CDCS (2003) 22

Methodological guide to the use of social cohesion indicators

GENERAL INTRODUCTION

1.   Justification

Social cohesion is a key factor in the development of our societies. It contributes to equilibrium[1], social justice, economic efficiency, pluralism and the search for peaceful conflict resolution.

Social cohesion lies at the very heart of human dignity and rights, whose constitutive elements are liberty, equality and solidarity[2]. Liberty relates to personal autonomy, within the ethical limits that each individual is required to abide by, equality takes the form of equal access to material, social and cultural benefits and solidarity corresponds to a notion of co-existence and co-operation in which everyone participates and to which all are committed.

Social cohesion affects economic efficiency as well as human rights. It creates confidence, a sense of belonging and a desire to improve living conditions for all, which are key elements of economic development. Confidence determines the quality of social relationships and allows economic exchanges and transactions to take place. Belonging, which means the opportunity to be part of a greater whole, makes it possible to contribute to wealth creation without being dispossessed (we cannot belong if nothing belongs to us). Improving general living conditions reflects the notion that the results of economic effort should be shared out fairly.

Finally social cohesion is at the centre of coexistence in diversity, of political and cultural pluralism and of the search for solutions to conflicts that do not widen social divisions[3].

Social cohesion is an objective that is still being sought - the well-being of each and everyone. The process is far from being completed, even in the most advanced countries.

In western Europe there are millions of poor and unemployed, and gaps in education, health, housing and social assistance, as well as income disparities. At work, individuals still lack autonomy and the opportunity for personal development. Immigration is widening social divisions, with growing poverty and insecurity taking on an ethnic dimension, and services are finding it difficult to keep up with the aging population. Enormous problems remain unresolved. The pace of progress differs greatly between continents and there are considerable disparities even within Europe, for example between the European Union and the countries of the east and the former Soviet Union.

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[1] "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. Those values, internalised by individuals, are not, however. They are the norms that society gives itself. As a consequence individual is assessed in accordance with social norms, in the light of habits and customs which are those of a given group". Alaluf Mateo**,** Demographic trends and the role of social protection: the idea of social cohesion, http://www.ulb.ac.be/project/tef/cohsocen.html

[2] For further discussion on this and the following paragraph see Colombo, Arrigo, " Il nuovo senso dell'utopia, La costruzione della societé di giustizia, Il movimento per la società di giustizia e per la speranza". Università di Lecce, Centro interdipartimentale di ricerca sull'utopia. Internet site: http://www.we-are-church.org/it/attual/Colombo.societ%E0.giustizia.htm

[3] For further discussion see Sartori, Giovanni, "..."

The path to social cohesion is not a smooth one, with frequent breakdowns and interruptions. In Europe many face employment and financial insecurity. Even where this is not the case crime, drugs and immigrants (for thus they are seen) are a source of fear and anxiety, which is reinforced by the media. Establishing social cohesion is now also strongly influenced by globalisation. The main focus is on the globalisation of the economy but the process is much more extensive than that and also embraces ethical principles, culture and information. What is being established is an incomparably more humane set of conditions, even when what remains to be done is taken into account[4]. Despite the difficulties, setbacks and dead-ends, contemporary society is committed to social cohesion. It serves more than ever as a yardstick in the framing of national and European policies.

Social cohesion is therefore a complex concept and process with many interlinked elements, some of which are subjective and unquantifiable. The Council of Europe's Development of Social Cohesion Division has therefore sought, with the support of member state governments, to design and develop a guide for analysing the components of social cohesion. Its aim is to foster awareness and understanding of the various principles and fields concerned.

The approach adopted has been founded on certain main considerations:

- The guide should serve as a **frame of reference that offers the various individuals and bodies concerned, both public and private, a common language** and enables them to clarify their respective responsibilities for establishing social cohesion. Shared knowledge and understanding is itself a key factor in social cohesion.

- **Knowledge and action should be more closely integrated**. In particular this means identifying elements that will contribute to developing and implementing more relevant activities and policies, in accordance with the Council of Europe's social cohesion strategy. Certain approaches also draw on the numerous Council of Europe recommendations in the different social spheres.

- If knowledge of social cohesion is to be translated into action as part of an overall strategy, **appropriate tools need to be available**. The guide identifies two types of tool: firstly, questions that link the search for information to the specific needs of social cohesion and secondly, indicators that enable us to answer these questions.

2. Structure

Social cohesion indicators are therefore the culmination of a logical chain that cannot be ignored if the objective sought is to be more than just partially achieved.
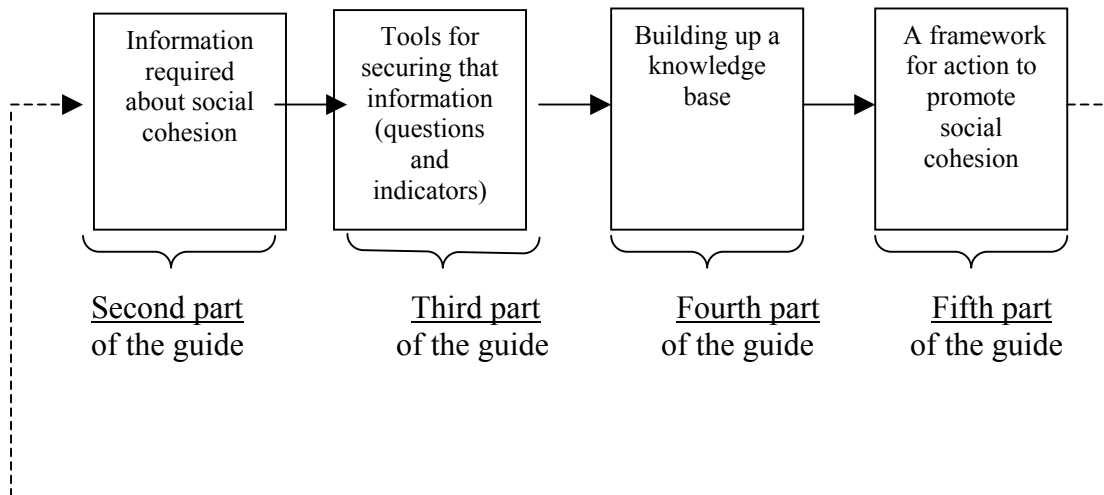
The guide is therefore structured as follows:

The first part seeks to explain what is social cohesion. Rather than offering a simple definition it attempts to look at the concept in all its complexity, highlighting the various approaches to social cohesion and how they relate to each other. The approach that is

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[4] Colombo, op. citizenship.

adopted will determine how the problem of knowledge and action is formulated. This is why the first part is a key feature of the guide's general orientation.

Based on this first part, the order of the questions raised in the guide follows the following logical sequence:

Information required about social cohesion	Tools for securing that information (questions and indicators)	Building up a knowledge base	A framework for action to promote social cohesion
Second part of the guide	**Third part** of the guide	**Fourth part** of the guide	**Fifth part** of the guide

3.   Expected results

Establishing a language that is common to all those concerned does not mean that all share the same knowledge. Indeed, those concerned each develop their own body of knowledge according to their particular social function. The key point is to establish a frame of reference that enables them to develop complementary knowledge and roles and identify and acknowledge their differences. This is in itself a dynamic and multiform process that evolves over time.

This guide does not therefore claim to be definitive but merely offers a working hypothesis. All those concerned will find certain questions and indicators among the ones proposed that, in addition to those already at their disposal, may help them to clarify their roles and activities.
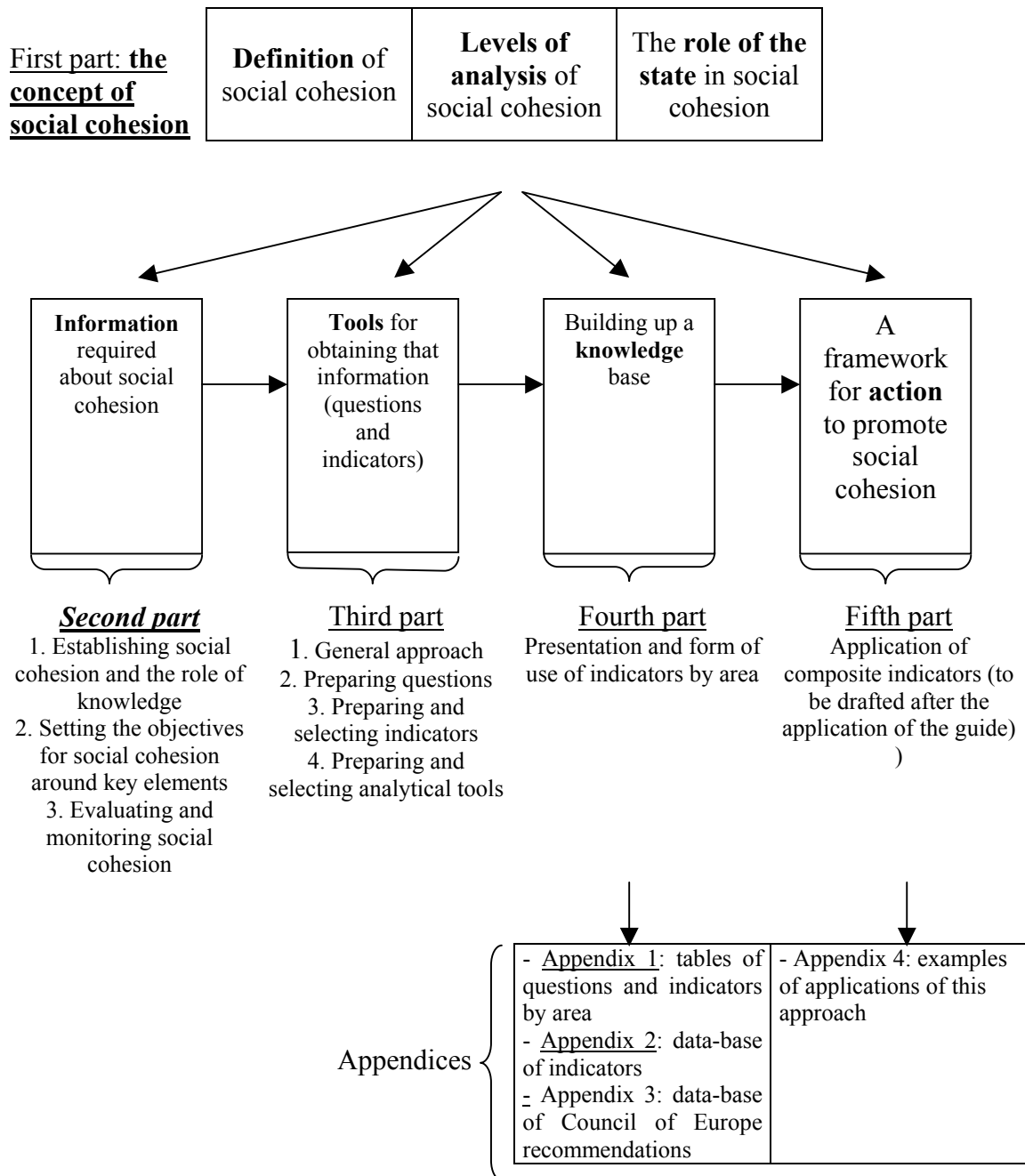
The Development of Social Cohesion Division therefore sees this guide as a basis for discussion that can be amended and supplemented over time. It could also eventually lead to a framework for monitoring and evaluating the social cohesion strategy.

4.   Use

Because of the nature of the guide and the large volume of information on which it is based, we have decided to present it in the form of a CD-Rom, which will include:
-       the text of the five parts of the guide:
-       the key questions and their corresponding indicators, in the form of tables, based on three major challenges and a total of 18 areas of social cohesion;
-       the indicators organised in a data-base, with in each case a description of its characteristics;
-       a data-base, organised by theme, of the various Council of Europe recommendations that have been used in preparing the guide.

General structure of the guide

First part: **the concept of social cohesion**	**Definition** of social cohesion	**Levels of analysis** of social cohesion	The **role of the state** in social cohesion

Information required about social cohesion	**Tools** for obtaining that information (questions and indicators)	Building up a **knowledge** base	A framework for **action** to promote social cohesion

Second part
1. Establishing social cohesion and the role of knowledge
2. Setting the objectives for social cohesion around key elements
3. Evaluating and monitoring social cohesion

Third part
1. General approach
2. Preparing questions
3. Preparing and selecting indicators
4. Preparing and selecting analytical tools

Fourth part
Presentation and form of use of indicators by area

Fifth part
Application of composite indicators (to be drafted after the application of the guide))

Appendices

- Appendix 1: tables of questions and indicators by area - Appendix 2: data-base of indicators - Appendix 3: data-base of Council of Europe recommendations	- Appendix 4: examples of applications of this approach

CONCEPTUAL APPROACH

TO SOCIAL COHESION

(First part)

Part 1 - DEFINITION OF SOCIAL COHESION

Social cohesion is a political, abstract and complex concept, but still one that is much used and is fundamental for understanding how society works. There is a marked contrast between the frequency with which social cohesion is referred to and the almost total absence of clear and satisfactory definitions of it.

To overcome this difficulty, we propose to consider the matter in three stages:

- consideration of the original etymological sense of the term;
- assessment of existing definitions to identify common elements;
- formulation of a standard definition for our work.

1. The etymological sense of cohesion

In its original etymological sense, cohesion means the property of a group all of whose parts are closely united. Just as in the physical world a body'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 key words in this definition are **links** and **unity**.

2. Existing definitions

Setting aside the very specific definition of social cohesion in group dynamics studies[5], which refer to the critical mass necessary for the existence of a group, there are three types of definition.

a) Definitions based on shared values and a sense of belonging

The notion that shared values and a sense of belonging are the basis of social cohesion originated with the sociologist Emile Durkheim, who was the first to use the term, which he considered to be "the interdependence between the members of the society, shared loyalties and solidarity" (Jenson, 1998b, quoted by Regina Berger-Schmidt).

Most recent definitions focus on **shared values** and a **sense of belonging to the same community**. Examples include:

- . "Social cohesion is the ongoing process of developing a community of **shared values, shared challenges and equal opportunity** based on a **sense of hope, trust and reciprocity** Canadians." (Social Cohesion Network quoted by Stanley, 2001[6])

- "Social Cohesion involves building **shared values and communities of interpretation**, reducing disparities in wealth and income, and generally enabling

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[5] See for example Moody, J. and White, D., 2000, *'Social cohesion and embeddedness: a hierarchical conception of social groups"*(Online at http://www.santafe.edu/files/workshops/dynamics/SCO_CON1.pdf). Here social cohesion is defined as "The minimum number of actors who, if removed from a group, would disconnect the group."

[6] Stanley, D., 2001, *'Holding the centre: what we know about social cohesion'*, Strategic Research and Analysis and the Social Cohesion Network, (Online at http://www.criteres.umontreal.ca/Stanley-communication-e.pdf)

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, 1995, quoted in Omariba, 2001[7] and Judith Maxwell quoted by Stanley, 2001[8])

- "…a society which offers opportunities to all its members within a framework of **accepted values and institutions.**" (Dahrendorf et al, 1995, quoted by Berger-Schmitt, 2000[9])

- "Social cohesion focuses on **whole communities**, on participation and governance, as well as on the needs of those who are excluded" (Miller, 1998[10])

These concepts also appear in official definitions adopted by governments:

- The French Government's national planning commission (1997) considers that social cohesion comprises "all the social processes which help individuals to feel they **belong to the same community** and are identified as belonging to that community." (quoted by Jenson, 1998,5[11])

Similarly, according to a specialist dictionary, social cohesion is considered to be **"**The degree to which participants in social systems **feel committed** to the system and the well-being of other participants."[12]

b) Definitions based on commitment and ability to work together

Another form of definition is concerned with the conduct and **commitment** of members of a community *vis-à-vis* others and their **ability to work together**. For example:

- "Social cohesion is a state of affairs in which a group of people (delineated by a geographical region, like a country) demonstrates an **aptitude for collaboration** that produces a climate for change." (Ritzen et al, 2000[13])

- "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." (Reimer et al,[14])

Certain public bodies have adopted similar definitions.

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[7] Omariba, W., 2002, *'Social cohesion in Europe: a bibliography'*, (Online at http://www.ssc.uwo.ca/sociology/ftsc/Bibliography%20of%20Papers%20on%20Social%20Cohesion%20in%20Europe.PDF)
[8] Stanley, D., 2001, op.cit.
[9] Berger-Schmitt, R., 2000, 'Social cohesion as an aspect of the quality of societies: concept and measurement', EuReporting.
[10] Miller, C., 1998, *'Managing for social cohesion'*, Office for Public Management Discussion Paper, (Online at http://www.opm.co.uk/download/soc-ex1.pdf)
[11] Jenson, J., 1998, '*Les contours de la cohésion sociale: l'état de la recherche au Canada',* Étude des RCRPP, N°F/03, Ottawa.
[12] http://www.iversonsoftware.com/sociology/social_cohesion.htm
[13] Ritzen, J., Easterly, W., Woolcock, M., 2000, *'On "good" politicians and "bad" policies: social cohesion, institutions and growth'*, (Online at http://wbln0018.worldbank.org/Research/workpapers.nsf/568b4463f7c6e237852567e500514be6/ecf6a93d3c4126fe8525695f006fb0ef/$FILE/wps2448.pdf)
[14] Reimer, B., Wilkinson, D., Woodrow, A., 2002, 'Social cohesion in rural Canada: a book outline and notes', (Online at http://alcor.concordia.ca/~reimer/files/socobook4.pdf)

For example, according to the Canadian Senate " "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**." (quoted by Dragojević, 2001[15])

c) Definitions based on social bonds and relationships

Finally, the third type of definition emphasises social bonds and relationships, thus drawing on the term's etymological sense. For example:

- "[Social cohésion is]… the promotion of stable, co-operative and sustainable **communities**" (Matarasso & Shell,1998[16])

- The World Bank, which treats social capital and social cohesion as synonyms, adopts a functional definition: "Social capital refers to the institutions, relationships, and norms that shape the quality and quantity of a society's **social interactions**.[17]"

3.   Proposed standard definition

In existing formulations the definition of social cohesion is generally based on a necessary condition, such as shared values and objectives, the sense of belonging to the same community or interpersonal commitment, or on the expected outcome of social cohesion, such as the ability to work together, stable, co-operative and lasting communities or social interaction.

Similarly, etymological definitions emphasising links only focus on a particular aspect of social cohesion.

We would argue that an appropriate definition is not possible unless we consider why we are interested in **social cohesion, as the latter is a fundamental rather than a descriptive concept**.

Take for example an individual's good health. This is a functional rather than a descriptive concept. To define good health in terms of its causes or symptoms is to narrow the concept whereas it would be more correct to say that good health represents the opportunity for individuals to realise their potential to the full without excessive suffering or fatigue.

For the moment therefore we will adopt a functional definition of social cohesion in the most general form:

Social cohesion comprises all the elements and processes that help to strengthen society's ability to secure the long-term well-being of all its members, including equitable access to available resources, respect for human dignity and diversity, personal and collective autonomy and responsible participation.

This definition highlights four aspects of individual and collective well-being that are fostered by social cohesion: equity (and thus the absence of social stigma), individual and collective

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[15] Dragojević, S., '*Social cohesion and culture: contrasting some European and Canadian approaches and experiences'*, Culturelink review, no.33/April 2001 (Online at http://www.culturelink.org/review/33/cl33dos.html)

[16] Matarasso, F. and Chell, J., 1998, '*Vital signs: mapping community arts in Belfast'*, Comedia, Stroud, Gloucestershire.

[17] World Bank, 1999, *'What is social capital'*, (Online at http://www.worldbank.org/poverty/scapital/whatsc.htm)

dignity, autonomy and participation. Social cohesion is not therefore a "nostalgic" concept, as some would maintain, aimed at restoring a "lost social harmony[18], but a highly topical one that encompasses key issues for our future: sustainability coupled with equity, co-existence in a pluralist society, an active concern for human dignity and autonomy to map out one's own present and future.

Here social cohesion incorporates the ideas of evolution and accumulation. Cohesion is a form of capital to be protected and maintained in the same way as individuals' good health. We will return to this in more detail in the next section, on this fundamental notion of capital.

4.   Social capital and social cohesion

There is some overlap between the concepts of social capital and social cohesion. The OECD defines social cohesion as "networks together with shared norms, values and understandings that facilitate cooperation within or among groups". This is also therefore a functional definition but one that confines itself to co-operation within or between groups. According to our definition social cohesion relates to the whole of society. Nor is its objective restricted to co-operation but extends to the well-being of all, in all its four dimensions. Compared with social capital therefore, social cohesion is a doubly inclusive concept - in terms of both society and objectives.

5.   Social cohesion and social quality

Another concept that currently enjoys favour is that of social quality, introduced by the European Foundation for Social Quality, founded in response to the Amsterdam Declaration on Social Quality of 10 June 1997. According to the quadrant drawn up in 1999 by the European Union's Directorate General for Employment, in conjunction with the Foundation, social quality comprises four elements: socio-economic security, inclusion and equal opportunity in institutions, empowerment, competence and participation, and social cohesion, solidarity, values and networks[19].

The OECD also proposes a four-fold categorisation of social indicators: promoting autonomy, equity, healthy living and social cohesion[20].

In these and other examples[21], social cohesion is considered in a restrictive sense as just one of a wider range of elements of the social sphere. In contrast, the definition proposed in this guide and by the Council of Europe considers social cohesion in its broad sense. It makes it possible to incorporate all the social elements and processes by giving them a context and establishing a link with economic processes and sustainable development.

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[18] Alaluf, Mateo, 1999, op. cit
[19] European Foundation on Social Quality – Annual Report 2000
[20] . Social indicators : a proposed framework and structure » OECD September 1999.
[21] See for example Indicators of Quality of Life in Canada: A Citizens' Prototype 2001 – Canadian Policy Research Networks www.cprn.org, in which social cohesion is just one among a number of quality of life indicators.

Table ...: Major trends in government intervention on behalf of social cohesion

	18th century	19th century	early 20th century	1930s	1945-75	1970s-1980s	1980-90	early 20th century
Facilitating function — Facilitating participation and commitment						Facilitating business creation and citizen initiatives	Devolving policy making to local and regional authorities	Social responsibility and citizen commitment
Reparation function — Countering negative tendencies			Combating illiteracy	Combating economic and social instability	Combating stigmatisation	Combating social exclusion	Combating abstensionism	Combating irresponsibility
Regulatory function — Reducing inequalities		Redistributive fiscal policies	Universal education	Family, housing and social benefits	Social security	Unemployment benefits	Decentralisation	Guaranteed minimum income
Foundations function — Safeguarding fundamental rights	Property, privileges and traditional rights	Fundamental freedoms and equality before the law	Representative democracy	The right to organise and to work	Human rights →	Civil, social and economic rights	Participation of civil society	Balanced partnerships
Economic trends	Pre-industrial accumulative societies	Nascent industrial revolution	Maturing industrial revolution	Major crises and Keynesian economics	Growing industrial employment.	Declining industrial employment	Emerging post-industrial society	
Implications for social cohesion	Concept of social cohesion based on **regulation of social behaviour**	Concept of social cohesion based on **equal rights**			Concept of social cohesion based on **Universal access to material well-being**		Concept of social cohesion based on **citizen well-being**	

Table ...: Components of social cohesion

		SOCIAL COHESION	SOCIAL NON-COHESION
S I T U A T I O N S	**Within society**	- peace, sustainable development, quality of life - **economic vitality** - **diversity, pluralism** - well balanced regions - easy and equal access to public goods - quality of services and public spaces	- social "ills": maladministration/conflicts (crime, prisoners, drugs, suicides, etc) - Widespread poverty - Regional inequalities
	At the individual level	- **dignity**/recognition - autonomy/personal development - **equity**: • in **access to** means of existence: **employment, income, housing, education, nutrition, health and social security and information** • in the integration of the most vulnerable: minorities, **migrants**, disabled, **children, elderly persons**, women	- **excessive gap between rich and poor** - **multiple forms of discrimination** - unbridgeable social divides - social exclusion: - poverty/persistent low incomes - long-term **unemployment** - exclusion transmitted from generation to generation - abandonment of the most vulnerable
A C T I V E C O M P O N E N T S	**Institu-tional, urban and business practices**	- **good governance** - **links between economic policies and social protection** - **healthy relationship between the state, the market and civil society** - **participation and citizen commitment** - **protection and procedures to give the most deprived persons a voice** - **possibility of expressing opposition**	- government policies that stigmatise - lack of transparency and corruption - crisis management and one-off measures - lack of corporate social responsibility - passivity and submission - no opportunity to express opinions - all forms of discrimination - no rules for settling conflicts

	Institu-tional and financial resources	- fair redistributive policies - social economy and social finance - **autonomous religions, parties and trade unions** - **NGOs and voluntary organisations** - third sector - representative and participative democracy at all levels: local, regional and national - decentralisation - public/private partnerships	- major inequalities in resource distribution - concentration of powers - centralisation/dictatorship - breach between the state and the organisations of civil society - prevalence of vested interests
	Rules and standards	- legislation on fundamental rights and **appropriate procedures for enforcing rights**	- absence of legislation on or legislation incompatible with human and citizens' rights - conflicting legislation
I N V I S I B L E C O M P O N E N T S	**Bonds and ties**	- **civic and social bonds** - **family and intergenerational bonds** - neighbourhood bonds - bridges to the socially isolated	- inability to manage conflicts - growing social divisions
	Confidence	- personal and institutional confidence - confidence in the future	- personal and institutional mistrust - lack of perspective
	Perceptions and knowledge	- good information - transparency - opportunities for training and discussion	- disinformation and inaccuracies - exclusion of knowledge
	Values	- **sense of social responsibility** - **sense of interdependence and mutual responsibility** - political and cultural pluralism - tolerance and reciprocity - awareness of the **benefits of diversity** - **dissidence and respect for minorities**	- excessive individualism - intolerance - rejection, **racism** and hatred - ethnic and cultural conflicts
	Feelings	- **sense of belonging** - satisfaction - flourishing identities	- economic, social and political breakdown - frustration - oppressed identities

(Components shown in bold type are already included in the Council of Europe's social cohesion strategy)
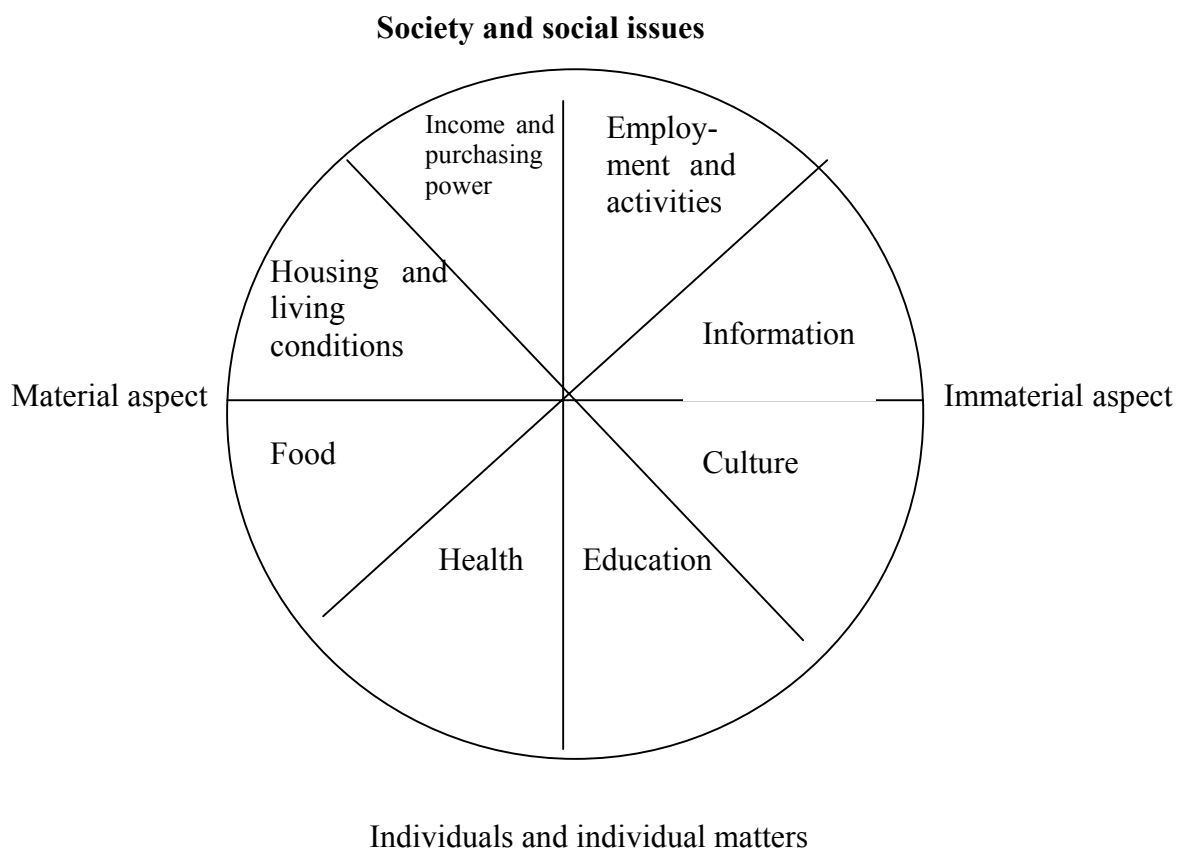
4.   Choice of areas

Because of the complexity of the social cohesion concept and the nature of the participants and activities concerned we propose to focus on three areas of activity:

a. the effectiveness of the **four main areas of government/public activity,** since these are essential for apportioning the objectives of social cohesion and co-ordinating the input of those concerned (see section ....)

b. the **main areas of life**, to determine the components of citizens' well-being

c. the **situation of social groups most vulnerable to exclusion**

The main areas of life

To assess the contributions of those most concerned with social cohesion we propose an eight-fold breakdown covering the material and immaterial aspects of concern to individuals and families, and the more personal and social aspects of each person's life.

Society and social issues

Individuals and individual matters

1.   Establishing the public/political conditions for social cohesion

1.1   Foundations function

a.   Situations

Equality before the law/non-discrimination: safeguarding fundamental rights

Information required	*Indicators*	References
1. How much recognition is granted to human and social rights?	Legislation on human rights **- Number of applications against the state under the ECHR [585]** - Accession to the Charter of Human Rights [586] - Legal provisions concerning housing rights [180] - Legal provisions concerning health right [149] - Legal provisions concerning education right [245] - Existence/absence of guaranteed minimum income for all (active, retired, disabled) [71] - Unemployment benefits [95] - Legal provisions concerning free information rights [165]	7-8-9-10-12-14-33-38-41-42-50-51-55-58-59-62A-63-64-66-68-81-88-89-90
2. What is the general situation regarding respect for human rights?	**- frequency of human rights violations**	18-23-24-28-29-30-31-34-35-50-60-61-79-81-82-91-97
3. What are the rights of the most deprived persons, including illegal immigrants?	**- Minority and migrant groups in prison [292]**	1-80-50-54-55-56-59
4. What facilities exist for identifying and correcting violations of fundamental rights?		

Dignity/recognition: recognising rights to identity and to be different

Information requirements	*Indicators*	**References**
1. Do social, geographical, ethnic and so on identities have legal recognition?	**Right to use language freely [532]**	4-16-17-32-35-68
2. Do they have *de facto* recognition?		61-92-96
3. What is the situation of identities that differ most from the majority identity (such as travellers, immigrants from other continents, etc)?		80
4. What facilities exist for identifying and correcting violations of fundamental rights?		

Autonomy/Personal development: Equality before the law, particularly access to information on rights and justice for all

Information requirements	*Indicators*	**References**
1. Do citizens have statutory rights to information about their rights and statutory remedies before the courts?	- **Legal provisions concerning information rights and support to access to justice [165]**	1-5-12-20-22-23-44-71-73-77
2. Do citizens actually receive proper information about their rights? - can they easily apply to the courts to defend their rights? - Does the cost of judicial proceedings act as a barrier to enforcing their rights? - Is assistance available to reduce these costs?	• **Granted legal aid last year [546]** • Information available for persons without formal training [544] • Average waiting time for access to a court [321*]* • Average cost of judicial proceedings compared with the national minimum wage [545]	1-5-6-13-18-19-20-22-36-37-39-44-61-62-67-71-72-73-83-92-93-94-95
3. How can the most deprived persons defend their rights? Same question for persons living in isolated areas.	• **Number of applications lodged by persons without training** (546) • Specific measures taken to ensure that information on peoples rights reach the blind, short sighted, the deaf, those who are house bound etc [548] • Existence of mediators [549] • Average geographical coverage of each courtroom [320*]*	1-5-13-22-23-39-49-80-87
4. How can shortcomings in available remedies be identified and rectified?		

Participation/commitment: Ensure that the democratic system works well and to a high standard and define and publicise the rules governing responsibility

Information requirements	*Indicators*	**References**
1. How are basic democratic rights safeguarded. - are the rules governing responsibility defined and publicised?	• **Existence of framework/constitutional legislation defining social and environmental roles and responsibilities** • Constitutional and statutory protection for freedom of expression, including the rights of the defence	2-11-12-27-47-48-49-57-60-70
2. How well does democracy work?	• **Number of violations of freedom of expression** [378] • Number of political prisoners [539] • Politicians holding to their commitments [540] • Extent of alternation of political powers [542] • Existence of an observatory of the media and information [375] • Diversity of opinion-forming journals, including diversity of ownership [543]	3-11-24-62A-62B-62C-62D-62E-62F-62G-71

Information requirements	Indicators	References
3. To what extent do the weakest groups of the community participate and have representation in political and/or decision-making bodies and civil society organisations? What is the situation regarding opposition and small parties?	• **Representation in parliament/government for minority groups** [499] • Voters among the poorest [83] • Proportion of seats held by women in national parliament [250]	11-14-21-40-48-49-89
4. What are the risks of violation of democratic rights? What is the learning capacity for improving democratic standards?		94-95

b. Invisible components

Information requirements	Indicators	References
5. What are citizens' expectations and level of satisfaction about the application of fundamental rights (human rights, democratic rights, etc)?	**Opinion on protection of consumer's rights regarding legal framework [363]**	
6. Are citizens, particularly the least well-off, aware and informed of their rights? Are such citizens afraid to enforce their rights?	**Awareness of people about their legal rights [358]**	40-61
7. What values do citizens defend as fundamental rights?	**Sense of attachment to fundamental rights [340]**	
8. How much confidence do citizens have in their institutions' ability to protect fundamental rights?	**Election on data voting** [302] **Opinion poll data concerning institutions and the political class** [339]	
9. How much sympathy is there for the rights of the most stigmatised groups?	**Opinions on immigrants' rights**	

c. Action

Information requirements	Indicators	References
10. Who takes action and what is done to safeguard fundamental rights? In particular: - Which organisations are specifically concerned with respect for human rights and combating discrimination? - To what extent do lawyers specialise in such matters? - What steps do the courts take in practice to defend these rights? - What specific aid is available?	• **Number of non-governmental bodies publishing information on legal rights** [316] • Number of associations for the defence of human rights • Number of non-governmental bodies providing advice to all or parts of the public [315] • Percentage of all lawyers are authorised to provide legal aid [534] • Percentage of all lawyers actually undertaking legally aided work [535] • The average percentage of the total legal aid payment that is refunded, through contributions, by the recipient [536] • Expenditure on legal aid [318]	2-3-6-7-8-9-10-11-12-15-16-17-19-20-21-25-26-27-30-37-46-47-51-53-65-69-70-72-80-85-89-92-93-96

11. How do those concerned with safeguarding fundamental rights consult and co-ordinate their activities? In particular: - Are the authorities aware of the importance of informing citizens, especially the most deprived, of their rights? - Does the state encourage lawyers to defend the rights of the least well-off?	**Awareness of government bodies providing either advice or publications on legal rights [317]** **Ratio between the range of payments made to lawyers paid by legal aid and the range of payments made to lawyers for private work [533]**	1-5-13-17-18-21-22-39-43-44-45-52-62-67-73-75-74-76-78-83-84-86-90
12. How far is there a shortfall between theory and practice?		
13. What improvements are possible in voluntary activity on behalf of rights?		

2. Contributing to citizens' well-being in their main areas and means of existence

2.1 Employment

a. Situations

Equal rights/non-discrimination

Information requirements	*Indicators*	References
1. Does everyone have equal access to employment and how reliable is this? - Is there unemployment and who is affected? - How easy is it to find work? - What is the level of job insecurity?	- **Long-term unemployment rate (over 12 months) 2-4 [2]** - Unemployment rate [1] - Jobless households [3] - Number of people who have been at least one time unemployed during the last 12 months [86] - Insertion for redundancy workers [39] - Lengths of work contract [42] - Contracts through private temporary employment agencies [41] - Balance between labour market flexibility and worker protection [54] - Proportion workers losing their job through redundancies [87] - Involuntary part-time employment rate [4] - Informal sector/Travail au noir [88] - Illegal migrant workers [89]	16-24-36—39
2. Are employment standards safeguarded, in term of: - Security - Arduousness - Intensification of demands (faster work, labour force reductions, de-staffing, more productivity for shorter week)?	- **Quality of work (Council of Europe proposal being developed)** - Incidence rate [5] - Job security perception [21] - Professionnel sickness [59] - Rate of occupational disease [60] - Job Interest [12] - Job variety [13] - Intensity of work [11]	30-36-37
3. What is the situation of the groups with most difficulty finding work, in particular: - young persons - women - migrants - persons without training or qualifications?	- **Discontinuity of working lives of unqualified workers**: - Youth unemployment rate [24] - Unemployment rate [1] referred to Women - Unemployment rate [1] referred to Migrants - Job insecurity among unqualified workers	1-2-6-7-8-10-14-15-16-20-21-22-23-24-38-39-40
4. What are the risks of a decline in employment or an imbalance between supply and demand for jobs?	- **Percentage of workers in sectors dependant on the international market [90]** - Decree of economic dependency on one sector or firm (local indicator) [91]	

Dignity/recognition

Information requirements	*Indicators*	References
1. How is individual dignity at work protected	**- Level of violence at work 2-4 [10]** - Moral harassment - Sexual harassment	25-34
2. Are individuals' personal contribution to work and skills recognised?	**- Link between salary/wages and personal contribution 3-1** - Low paid employment [6] - People in involuntary early retirement [92] - Share of atypical jobs [93] - Working poor [94]	4-5-31-34-39
3. Is unemployed status recognised?	**- Level of unemployment benefits 3-5 [95]**	
4. What are the risks that loss of dignity in the workplace will go unnoticed?		

Personal development/autonomy

Information requirements	*Indicators*	References
1. Is personal development at work fully recognised? - what is the level of occupational mobility? - what is the relative frequency of "lean" systems and socio-technical organisations among forms of decentralisation of work? - what are the opportunities for training and updating of occupational/professional skills? - Second chance/learning by doing/ learning by working - How are personal contributions and creativity in the workplace taken into account?	**- Life-long learning 2-4[7]** - Prospect of moving jobs if desired [96 - Relation entre formation et mobilité [97] - Initiative in work [15] - Participants in training [98] - Active population in training [99] - Specific training for migrants [101] - Skill development [14] - Choice of employment versus training/further education among young people [102] - Active population that has never benefited from the training system [103] - Active population on training contracts/apprenticeships [104]	7-12-12bis-13-17-20-21-25-29-33-36-48-49-50
2. How compatible is access to work with personal autonomy? - Organisation of working hours - Reconciling private life and employment	**- Flexibility in work hours 3-4 [23]** - Working time [52] - Involuntary part-time employment rate [4] -	2-3-8-9-15-29-38
3. Are the unemployed guaranteed occupational training?	**Proportion of unemployed eligible for training [105]** - Unemployed who have done training and found work [106]	33

Information requirements	Indicators	References
4. **What are the risks of loss of autonomy and threats to personal development at work?** - relative weight given to short-term profits and long-term human investment		

Participation/commitment

Information requirements	*Indicators*	**References**
1. What opportunity do citizens have: - to organise themselves for work purposes - to participate in decisions?	- **Participation in job decision** [16] - Employment [43] with emphasis on voluntary worker	23-41
2. **What opportunity do citizens have to defend their interests in the workplace?**	- **Recognition of trade union rights in the workplace [383]** - Prevalence of workers' organisations [48] - Participation rate in trade unions [49]	36
3. **What opportunity do the unemployed have to organise to find work?**	- **Contacts between the unemployed and employers (384)**	
4. **What are the threats to and opportunities for the best forms of participation at work and its organisation?** - Do quality standards provide an opportunity for more commitment?	- **Rate of enterprises applying version 2000 of ISO 9000** [100]	12bis

b.   Invisible components

Information requirements	*Indicators*	**References**
1. What are the expectations of and level of satisfaction with work?	- **Expectation regarding present job security among workers** [107] - Job task satisfaction [18] - Employment commitment [19] - Discouraged persons in finding a job [108] - Satisfaction in terms of skills updating and personal development opportunities [109]	31
2. How do citizens perceive unemployment and the situation of the unemployed?		48
3. Is there a form of solidarity concerning access to work?	- **Level of acceptance of job sharing measures** [110]	
4. What is the level of confidence between employees and employers?		29
5. What forms of solidarity exist and what are lacking?	- **Perceived role of the different persons concerned regarding aid to the poor and the socially excluded** [158]	

c.   Action

Information requirements	*Indicators*	References
Who is responsible for and what action is taken to ensure access to and dignity, autonomy/self-development and participation in employment? - Support and counselling policies for the unemployed	- Public expenditure on unemployment subsidies [111] - Maximum lengths of the aid [112] - -Relationship between minimum income and unemployment benefit [113] - Level of effective coverage of social protection systems for those seeking work [114]	2-3-6-7-8-9-10-11-12bis-13-18-19-20-21-22-23-24-25-26-27-28-29-30bis-31-32-33-34-35-38-39-40-42-43-44-45-47-48-49-50
- Active employment policies	- Public spending in active employment policy (work programmes and job creation) [8] - Aid for parental leave and childcare facilities [55] - Changes in employment protection legislation [53]	
- Training policies	- Public spending in training policy [9] - Increase in the participation rate of the labour force to training [29] - Increase in skills level [34]	
- Business/employer involvement	- Training outputs [35] - Ratio between unemployed and employed trained [36] - Training workers participation [37]	
- NGO role	- SMEs participation in training cost [38] - Increase in the number of SMEs using continous training [30] - Youth employment initiatives [58]	
What form is taken by consultation and co-ordination to promote employment? - Active partnerships for employment - Is there a social dialogue on employment? - Is there a partnership and dialogue on policies?	- Participation of social partners and civil society organisation in decision making [50] - Decentralisation of institutional responsibilities for employment support [57] - Services in support of the social economy [31] - Strikes frequency [44] - Strikes intensity [45] - Work stoppages [46] - Average time to renew contracts [47]	19-41-46

	- Information to public on employment policies - Number of training partnerships initiatives [51]	
12. Conclusion: to what extend do existing activities fail to meet needs?		
13. What improvements are desirable in voluntary action on behalf of employment?		

3. Special support for socially at-risk groups

3.1   Minorities

a.   Situation

Equal rights/non-discrimination

Information requirements	*Indicators*	References
1. Do minorities have access to basic rights? Are they discriminated against, particularly regarding access to employment, education, housing and so?	• **Unemployment rate (for minority groups.) [1]** • Access to health services [289] • Levels of poverty and social exclusion for minority groups [290] • Equal employment pay and conditions [293] • Benefit take-up rate [288] • Provision of training and awareness of the rights and welfare needs of vulnerable groups for key workers [286] • Access to water [177] • Access to basic services or amenities [178]	16-17-29-35-40-41-44-45-51-52
2. Do minorities have access to specific rights, particularly to maintain their cultural, linguistic and historical identity?	• **Minority language instruction in schools [487]** • Recognition of minorities and immigrants' identities in the education system [488] • Number of languages used compared to the number of official and unofficial languages represented in the country [489]	5-7-8-10-18-22-23-28-29-30-31-32-34-35-36-37-38-48
3. What is the situation regarding local communities composed of minorities?	• **Available services for minority and migrant communities [490]**	
4. To what extent does discrimination threaten to exclude or marginalise minorities?	**Access to justice – minority and migrant groups in prison [292]**	

Dignity/recognition (recognition of identity in a multicultural society)

Information requirements	*Indicators*	References
1. Are minorities granted specific cultural recognition?	• **Access to justice – minority and migrant groups in prison [292]** • Convictions for physical attacks motivated by prejudice against minority and migrants groups [372] • Members of minority/migrants groups who are victims of crime [492]	5-9-15-18-19-20-21-29-33

	• Proportion of minority/migrants groups who speak the host language fluently [491] • Portrayal of minorities and migrants in the media and popular culture [493]	
2. Is minorities' contribution to society fully recognised and appreciated?		5-21
3. Are totally minority communities free to organise themselves according to their own cultural rules?	**Recognition of traditional forms of organisation in ethnic minority communities [502]**	
4. Is there a danger that violence towards and failure to respect minorities' dignity will pass unnoticed?	• **Racism monitoring centres [503]** • Advice centres [504]	

Personal development/autonomy (development of identities)

Information requirements	*Indicators*	**References**
1. To what extent are the personal development and autonomy of minority group members taken into account from the standpoint of their cultural and linguistic identity?	• **Participation of minority/migrant groups in further and higher education [495]** Analysis per socio-economic group: • Life-long learning [7] • Participants in training [98]	4-5-12-18-22-24-26-31-32-35
2. Does the personal development of minority group members ensure that they are integrated into society and enjoy equal opportunities?	**Proportion of minorities who live in mixed neighbourhoods [296]**	3-4-32
3. Is specific support given to local communities made up of minorities?		
4. What are the risks of loss of autonomy and threats to personal development for members of minorities?		

Participation/commitment (Minority participation in public life)

Information requirements	*Indicators*	**References**
1. Can minorities organise to defend their interests?	**Anti-discriminatory legislation covering minority groups [285]**	16-28-47
2. Do minorities have the opportunity to participate in social, cultural, economic and political activities?	• **Representation in parliament/government for minority groups** [499] • Top positions of influence in government and industry held by members of minorities [291] (as a proportion of the population of minorities) • Involvement in community improvement projects [498]	13-32-39
3. Can local minority communities defend their interests?		

Information requirements	Indicators	References
4. What are the threats to and opportunities for minority participation?	● **Existence of racist groups and acts [501]**	

b.   Invisible components

Information requirements	Indicators	References
What are the expectations and level of satisfaction of ethnic and religious minorities?	**Minorities' attitudes towards wider society [295]**	30
How do society and minorities themselves perceive existing minorities and what form does the awareness take?	**Integration and assimilation [342]**	13-16
What values are defended by minorities? How far do they differ from and overlap with those of society as a whole?		
What is the level of confidence within minority communities and between these communities and the rest of society?	**Public attitude towards minorities groups [294]**	
How much of a sense of solidarity is there within minorities, and between minorities and "the rest"?	**Existence of voluntary or statutory organisations which advocate/guard the rights and welfare of minority/migrant groups [486]**	43-47

c.   Action

Information requirements	Indicators	References
10. What is or should be done to ensure that minorities are fairly treated and not discriminated against with regard to their rights, dignity/recognition, autonomy/personal development and participation/commitment?	**The percentage of advisors, both governmental and non-governmental, who are trained in communication with members of ethnic minorities, the physically impaired and mentally impaired [485]**	1-2-5-6-7-8-9-10-11-17-18-20-21-22-23-25-26-29-30-33-34-35-36-43-44-45-46-47-49-50-51-52
11. What forms do consultation and co-ordination between those concerned take?	**Public funding for organizations which advocate/guard the rights and welfare of minority and migrant groups [287]**	4-13-14-27-28-30-37-39-42-46-47
12. What needs are not being met?	**Opinion on action to take against racism [344]**	
13. What improvements are desirable in voluntary action on behalf of minorities?		