilities require further development in terms of methods and specific tools.

Figure 12: Links in the shared responsibility of the players



2. Ensuring the participation of the players concerned

The difficulties in arriving at the development of a concerted action plan illustrate the challenges inherent in a collective exercise. Above and beyond the problems of availability and resources often referred to, one of the main stumbling blocks was inadequate appreciation of the importance of clarifying the sharing of responsibilities and the involvement of the people concerned (beneficiaries, users, target groups), or at least their representatives, in the process of devising the indicators and reflecting on the action plans. This sharing of responsibilities is essential for several reasons:

- it facilitates the link with the action by involving those for whom it is primarily intended;
- it helps improve the quality of the exercise: improvement of the indicators, particularly with regard to the basic components (often insufficiently developed in the proposed tables), greater reliability of the data, particularly the qualitative data;
- it provides a better response to the objectives of social cohesion in terms of participation, citizenship and better mutual understanding;
- it makes for a better sharing out of objectives (particularly with the people for whom the measures taken are intended, which is of paramount importance) and greater effectiveness as regards the action plans and programmes.

However, for various reasons, it is unfortunately only rarely that such involvement comes about, and it is not yet part of the customary approach to analysis and planning. Furthermore, it raises a number of specific questions as to methods, in particular self-assessment by the beneficiaries and players on the ground.

3. Linking the different geographical levels

The link between social cohesion responsibilities and actions at different geographical levels (local, regional, national, European) is also a field to be further developed especially the complementarity between action and assessments (as opposed to their antagonism or superposition).

This is a fundamental question. It is impossible to deal with social cohesion problems in the same way at local, regional, national or European level. At each of these levels, the questions are of a different nature. For example, the local level plays a fundamental role in the contact with and involvement of the players, direct beneficiaries and users. It is also at this level that qualitative aspects can best be perceived and taken into account. In contrast, at the higher levels it is easier to develop a more general view and to consider issues relating to regional balances and solidarity between the different geographical areas.

Without wishing to go into this complex matter, the following are a few guidelines which could serve as a basis for more detailed methodological consideration:

- first of all, it can be assumed that the principles identified for consultation and dialogue between players in a given geographical entity apply to the relationships between different levels, particularly the search for complementarity to capitalise on the roles and specific features of each individual player in a context of shared responsibility;
- devolution of responsibilities and resources is as important as the way this takes place: the principle of subsidiarity and the open method of co-ordination (OMC) put forward by the European Union are examples of this type of democratic negotiation;
- the sharing of responsibilities between various levels presupposes a pooling of information. Thought should also be given to the idea of joint and bottom-up assessments based on observations on the ground.

4. Conclusion

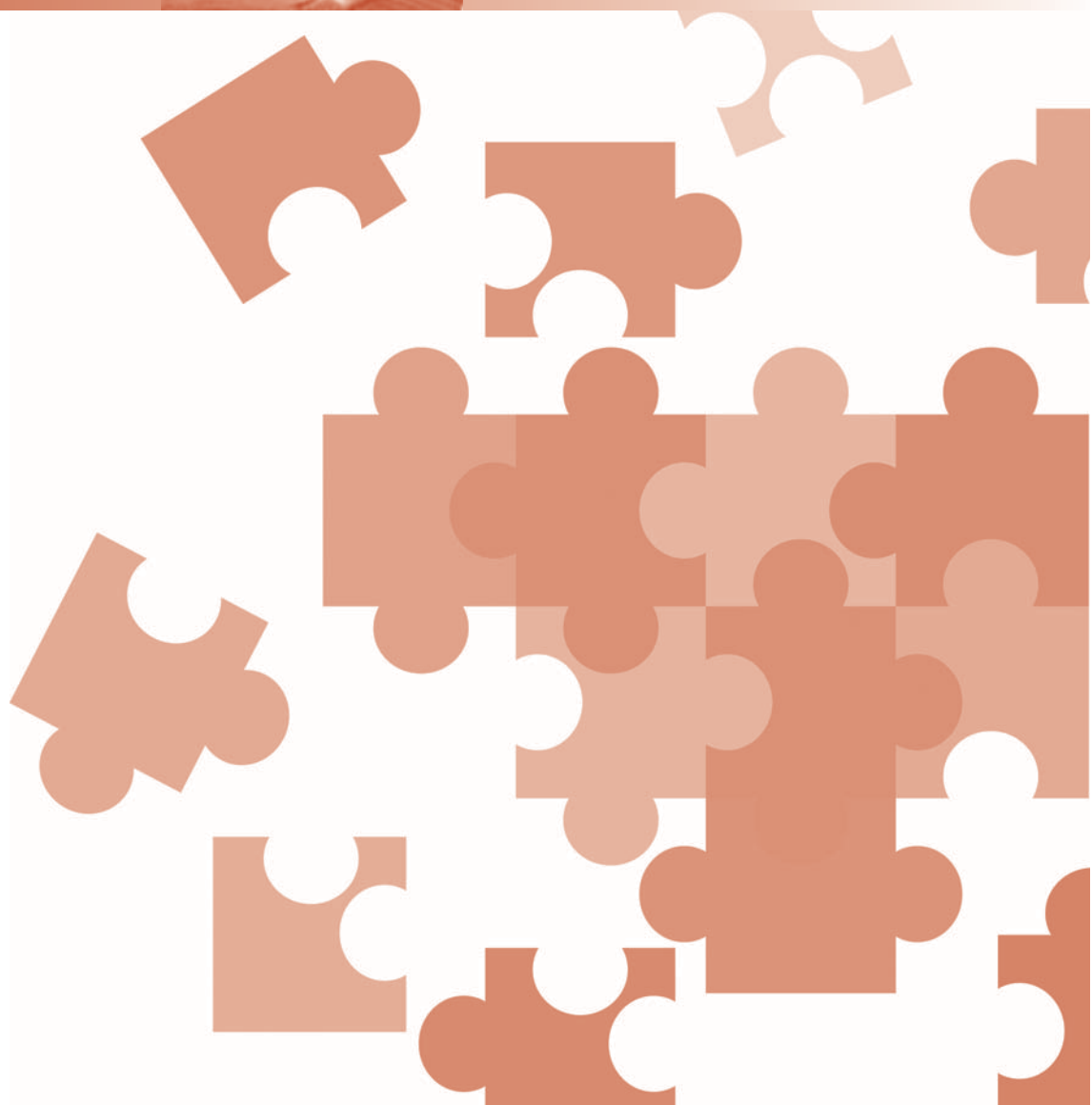
In conclusion, the link between knowledge and action raises a number of methodological questions, leaving open a vast array of possible topics for discussion and experiments. The *Methodological guide* provides a general framework and prepares the ground for consultation and dialogue among the players for social cohesion. Possible follow-up is discussed in the general conclusion.

General conclusion

Review and follow-up



Social cohesion



The aim of the *Methodological guide* was to take an initial look at the questions pertaining to the Council of Europe's Revised Strategy for Social Cohesion, approved by the Committee of Ministers on 31 March 2004. It therefore becomes an essential document clarifying the conceptual framework and setting out a methodical approach to which reference can be made for implementation.

The trials carried out at different geographical levels and within the specialist departments of the Council of Europe have confirmed its relevance and have enabled us to develop further each of the areas addressed, making it a means of analysing social cohesion which can be applied to social cohesion in general or to specific areas of life or vulnerable groups.

The guide therefore enables conceptual and methodological links to be made between the various approaches pursued in the Council of Europe and in countries and regions concerning human rights, citizenship, democracy and sustainable development. It provides food for thought on building up a process of shared responsibility between public and private stakeholders, drawing on the many recommendations and resolutions issued by the Council of Europe.

What is the next stage for this guide which has been trialled on a small scale but which offers numerous possibilities for application? We will consider two options:

1. Refining the guide through practical application

Use of the guide by the various Council of Europe departments or the players in the field at different levels will make it possible to fine tune both the questions and the method proposed.

As the trials already carried out have shown, the guide can be used and applied in a variety of ways. Each individual application is of value in itself: while remaining within a common conceptual and methodological framework which will facilitate comparison, it allows for different points of view, ideas and approaches to be compared, contrasted and assimilated.

Accordingly, it is very important that others can become aware of the various applications made of the guide. Further to its publication, availability of the guide will mean that the different examples of its use can gradually be included.

This offers several advantages:

- it makes for continuity in the trials to validate the proposed methods and indicators;
- it opens the door to a pooling of information;
- it makes it possible to look closely at and analyse the differences, and ultimately therefore to identify more accurately the common indicators that are the most relevant.

It is also essential that there be involvement of the various Council of Europe committees and entities.

2. Supplementary methodological research

The guide calls for broader discussion on methods and identifies further avenues to explore.

a. Three levels for assessing social cohesion

- assessment of the situation of well-being and the basic components of life. This first level is the one used most frequently. It focuses on measuring the problems of social exclusion, unemployment and poverty. The guide addresses this in a systematic way by giving due consideration to the four dimensions of well-being and the basic components of life, often overlooked or analysed in insufficient depth;
- by placing the emphasis on analysing society's ability to ensure the well-being of everyone, the guide makes a qualitative leap: focusing the debate on society's ability to achieve the desired result and not merely on the result itself. This is the second level of assessment centring on the abilities (and responsibilities) of each individual player to act in concert to achieve a common objective;
- lastly, the guide opens up the debate on assessing the processes which will help develop and consolidate this ability. None the less, the learning processes (identifying the relevant lessons, building on them, ensuring they are applied, converting them into rules, etc.) require further exploration and regulation.

b. Working on the link between knowledge and action

This question, touched on throughout the guide, highlights the different linkages that are necessary in order to build up a sense of shared responsibility among the players. The issues relating to the drawing up of a concerted action plan/strategy, commitments vis-à-vis that plan, the sharing of responsibilities and resources, monitoring and assessment of action, links between the various territorial levels, etc., are all aspects requiring specific methodological support structures if we are to bring about shared responsibility and a welfare society, in line with the Revised Social Cohesion Strategy.

c. Working on the methods of social cohesion

In more general terms, the guide should be viewed as being part of the work to be developed on the methods of social cohesion. The building up of a welfare society raises a series of methodological problems which, over and above the general questions raised in this guide, refer to the ways in which the various roles in society are organised.

From this point of view, while the emphasis is placed on the key role of public action (which, *per se*, has a general interest objective), the idea of shared responsibility also prompts one to consider the contribution made by private action to social cohesion. This aspect requires research into measuring social value or benefit. Analysis of the social value of private action (in the sense of the contribution it makes to social cohesion) is a fundamental basis for constructing a methodology for social cohesion in an emerging welfare society.

As long as responsibility for ensuring the well-being of everyone falls to the public authorities, it is logical that each individual's responsibility is limited to acting within the legal frameworks established by those authorities. In contrast, the idea of shared responsibility presupposes an act of commitment by each and every individual, taking account in his or her actions not only of the need to comply with existing laws, but also of the interests of everyone else. Although the guide highlights this question, further work is required to devise methods addressing issues of shared responsibility, such as ethics in the markets and social organisation in the corporate sector.

GLOSSARY

A	
Active education	Active education means any form of student-centred teaching that shows due regard for individual speeds, takes account of the holistic development of the personality, encourages the development of co-operation and solidarity, and integrates the multidisciplinary approach and group work into various subjects.
Adaptation of a dwelling to meet the needs of people with disabilities	<i>1. Accessibility of a building</i> Outside access: widening of pathways and the entrance door, construction of a ramp to replace a step; construction of a dropped kerb for getting on and off pavements; removal of walls, doors or gates, steps or any other obstacle; improvements to the surfaces of paths; fitting of handrails; and provision of a parking space. Communal areas inside the building: widening of the entrance door and doors of communal areas and corridors; construction of a ramp; removal of partitions, doors, steps, projections or other obstacles; improvements to floor surfaces; fitting of handrails, a lift or other devices permitting the transport of people with disabilities (hoists, stair-lifts or other lifting devices); and modification of letter boxes. <i>2. Accessibility and adaptation of the dwelling</i> Widening of inside and outside doors; construction of a ramp; removal of steps and projections; removal of walls and cupboards; modification of the construction and installation of water fittings (kitchen, WC, baths); improvements to floor surfaces; fitting of handrails, support bars, additional door handles; modification of electricity and gas and water control systems; modification of shutters and windows.

B	
Baccalaureate	Upper secondary school-leaving certificate in France.

C	
Child	For the purposes of the UN Convention on the Rights of the Child (1989), “a child means every human being below the age of eighteen years unless under the law applicable to the child majority is attained earlier”.

Composite social mix index (Olivier Piron, PUCA)	This index, which will be referred to as SMI below, is the product of three indices, each of which ranges from 0 to 1. It relates to a given urban area and is based on the Lorenz curve corresponding to the classification of the various unitary geographical sectors in ascending order of household income. It is made up of three separate elements: <i>1. Income distribution</i> This should be measured using the Gini coefficient (denoted by G) of the corresponding Lorenz curve. As G varies from 0.5 to 0 depending on the extent to which the social mix is increasing, its transform $G' = (1 - 2G)$ should be used. <i>2. The existence of a population dependent on public assistance</i> This should be measured by the value of the Lorenz curve for the boundary corresponding to the quintile of the lowest incomes. If this figure is denoted by $L(0.2)$, the above constraint requires an index $5 \times L(0.2)$ to be taken. This reflects the proportion of the population of the sector concerned who have an income below the threshold of the first quintile compared with the total population and is indeed equal to 1 in the case of equal distribution, as will be readily clear to the reader. <i>3. The existence of a poverty concentration</i> This will be based on Duncan's Delta Index (DEL), which can be interpreted as the proportion of the group that would have to move home in order to obtain a uniform density throughout all the spatial units. The group concerned will be the one that corresponds to the poorest quintile in the urban area. Here, too, the desire to move towards increasingly mixed areas will lead to the use of its transform $DEL' = 1 - DEL$ Hence the following proposal for the social mix index for a given urban area: $SMI = 5L(0.2) \times G' \times DEL'$
Continuing training	Continuing training includes on-the-job training, apprenticeships, vocational self-training, seminars, correspondence courses, evening courses, self-learning, etc. It also comprises other courses for reasons of personal interest such as languages, computing, etc. It thus covers a wider area than continuing vocational training in the strict sense.
Continuing vocational or in-service training	Continuing vocational or in-service training consists of measures or activities entirely or partially financed by companies for the staff that they employ on the basis of a work contract. The term "employees" means the total number of all persons employed with the exception of apprentices and trainees.
Contributory pension	The retirement pension is the income paid out by the insurance to people who have met the conditions of entitlement. In all cases, the grant of the pension is subject to the completion of a contribution period of varying length for the purposes of entitlement.

Criteria for assessing the quality of a dwelling	1st criterion: the dwelling has a proper roof and weatherproofing, the main structure is in a good state of repair and the interior is protected against water seepage and flooding. 2nd criterion: restraints to prevent people falling fulfil the purpose for which they were intended. 3rd criterion: the nature and state of building materials, pipes and cladding do not pose any risk to the inhabitants' health and safety. 4th criterion: electricity and gas mains and connections and heating and hot water installations meet safety standards and are in a good state of repair and in good working order. 5th criterion: there are sufficient arrangements for providing fresh air and ventilation. 6th criterion: the natural lighting of the main rooms is sufficient. Such rooms have an opening to the open air or a glazed area providing access to the open air. 7th criterion: a heating appliance permits sufficient heating and the evacuation of the products of combustion. 8th criterion: the dwelling is provided with a drinking water supply with sufficient pressure and an adequate rate of flow. 9th criterion: the dwelling is provided with wastewater and sewage disposal facilities that are fitted with a U-bend and prevent smells and effluent from being forced back. 10th criterion: the dwelling has a kitchen or kitchenette fitted with a sink connected to a hot and cold water supply and wastewater disposal. 11th criterion: the dwelling has an inside toilet comprising a WC separate from the kitchen and the room where meals are eaten plus washing facilities (bath or shower) with a hot and cold water supply and wastewater disposal. In the case of dwellings consisting of a single room: only an outside toilet and hot and cold running water. 12th criterion: the electrical supply enables the dwelling to be lit sufficiently and essential household appliances to be used.
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D	
Dwelling	Dwellings are buildings used exclusively or mainly for purposes of habitation. They include any annexes (garages, etc.) and all permanent fixtures in residential structures as well as mobile constructions such as caravans used by households as principal residences. A permanently inhabited dwelling is a principal residence. In population censuses and surveys, people are registered by their principal residence. All the people living in the same principal residence form an ordinary household in the statistical sense (even if it consists of only one person or of persons who are unrelated). Some of the population do not live in ordinary households. These are people who live in communal buildings (barracks, retirement homes, long-stay hospital care units, convents, prisons, etc.) or mobile homes. An individual dwelling is a building with only a single home (house). A collective dwelling is one situated in a multi-occupancy residential building. This is a structure that contains at least two dwellings. Some buildings contain several staircases. In a census, each staircase conventionally denotes one multi-occupancy building. In a housing survey, the term multi-occupancy building refers to the entire block of flats.

E	
Economically active population	The economically active population as defined by the ILO comprises people (aged 15 and over) who have worked (even for only an hour) during a reference week, whether they be employees, self-employed, employers or assistants in a company or family business. It also comprises persons with a job but temporarily absent for a particular reason, such as illness (less than one year), paid leave, maternity leave, an industrial dispute, training, bad weather, etc. Military conscripts, apprentices and paid trainees who do a job form part of the economically active population.
Elderly person	An elderly person is anyone who has reached or passed the statutory retirement age. The latter is established at national level and the age of 60 or 65 should be taken for comparisons between countries. Note: this definition implies that an elderly person is basically someone who, owing to his or her age, has the right to reduce or cease any productive work and to receive income compensation (retirement pension) in return. The age also brings with it other rights such as access to special services and the possibility of personal development and involvement in a society adapted to the characteristics of the elderly (the experience they have acquired, their greater availability, their maturity and their different physical and intellectual abilities). In addition, a certain distinction must be drawn between the “third” and “fourth” age (80 and above).

Employed persons	Employed persons are those who performed work during the reference week, even for only one hour, for pay, profit or family gain or who were not at work but had a job or business from which they were temporarily absent.
Employment rate	The employment rate is the proportion of people of working age (15 to 64) who have a job. It reflects the ability of an economy to utilise its manpower resources.
Eurobarometer	Since 1973, the European Commission has carried out regular public opinion surveys in the member states. This exercise constitutes a valuable aid for its work at the preparatory, decision-making and assessment stages. Through these opinion surveys and studies, it deals with a very large number of subjects of European interest that directly concern Europe’s citizens: European construction, the social situation, health, culture, information technologies, the environment, the euro, defence, etc.

F	
Food threshold	The nutritional limit fixed by the WHO. It is the threshold at which nutritional intake is sufficient for life in good health (intake of carbohydrates, proteins and lipids).

G	
Geneva conventions	The Geneva conventions for “more humanity in times of war”: • Geneva Convention for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field; • Geneva Convention for the Amelioration of the Condition of the Wounded, Sick and Shipwrecked Members of Armed Forces at Sea; • Geneva Convention relative to the Treatment of Prisoners of War of 12 August 1949; • Geneva Convention relative to the Protection of Civilian Persons in Time of War; • Additional Protocol to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of International Armed Conflicts (Protocol I); • Additional Protocol to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of Non-International Armed Conflicts (Protocol II).
Guaranteed minimum income	The guaranteed minimum income is a non-contributory benefit that guarantees individuals without means sufficient money to live on. It can also be seen as the minimum subsistence allowance. See also “Poverty threshold” (definition B).

H	
Higher education	Corresponds to ISCED levels 4, 5 and 6.
Homeless/ without fixed abode	Being without fixed abode, within the meaning of the 2001 INSEE survey, means: sleeping in a place not intended for habitation (i); or being taken in by an organisation that provides accommodation that is either free or subject to a small charge (ii). (i) This does not consist of makeshift accommodation or provisional structures considered as dwellings in the INSEE surveys. (ii) Accommodation and social reintegration centres; centres for mothers; social hotels; reception centres run by voluntary associations or local authorities; places reserved for emergencies at hostels run by various organisations; residences run by social bodies; hotel rooms rented by associations or public agencies; work communities; and reception centres for asylum seekers and other provisional accommodation centres. The concept of being without fixed abode is therefore wider than that of being homeless since it includes people who move from one place of accommodation to another without ever experiencing sleeping on the street. It is based on a combination of the physical criterion of a place to live and the legal criterion of occupancy.
Household	A household, in the statistical sense, is defined as the group of occupants of a principal residence, whether or not they are related. A household may comprise only one person.

I	
ILO	The International Labour Organisation (ILO) is a Geneva-based UN agency tasked with general issues relating to the world of work. It harmonises work and employment-related concepts and definitions, in particular those concerning the economically active population and the unemployed.
Indebtedness	A household is said to be indebted when there is at least one credit, loan or leasing agreement in the process of being discharged. Debt is said to be private if these credits, loans or leasing agreements relate to domestic (private) needs. Professional debts are involved if the needs satisfied by these credits, loans or leasing agreements are of a professional nature. A household's indebtedness can be both private and professional.
Insecure job	Fixed-term or temporary employment (less than six months).

ISCED (Unesco, 1997)	The levels of education are defined according to the International Standard Classification of Education (ISCED) (Unesco, 1997 version): Level 0 – Pre-primary education; Level 1 – Primary education or first stage of basic education; Level 2 – Lower secondary or second stage of basic education; Level 3 – (Upper) secondary education; Level 4 – Post-secondary non-tertiary education; Level 5 – First stage of tertiary education (does not lead directly to an advanced research qualification); Level 6 – Second stage of tertiary education (leading to an advanced research qualification).
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L	
Labour force	The labour force in the ILO sense combines the economically active population and the unemployed (the latter two concepts are defined by the ILO).
Life expectancy at birth	The life table is a statistical technique that enables mortality rates, which are calculated over a period of a year, to be collated and a measurement of life expectancy to be inferred from the result. When life expectancy is calculated at all ages (from birth), it denotes the number of years a person would live, on average, if the prevailing mortality rate applied to him or her.
Long-term debt	Housing or investment loan.
Long-term unemployed person	A long-term unemployed person is a member of the labour force who has been without a job for more than a year.

M	
Median	The median of a variable is the threshold value of that variable, which, when the population is classified according to the values of the variable, partitions it into two sub-populations of equal size. It is often denoted as P50.
Minimum guaranteed wage	A provision of labour law that guarantees workers a wage above a certain lower limit (minimum wage). The level of the minimum wage varies from country to country, as do the rules for indexing it.
Minimum old age income	Non-contributory minimum income guaranteed to persons who have reached retirement age but who do not meet the conditions for receiving the retirement pension. In France, it is replacing the guaranteed minimum post-retirement age income.

Minimum old age pension	Minimum amount that can be paid by the system of retirement cover. In most cases, it is indexed according to the average wage adjusted for inflation or the civil service retirement pension.
Migrants (immigrants, emigrants, refugees, asylum seekers, illegal immigrants, people in an irregular situation, etc.)	Migrants are people who have left their country of origin to settle in another. This must be for the long term (more than a year). Migrants are always both emigrants and immigrants. Refugees are migrants who have been forced to leave their country for political or military reasons. Asylum seekers are migrants who have left their country for political reasons and are applying to be given political refugee status. Illegal immigrants are migrants who do not have a residence permit in the host country and are in an irregular situation in the eyes of the law.
Minorities	A minority is any group of persons who make up a demographically much smaller group in a given country and are characterised by a specific cultural feature, elective or otherwise, that distinguishes them from the population as a whole and may cause them to become victims of discrimination or exclusion. Several categories of minority are considered, according to whether their distinctive characteristic is linguistic, ethnic, religious or sexual orientation (homosexuality or transsexuality). A distinction must be drawn between situations where minorities are always in a minority whatever the geographical area and those where they are in a minority in general terms in the country concerned but form the majority in the region in which they live. (This applies in particular to ethnic and/or linguistic minorities.) Based on this definition, we shall only consider minorities that form part of the national population, including people who are living in a country but who do not have a nationality that exists today (for example, individuals with a Soviet passport who did not have the nationality of the country in which they lived). Foreign minorities (namely, those who do not have the nationality of their country of residence but an existing nationality of another country) are dealt with under the heading of “migrants”.

N	
NACE	The statistical classification of economic activities in the European Community (known by its French acronym NACE) was adopted in 1990 in order to establish common terms for designating these activities and ensure comparability between domestic and Community terminology and, consequently, between national and Community statistics. A revised version of NACE has been in force since 1 January 2003 (NACE rev. 1).

O	
Occupational groups	The occupational groups are derived from the International Standard Classification of Occupations (ISCO): • managers, senior executives and intellectual and scientific professionals (ISCO levels 1 and 2); • technicians and associate professionals (ISCO level 3); • clerks, service workers and shop and market sales workers (ISCO levels 4 and 5); • craft and related trades workers, plant and machine operators and assemblers, unskilled maintenance workers, caretakers and goods handlers (ISCO levels 7, 8 and 9).
Overcrowded dwelling	A dwelling is considered overcrowded if it has fewer rooms than meet the following standard that has been drawn up: a communal living room for the household, a room for each reference person of a family, one room for non-family married persons or single persons aged 19 and over and, in the case of single persons under 19: one room for two children if they are of the same gender or are less than 7 years old, otherwise one room per child. According to this standard, a couple must have two rooms at their disposal, like single-person households. A dwelling with one room too few is considered moderately overcrowded. If it lacks two rooms or more, there is significant overcrowding.
Overtime	Overtime means all hours in excess of normal working hours, which correspond either to the duration laid down by every country in application of its laws, regulations or collective agreements or to the number of hours over and above which any work performed is paid at the overtime rate or constitutes an exception to the rules or the recognised custom of the establishment or the process concerned (ILO Recommendation No. 116 concerning reductions in working hours, 1962).

P	
People with disabilities	Disabilities may be divided into the following four possible categories: physical, sensory, intellectual and mental.

Poverty threshold	An individual is considered poor if he or she lives in a household whose standard of living is below the poverty threshold. The French national statistical institute (INSEE), like those in certain other European countries and Eurostat, measures monetary poverty in relative terms (definition A) while other countries (like the United States or Canada) adopt an absolute approach (definition B). In the relative approach, the threshold is determined by reference to the distribution of living standards across the population as a whole. INSEE usually fixes it at 50% of the median standard of living, while Eurostat prefers to put it at 60%. One of the main advantages of taking the median is that it is not influenced by extreme values (low or high). The standard of living is equal to the household's disposable income divided by the number of consumption units. The standard of living is thus the same for all the individuals in the same household. This is then referred to as the total equivalised disposable income per adult. Consumption units are usually calculated according to the modified OECD equivalence scale, which give a weight of 1 to the first adult in the household, 0.5 to other persons aged 14 or over and 0.3 to children under 14. The household's total disposable income corresponds to the total net monetary income received by the household and its members at the moment of the interview, that is to say all the earned income (wages and income from self-employment), private income (income from capital and property) and all social transfers directly received, including old age pensions net of tax and social benefits paid. However, no account is taken of indirect social transfers, interest payments, transfers paid to other households, receipts in kind and imputed rent for owner-occupied accommodation. This latter element in particular may be significant in some countries. The definition of an absolute poverty threshold is based on an apparently simple idea: any person is judged to be poor who fails to meet a number of needs considered to be basic (food, clothing, housing, health, etc.). A basket of necessary goods and services is then drawn up and its cost indexed for price changes. This is, for example, the method employed in the United States and Germany. The method most commonly used to measure poverty is based on income or levels of consumption. A person is considered poor if his or her level of consumption or income falls below a specific minimum necessary to satisfy basic needs. This minimum level is normally called the poverty line. What is necessary to satisfy basic needs varies from one period and one society to another and poverty lines consequently vary according to the time and place, as do the usage lines of each country appropriate to its level of development, social norms and values.
Poverty threshold	Information on consumption and income is obtained from sample surveys in which households are asked to respond to detailed questions on their spending habits and sources of income. These surveys are conducted at intervals of varying regularity in most countries. This way of gathering sample survey data is being supplemented more and more by participatory methods, which involve people being asked about their basic needs and what poverty means for them. New research indicates a high level of convergence between poverty lines based on objective and subjective needs assessments. (Refer to the information available at the World Bank.)

PPP (purchasing power parity)	Currency conversion rates involving the conversion of economic indicators expressed in national currencies into a common currency at a rate that equalises the purchasing power of a different national currency unit. In other words, PPPs are both price deflators and currency converters; they eliminate the differences in price levels between countries in the process of conversion into a common currency. The reference currency could in principle be that of any member of the group or another country, such as the United States dollar, which is used by the OECD, the United Nations and other international organisations.
PPS (purchasing power standard)	Artificial common monetary unit determined in such a way that the total GDP of the European Union expressed in PPS is equal to the total GDP expressed in euros. Aggregates of economic volumes are then obtained after their original value in the national currency has been divided by the respective PPS. One PPS represents the same given volume of goods and services in all EU countries.
Pre-primary school or education	Corresponds to ISCED level 0.
Prevention of maltreatment	There are three levels of the prevention of maltreatment: • primary prevention: avoidance of abuse and maltreatment; • secondary prevention: detecting and reporting abuse and maltreatment; • tertiary prevention: looking after the victims.
Primary school or education	Corresponds to ISCED level 1.
Private school	See the definition of a state school not run by a public administrative authority.

Q	
Quantiles	The quantiles of a quantitative variable are the values of the variable that cut the population studied into groups of equal size. Quartiles divide the population into four equal segments, the deciles into ten and the percentiles into a hundred.

R	
Responsible consumption	Consumption behaviour that involves an undertaking by individuals to respect certain ethical, sustainability or social responsibility criteria. See <i>Ethical, solidarity-based citizen involvement in the economy: a prerequisite for social cohesion</i>, Trends in Social Cohesion, No. 12, Council of Europe Publishing, Strasbourg, ISBN 92-871-5558-5.

S	
Secondary school or education	Corresponds to ISCED levels 2 and 3.
Self-employed persons	The term self-employed is understood to mean persons who are the sole owners or co-owners of companies without legal personality in which they work, except for companies without legal personality classified as quasi-companies. Self-employed people are classified under this heading if they do not at the same time do a paid job that is also their principal occupation, in which case they are classified as “employees”. The self-employed also comprise the following categories of individuals: unpaid family workers, home workers and people engaged either individually or collectively in production work for the purpose of final consumption or the formation of capital for their own account.
Short-term debt	Consumer loan.
Social benefits	Social benefits are current transfers received by households intended to contribute to reducing risks or adverse circumstances, for example, for sickness, retirement, housing, education or family reasons. Social benefits are registered gross, that is to say without any deductions of taxes or other compulsory levies payable in this respect by their recipients. They usually exclude “tax benefits”, that is to say tax reductions granted to households for the purpose of social protection. Social benefits are classified under eight headings: health/health care, disability, old age, survivorship, family/child, unemployment, housing, and social exclusion not classified elsewhere. The “old age” heading covers the provision of social protection against the risks associated with old age, such as loss of income, insufficient income, lack of autonomy in accomplishing daily tasks, reduced participation in social life, etc. Medical care for elderly people is not taken into account (they fall under the health/health care heading). It is not always easy to classify a given social benefit under the appropriate heading. The headings old age, survivorship and disability are closely related in most member states. In an effort to improve comparability at EU level, the headings old age and survivorship have been combined. In France, Ireland and Portugal, disability pensions paid to persons of retirement age are classified under the “disability” and not the “old age” heading.
Social dwelling	The definition of a social dwelling differs from one country to another. We shall provide the definition current in France. The distinction between rented and private social dwellings is made according to the owner’s status. Rented social dwellings are housing units owned by the HLM agencies (HLM = <i>habitation à loyer modéré</i> (low-rent dwelling)). The other social dwellings that benefit from state subsidies are owned by the <i>sociétés d’économie mixte</i> (SEM) (semi-private property companies) or by the Société Centrale Immobilière (central property company) of the Caisse des Dépôts et Consignations (CDC), a state-owned financial institution. The dwellings in these two categories have regulated rents but they do not have HLM status.

Social security	General system for covering the risks to which the population is exposed. There are several types of social security cover: <i>1. The “Bismarck” system</i> This system is based on an insurance scheme (health, unemployment, old age, etc.), contributions to which are made to indemnification funds that can be managed independently of the state. This is the most widespread social security system in Europe. <i>2. The “Beveridge” system</i> This system originated in the United Kingdom and is based on the cover of risks by the state. The contributions are made through taxation and the fund is managed by the state. This system is more widespread in the Scandinavian countries. These two systems are the most common, at least as far as the way they function is concerned. The term “social security” can cover any risk indemnification system outside a private insurance scheme.
State school	An educational institution is classified as being state run if it is supervised and managed directly by: • a public education authority; or • a government agency or administrative body (council, committee, etc.) the members of which are appointed by a public authority or elected. The fact that an institution receives its funding from public sources does not determine its classification status. It is possible, for example, for a privately run school to obtain all its funding from public sources and for a state-run educational institution to receive most of its funding from private households. Similarly, the public or private ownership of school buildings has no influence on its categorisation
Statutory school age	This is the age from which children must attend school and the age from which they are not required to attend school (for example 16). The statutory school-leaving age thus does not necessarily correspond to the end of a school cycle.

T	
Truancy	Truancy is defined as a pupil’s repeated and voluntary absence from school. Some four half-days of unjustified absence a month can be taken as a threshold.

U	
Unemployed person	Under the international definition adopted in 1982 by the International Labour Organisation (ILO), an unemployed person is someone of working age (15 or over) who meets three conditions simultaneously. He or she must be: • without work, which means he or she must not have worked, even for an hour, during a reference week; • available to take up a job within two weeks; • actively seeking a job or have found one that commences at a later date.

Unemployment rate	The unemployment rate is the percentage of unemployed people in the labour force (economically active with employment + the unemployed). An age-based unemployment rate can be calculated by comparing the unemployed in an age-group with the economically active in that same age-group. Unemployment rates based on gender, occupation, region, nationality, qualifications, etc., can be calculated in a similar fashion.
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V	
Vacant dwelling	A vacant dwelling is one that is unoccupied in one of the following cases: • it has been offered for sale or for letting; • it has already been allocated to a purchaser or tenant and is waiting to be occupied; • it is waiting for the question of inheritance to be settled; • it is being kept by an employer for a future use by an employee; • it is being kept vacant without being earmarked by the owner for any specific use (for example, a very dilapidated dwelling).

W	
Wages and salaries	Wages and salaries comprise the total remuneration, in cash or in kind, payable to all persons counted on the payroll (including home workers), in return for work done during the accounting period regardless of whether it is paid on the basis of working time, output or piece-work and whether it is paid regularly or not. Wages and salaries include the values of any social contributions, income taxes, etc., payable by the employee even if they are actually withheld by the employer and paid directly to social insurance schemes, tax authorities, etc., on behalf of the employee. Wages and salaries do not include social contributions payable by the employer. Wages and salaries also include: all gratuities, bonuses, <i>ex gratia</i> payments, “thirteenth month payments”, severance payments, lodging, transport, cost-of-living and family allowances, tips, commission, attendance fees, etc., received by employees, as well as taxes, social security contributions and other amounts payable by employees and deducted at source by the employer. Wages and salaries that the employer continues to pay in the event of illness, occupational accident, maternity leave or short-time working may be recorded here or under social security costs, depending on the unit’s accounting practices. Payments for agency workers are not included in wages and salaries.

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