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ABSTRACT

This document is a report of the Manpower and Social Affairs Committee of the OECD on the development of a set of social objectives with the general goals of: identifying the social demands, aspirations and problems which are or will likely be major concerns of socio-economic planning processes; measuring and reporting change relative to these concerns; and focusing and enlightening public discussion and governmental decision-making. In this report, the Working Party on Social Indicators identifies, selects and specifies an agreed list of twenty four fundamental social concerns common to most Member countries. Concepts and principles for the selection of common social concerns are defined and the significance and applicability of the selected concerns are discussed. The concerns listed were developed according to the following basic criteria: a) concerns which are of present or potential interest to Member governments; b) fundamental human aspirations or concerns as opposed to means or instrumental aspects of well-being; c) major, essential aspects of well-being. Notes which clarify the meaning of words and concepts used in the list of social concerns are included.

(Author/SHM)

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THE OECD SOCIAL INDICATOR
DEVELOPMENT PROGRAMME

SP006 189

List of Social Concerns

Common to most
OECD Countries

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

PARIS 1972

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THE OECD SOCIAL INDICATOR DEVELOPMENT PROGRAMME

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LIST OF SOCIAL CONCERNS COMMON TO MOST OECD COUNTRIES

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT
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The Organisation for Economic Co-operation and Development (OECD), which was set up under a Convention signed in Paris on 14th December, 1960, provides that the OECD shall promote policies designed:

- to achieve the highest sustainable economic growth and employment and a rising standard of living in Member countries, while maintaining financial stability, and thus to contribute to the development of the world economy;*
- to contribute to sound economic expansion in Member as well as non-member countries in the process of economic development;*
- to contribute to the expansion of world trade on a multilateral, non-discriminatory basis in accordance with international obligations.*

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PREFACE

In their discussion on Economic Growth - Quantitative and Qualitative Objectives for the 1970s, at the meeting of the OECD Council at Ministerial level on 20th-22nd May, 1970. Ministers stressed that "growth is not an end in itself, but rather an instrument for creating better conditions of life" and that "increased attention must be given to the qualitative aspects of growth, and to the formulation of policies with respect to the broad economic and social choices involved in the allocation of growing resources".

The subsequent programme of work of the OECD has provided that one important initiative toward that end would be to explore the possibility of developing a set of social indicators with the general objectives of:

- identifying the social demands, aspirations and problems which are or will likely be major concerns of socio-economic planning processes;
- measuring and reporting change relative to these concerns; thus
- better focusing and enlightening public discussion and governmental decision-making.

The Manpower and Social Affairs Committee was assigned this responsibility by the Council. The Committee established a special Working Party on Social Indicators with instructions to undertake this development programme. The Working Party started its task by specifying that its first objective would be the establishment of a list of social concerns common to most Member countries which are of sufficient importance, present or potential, to the governments of those countries for them to want to have indicators available on a comparable basis. This was a deliberately limited aim, recognized not to imply the establishment of a comprehensive conceptual "system" of social concerns,

based on a possible social welfare function which could be applicable for all Member countries.

With this report, the Working Party on Social Indicators completes the first phase of its assignment: the identification, selection and specification of an agreed list of 24 fundamental social concerns common to most Member countries. This list has been approved by the Council of OECD as the basis for the second more analytical phase of the programme: the development and agreement on the specifications for a set of social indicators designed explicitly to reveal, with validity, the level of well-being for each social concern in the list and to monitor changes in those levels over time.

Paris,
1st June, 1973

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I. CONCEPTS AND PRINCIPLES FOR THE SELECTION OF SOCIAL CONCERNS COMMON TO MOST MEMBER COUNTRIES

1. The objective established by the OECD Council was to undertake a concerted effort to achieve standardized definitions of the social goal areas¹ for which systematic indicators and assessments are most needed, and to develop the central concepts and principles which could guide the Organisation and Member governments in the preparation of such indicators. The innovative nature of this task meant that the concepts and principles for defining and selecting the social concerns had to be developed practically de novo by the Working Party on Social Indicators as the need arose in selecting the concerns for the list.² These concepts and principles are intended as the basis for OECD's social indicator programme and may also function as a reference point for Member governments in the development of their own social indicator programmes.

Present or Potential Concern of Member Governments

2. The first criterion for the selection of a social concern, in the OECD programme, is its present or potential interest to Member governments. Social concerns presently held to be important only by limited groups of the population could, therefore, be included if there is a reasonable prospect they may become important governmental concerns.

1. From among the various possible ways of focusing a set of social concerns, the term "social concern" in the OECD programme denotes an identifiable and definable aspiration or concern of fundamental and direct importance to human well-being as opposed to a matter of instrumental or indirect importance to well-being.

2. The Working Party early determined that given the present state of social indicators conceptualisation within Member governments, the definition and selection of the social concerns to be included in the Phase I list is a matter for political-technical judgement by planners and others concerned with the central policy-making and resource allocation processes.

Fundamental Rather than Instrumental Aspects of Well-Being

3. As already indicated the term "social concern" in the programme denotes an identifiable and definable aspiration or concern of fundamental and direct importance to human well-being as opposed to a matter of instrumental or indirect importance to well-being. This follows the lead of the OECD Council, which in May 1970 stressed that "economic growth is not an end in itself" but rather an instrument for creating better conditions of life.¹ This focus means, furthermore, that as a general rule some important social problems and particular government programmes relating to them are excluded as fundamental social concerns on the criterion that they involve means rather than ends.² This criterion, which limits the number of social concerns in the list, is considered to be very important in differentiating the highly selective OECD social indicator programme from the more comprehensive social statistics programmes of other international organisations.

Value Judgements and Social Concerns

4. The very identification and naming of eight "primary goal areas", such as health or physical environment, implies broad value judgements about what is "important" to human well-being. The further and more detailed identification, specification and selection of a set of social concerns common to most Member countries within the context of those goal areas implies even deeper value judgements as to what is important. For example, to choose a fundamental social concern centering on "the quality of working life", particularly when there are only 24 fundamental concerns in all, is to make a significant judgement that it is a very important condition of the well-being of the people in Member countries. However, it is essential to record that these general judgements of the social concerns of present or potential interest to Member governments do not imply any judgement with respect to social policy objectives or the setting of actual priorities and achievement-targets by individual Member governments: on such precise official government objectives there is often a wide range of opinion among Member governments and within individual Member countries.

1. The Growth of Output, 1960-1980, Retrospect, Prospect and Problems of Policy (December 1970), OECD.

2. It is understood that this distinction between ends and means is a general guide which cannot always be strictly applied. For instance, some social ends also have the character of means or inputs to still other ends, for example, employment can be an end in itself and a means to gain income. It is emphasized that instrumental concerns do find a place in the sub-concern portion of the list of common social concerns.

Individual and Societal¹ Concepts of Well-Being

5. The emphasis on present or potential governmental interest is not meant to imply that social concerns should be identified and defined in terms of societal well-being rather than individual well-being. In the selection process, concerns were considered from both perspectives with preference being given to present, individual well-being when the two perspectives did not coincide.

General Overview Rather Than Sector Appraisal

6. The primary focus of the list of social concerns is the provision of an overview, an overall perspective of social well-being or the lack of it. This purpose is jeopardized if too much and too diverse information is provided. Hence it has been desirable to restrict the list of social concerns to concerns representing well-being in a (relatively) final sense. This excludes concerns relating to performance, efficiency and cost-effectiveness within specific sectors. Thus, there are fundamental social concerns dealing with changes in the level of health and of personal development but none dealing with the health and education delivery systems. However, as noted in paragraph 7, these latter may enter into the hierarchical structure of sub-concerns, thus providing a link between the fundamental social concerns and the more instrumental concerns of sector analysis.

Hierarchy of Sub-Concerns

7. Each of the 24 fundamental social concerns may be viewed as the summit of a vertically linked hierarchy of an indefinite number of sub-concerns representing the important aspects and means of influencing the fundamental concern. At the same time, there are various kinds of horizontal linkages or relationships among these hierarchies; a particular concern or sub-concern may have simultaneous effects on a number of other social concerns. The present social indicators programme concentrates on a select and limited number of fundamental social concerns together with a number of related sub-concerns and notes certain of the substantive horizontal linkages which may exist among them. It will remain with the planners for specific sectors to extend the hierarchy further downwards to suit their more detailed sector planning, evaluation and programme needs and to establish horizontal relationships between the diverse components of the hierarchies. The great amount of information required for these purposes

1. The word "societal" is used here to designate all matters which concern society as a whole (as opposed to the word "social" which can take on other meanings).

may not belong to the OECD social indicator programme but should, in so far as possible, be able to be linked to it through common concepts of hierarchy and interaction.

Degree of Comprehensiveness: Major Omissions

8. The present list of social concerns is a relatively comprehensive one covering almost all major areas of well-being affected by government social policy. The eight broad primary goal areas, into which the present social concerns have been fitted, provide a practical and open-ended framework, which will permit nevertheless the list to be improved and updated. It is recognized that this first-generation list has some major omissions. First, there are major aspects of well-being such as esthetic values, love and comradeship which cannot readily be formulated as statements of social concern, and in respect of which there is at present or in the foreseeable future no prospect of quantification. Secondly, there are other omissions which are particular to individual Member countries, for example, those relating to the national and international political environment, which the Working Party on Social Indicators did not seek to include in an internationally agreed list. Thirdly, there are a few areas where the Working Party identified the existence of a fundamental social concern felt by most Member governments, but was not able to reach agreement on their definition for this report: the most important omission here is one related to the family. Another limitation is that the concept of social concern included in the list concentrates on current well-being, that is, on the present quality of life. This concentration tends to rule out systematic inclusion of social concerns largely of an "investment" nature such as resource disappearance and preservation of ecological balance.

9. The Working Party on Social Indicators envisions that it should seek to remedy some of the omissions in parallel with the work starting on Phase II (in relation to the concerns already formulated). In particular it wishes to give special priority to the early selection and specification of a fundamental social concern or concerns focusing on "the family". It hopes also to remedy the omission of a concern relating to inter-group conflict. While some of these omissions can be included in the future, others may continue to be too elusive for inclusion, thus reaffirming that the development is limited in scope. It is assumed that Member governments will formulate additional concerns and sub-concerns in areas of special interest to them for their own use. As these formulations become of interest to other nations they may, of course, be added to the common list.

The Coverage of the Sub-Concerns

10. The sub-concerns listed against 14 of the 24 fundamental social concerns are intended to bring out particular aspects of those fundamental concerns, either because the sub-concerns are of special interest to Member governments, or to illustrate what would be covered by the fundamental concerns. The sub-concerns for a particular fundamental social concern are not, however, intended to be comprehensive. It is envisioned that existing sub-concerns will be redefined and other sub-concerns added, especially as the result of the Phase II work on developing social indicator measures for individual fundamental social concerns (which will lead to a more precise identification of the nature of the concern and the elements which contribute to it). An example of a sub-concern which the Working Party identified, but could not define within the time available, is the rehabilitation of convicted criminals (relative to fundamental concern G-2).

Proceeding from the General Toward the Specific

11. Commonality of social concerns among Member countries tends to be greatest at the highest level of generality, diminishing as the definition becomes more specific. Thus the process of reaching agreement on a set of social concerns common to most Member countries is one which starts in general terms and then leads on to greater specificity as quickly as agreement permits. For example, the condition of housing is a fundamental social concern on which there is complete agreement as to its fundamental importance to well-being. Proceeding then to the next lower level of generality (the category of sub-concerns), it is possible to arrive at agreement on more specific concerns common to most countries relating to the problem of housing conditions: for instance, the question of the accessibility of families to neighbourhood shops and services. Once agreement is reached at this order of specificity, the basis is created for the development of an indicator(s) to monitor each of those social concerns and sub-concerns.

Quantifiability

12. The definition and selection of a fundamental social concern for inclusion in the list involves a tentative judgement that the concern (or its sub-concerns) is, in principle, quantifiable. Where there is uncertainty, the general presumption is one of inclusion rather than exclusion in order to allow more careful consideration of the measurability of such social concerns during Phase II of the developmental programme.

How People Perceive Well-Being

13. The perceptions which individuals and groups have of fundamental aspects of their well-being are a necessary and important component of the social indicator programme. This type of information reveals another dimension of reality and may also show up objective factors which have not previously been recognized as significant. The well-being of individuals in many goal areas cannot be readily detected without recourse to the account of the individuals themselves. This may be particularly true of working conditions and health. In several other areas as well where there is, for example, a mixture of individual and collective ways of meeting needs, asking the individual himself is in some instances the only way to obtain relevant information. It is recognized that the collection and analysis of data on perceptions is still in an early stage of development. The Working Party on Social Indicators in its Phase II programme of indicator specification will follow developments in this field very carefully.

Distributional Classifications of the Concerns

14. As far as possible the social concerns are to be the subject of indicators classified by a minimum number of distributional characteristics common to all other fundamental social concerns; for example, by sex, age, socio-occupational-income status, region, or by urban/rural community. This is especially important in the identification of "accumulated inequities" (or multiple sources and types of disadvantage) among various special groups in society, as specified for example in sub-concern H-1-c in the list.

II. SIGNIFICANCE AND APPLICABILITY OF THE LIST OF SOCIAL CONCERNS

15. Agreement on this list of social concerns marks the completion of the first phase of the task of developing valid social indicators. In its present form the list reflects consensus as to some of the fundamental social concerns of the relatively developed OECD group of countries. It is hoped that the list can function as a step toward a workable, albeit partial, definition of what is meant by "quality of life". The very existence of this "first generation" list should make possible a process of continuing refinement and extension, which can improve its usefulness and relevance year by year.

16. The agreement on the list can be taken to mean that these social concerns are of sufficient importance, present or potential, to Member

governments for them to want to have appropriate indicators on a generally comparable basis where possible. However, each government retains its prerogative to extend or reduce or otherwise modify the list in its own social indicator development work. Agreement on the list of social concerns common to most Member countries does not imply the acceptance of those concerns as social policy priorities or targets for individual Member countries.

III. THE LIST OF SOCIAL CONCERNS COMMON TO MOST MEMBER COUNTRIES

17. On the basis of the concepts and principles presented above, the Working Party on Social Indicators has developed the following list of social concerns common to most Member countries. In general, the 24 fundamental social concerns have been developed according to the following basic criteria:

- a) concerns which are of present or potential interest to Member governments;
- b) fundamental human aspirations or concerns as opposed to means or instrumental aspects of well-being;
- c) major, essential aspects of well-being.

18. Fourteen of the 24 fundamental social concerns are accompanied by one or more substantive sub-concerns which, as already noted, are not meant to be comprehensive. In general these sub-concerns are sub-divisions or important aspects of the more broadly framed fundamental concerns, in the framework of the hierarchical concept specified above in paragraph 7.

SOCIAL INDICATORS

List of Social Concerns Common to Most Member Countries

FUNDAMENTAL SOCIAL CONCERNS	SUB-CONCERNS
<u>HEALTH</u>	
A-1 THE PROBABILITY OF A HEALTHY LIFE THROUGH ALL STAGES OF THE LIFE CYCLE.	
A-2 THE IMPACT OF HEALTH IMPAIRMENTS ON INDIVIDUALS	<p>A-2-a The quality of health care in terms of reducing pain and restoring functional capabilities.</p> <p>A-2-b The extent of universal distribution in the delivery of health care.</p> <p>A-2-c The ability of the chronically impaired and permanently handicapped to participate more effectively in society.</p>
<u>INDIVIDUAL DEVELOPMENT THROUGH LEARNING</u>	
B-1 THE ACQUISITION BY CHILDREN OF THE BASIC KNOWLEDGE, SKILLS AND VALUES NECESSARY FOR THEIR INDIVIDUAL DEVELOPMENT AND THEIR SUCCESSFUL FUNCTIONING AS CITIZENS IN THEIR SOCIETY.	<p>B-1-a The extent to which children from economically and socially disadvantaged families reach the basic standards of achievement.</p> <p>B-1-b The extent to which the physically and mentally handicapped receive educational services for their individual development through learning and for their more effective participation in social life.</p> <p>B-1-c The proportion of other children reaching the basic standards of achievement.</p>
B-2 THE AVAILABILITY OF OPPORTUNITIES FOR CONTINUING SELF-DEVELOPMENT AND THE PROPENSITY OF INDIVIDUALS TO USE THEM.	
B-3 THE MAINTENANCE AND DEVELOPMENT BY INDIVIDUALS OF THE KNOWLEDGE, SKILLS AND FLEXIBILITY REQUIRED TO FULFIL THEIR ECONOMIC POTENTIAL AND TO ENABLE THEM TO INTEGRATE THEMSELVES IN THE ECONOMIC PROCESS IF THEY WISH TO DO SO.	

FUNDAMENTAL SOCIAL CONCERNS	SUB-CONCERNS
B-4 THE INDIVIDUAL'S SATISFACTION WITH THE PROCESS OF INDIVIDUAL DEVELOPMENT THROUGH LEARNING, WHILE HE IS IN THE PROCESS.	
B-5 THE MAINTENANCE AND DEVELOPMENT OF THE CULTURAL HERITAGE RELATIVE TO ITS POSITIVE CONTRIBUTION TO THE WELL-BEING OF THE MEMBERS OF VARIOUS SOCIAL GROUPS.	
<u>EMPLOYMENT AND QUALITY OF WORKING LIFE</u>	
C-1 THE AVAILABILITY OF GAINFUL EMPLOYMENT FOR THOSE WHO DESIRE IT.	
C-2 THE QUALITY OF WORKING LIFE.	C-2-a Working conditions. C-2-b Earnings and fringe-benefits. C-2-c Employment-time, employment-related time and paid holidays. C-2-d Employment security. C-2-e Career prospects. C-2-f Industrial conflict.
C-3 INDIVIDUAL SATISFACTION WITH THE EXPERIENCE OF WORKING LIFE	C-3-a Working conditions. C-3-b Earnings and fringe-benefits. C-3-c Employment-time, employment-related time and paid holidays. C-3-d Employment security. C-3-e Career prospects. C-3-f Relations among and participation by employees. C-3-g Supervision, autonomy and job-challenge.
<u>TIME AND LEISURE</u>	
D-1 THE AVAILABILITY OF EFFECTIVE CHOICES FOR THE USE OF TIME	D-1-a The flexibility of patterns of working time. D-1-b The accessibility and quality of leisure time opportunities. D-1-c The time available for personal development, family and social obligations, and social participation.

FUNDAMENTAL SOCIAL CONCERNS	SUB-CONCERNS
<p><u>COMMAND OVER GOODS AND SERVICES</u></p> <p>E-1 THE PERSONAL COMMAND OVER GOODS AND SERVICES.</p> <p>E-2 THE NUMBER OF INDIVIDUALS EXPERIENCING MATERIAL DEPRIVATION.</p> <p>E-3 THE EXTENT OF EQUITY IN THE DISTRIBUTION OF COMMAND OVER GOODS AND SERVICES.</p> <p>E-4 THE QUALITY, RANGE OF CHOICE AND ACCESSIBILITY OF PRIVATE AND PUBLIC GOODS AND SERVICES.</p> <p>E-5 THE PROTECTION OF INDIVIDUALS AND FAMILIES AGAINST ECONOMIC HAZARDS.</p>	<p>E-3-a The extent of relative impoverishment.</p> <p>E-3-b The dispersion in the structure of income and wealth.</p> <p>E-4-a Whether individuals have the information needed to make effective choices.</p> <p>E-4-b Individuals' satisfaction with the quality, range of choice, and accessibility of the private and public goods and services they consume.</p> <p>E-5-a The extent to which individuals and families obtain insurance or other compensation for predictable and unpredictable income losses.</p> <p>E-5-b The extent to which individuals and families obtain assistance for significant expansions of obligatory expenditures particular to them.</p> <p>E-5-c The extent to which individuals and families perceive themselves as secure against adverse change in their economic status.</p>
<p><u>PHYSICAL ENVIRONMENT</u></p> <p>F-1 HOUSING CONDITIONS.</p>	<p>F-1-a Cost and availability of suitable dwellings.</p> <p>F-1-b Living space and utilities of dwellings.</p> <p>F-1-c Accessibility to neighbourhood shops and services, and workplaces.</p> <p>F-1-d Neighbourhood and environmental amenities.</p>

FUNDAMENTAL SOCIAL CONCERNS	SUB-CONCERNS
F-2 POPULATION EXPOSURE TO HARMFUL AND/OR UNPLEASANT POLLUTANTS.	F-2-a Air. F-2-b Noise. F-2-c Pervasive and persistent pollutants. F-2-d Water. F-2-e Land.
F-3 THE BENEFIT DERIVED BY THE POPULATION FROM THE USE AND MANAGEMENT OF THE ENVIRONMENT	F-3-a Land management. F-3-b Water management. F-3-c Management of the urban and rural landscape. F-3-d Housing conditions. F-3-e Control of pollution. F-3-f Reduction of congestion. F-3-g Accessibility among social services and functions. F-3-h Environmental contribution to recreation and amenity. F-3-i Other aspects of urban and rural life.
<u>PERSONAL SAFETY AND THE ADMINISTRATION OF JUSTICE</u>	
G-1 VIOLENCE VICTIMISATION AND HARASSMENT SUFFERED BY INDIVIDUALS.	G-1-a Involving persons. G-1-b Involving property. G-1-c Involving perceptions of danger to safety and security.
G-2 FAIRNESS AND HUMANITY OF THE ADMINISTRATION OF JUSTICE.	G-2-a In the administration of criminal law. G-2-b In the administration of civil law. G-2-c In the administrative practice.
G-3 THE EXTENT OF CONFIDENCE IN THE ADMINISTRATION OF JUSTICE.	
<u>SOCIAL OPPORTUNITY AND PARTICIPATION</u>	
H-1 THE DEGREE OF SOCIAL INEQUALITY.	H-1-a The degree of inequality among social strata. H-1-b The extent of opportunity for social mobility. H-1-c The position of disadvantaged groups.
H-2 THE EXTENT OF OPPORTUNITY FOR PARTICIPATION IN COMMUNITY LIFE, INSTITUTIONS AND DECISION-MAKING.	

IV. NOTES TO THE LIST OF SOCIAL CONCERNS COMMON TO MOST MEMBER COUNTRIES

Introduction

19. The purpose of the following notes to the 24 fundamental social concerns is to help to clarify the meaning of various words and concepts as understood by the Working Party on Social Indicators, to note any special characteristics of the relation between a fundamental concern and its sub-concerns, and to note important relationships with other social concerns in the list. In general, the sub-concerns, which have been specified for 14 of the 24 fundamental social concerns, are particularly important components or aspects of their respective fundamental concerns. They are on the whole supplementary and not definitive. While they are a partial elaboration on how the fundamental social concerns might be developed in Phase II to allow for indicator specification, it is important to record that even in such instances there is no necessary implication that the fundamental concern cannot be measured directly without reference to its sub-concerns.

20. There are several kinds of relationships among the social concerns:

- a) There are substantive linkages in which one fundamental social concern is an input into another. For example, while the availability of gainful employment for those who desire it is a fundamental concern in itself (C-1), it is also an input into (or a source of) personal command over goods and services (E-1).
- b) There is the occasional overlapping of social concerns, normally at the sub-concern level. Since the OECD programme of social concerns and indicators is not intended to be a system of integrated social and demographic accounts but rather a highly selective set of policy-oriented concerns for government use, the main goal at this stage is to specify major identifiable social areas. As is the case in reality, these may overlap or even in some instances be partially in conflict; such problems will, of course, receive further consideration in the course of Phase II to delete undesirable duplication.

21. Finally it should be noted that almost all concerns are meant to imply measures of state or level at particular time periods, and rate of change over time, to the extent this will be possible.

22. A-1: A Healthy Life

- a) This fundamental social concern uses as its point of departure the traditional preventive concept of good health based on the avoidance

of disease and disability. The emphasis is on preventing the occurrence of health disabilities, for example by adequate prenatal, natal, and post-natal care for mothers. In order to allow for more meaningful analysis, the life cycle concept is specified in order that the concern can be viewed according to the different stages of the life cycle, each of which implies a rather different emphasis in evaluating health concerns. The simplest and most common division specifies children, adults, and the aged.

b) The concern has substantive linkages with other social concerns and is partially dependent on changes originating in those concerns, for example, the extent of pollution, working conditions, or leisure opportunities such as physical recreation (F-2, C-2-a, D-1-b respectively).

23. A-2: The Impact of Health Impairments

a) This fundamental social concern focuses on the treatment and curative aspects of the health concerns. Where impairments and disabilities do occur, the social concern is with the extent of their negative impact on the individual.

b) The three sub-concerns specify more concrete aspects of the fundamental concern: extension of pain reduction and restoration of functional capabilities; the distribution of health care services in the population; and assistance to the chronically impaired and permanently handicapped.

24. B-1: The Acquisition of Basic Knowledge, Skills and Values

a) This fundamental social concern relates to the acquisition of basic knowledge, skills and values by children. It is considered that the sources of this individual development lie in the complex interaction between the growing child and his family, his schools, other institutions such as libraries, and the mass media.

b) The concern has substantive linkages to other fundamental social concerns. For example, there is an input linkage to social concern C-1, "The availability of gainful employment for those who desire it", in terms of the basic knowledge requirements necessary for virtually all gainful employment in Member countries.

c) The three sub-concerns taken together are inclusive of all children. There is some double-counting at the sub-concern level, but this can be resolved during Phase II of the development programme.

25. B-2: Continuing Self-Development

This fundamental social concern relates to continuing self-development (beyond basic skills) achieved through all formal and informal

processes. As a social concern, it focuses on available opportunities and the extent to which individuals develop a propensity to use them (and benefit from doing so). Traditional institutions for education, cultural enrichment, and job training would be important in this process. Other important sources could be through: the use of reading materials from libraries, bookstores, newstands; watching films and other visual materials on television, in movie theatres; local community adult education programmes; a wide range of cultural and recreational pursuits.

26. B-3: The Economic Potential of Individuals

a) This fundamental social concern relates to the role which education can play in helping individuals to achieve their employment aspirations and to reach their maximum potential income. One aspect of this concern is the potential "mismatch" between the expectations some individuals have of their personal futures on leaving the education system and the careers which will actually be available to them; the social consequences from actual "mismatching" are a concern of government.

b) There is a substantive linkage between this concern and social concern C-3, "Individual satisfaction with the experience of working life". For example, individuals with high expectations of their career prospects due to their achievement of a high level of formal education and who perceive their current employment to be dead-ended, could be quite dissatisfied with their working life.

27. B-4: The Experience of Learning

a) This fundamental social concern relates primarily to individual development through learning after the acquisition of basic skills. Its perspective is partly with learning as a personal consumption service directly affecting the present well-being of those individuals in their various learning processes.

b) There is some overlap between this concern and social concern E-4-b "Individuals' satisfaction with the quality, range of choice, and accessibility of the private and public goods and services they consume", in that the consumption of education by individuals is one particular service.

28. B-5: Cultural Heritage

a) This fundamental social concern in particular Member countries can refer to one or more of: the national culture; the bi- or tri-cultural society; the cultures of minority groups.

b) This concern is interrelated with B-2 above in that cultural institutions are important both in maintaining and developing a society's

cultural heritage (B-5) and in creating opportunities for individual self-development (B-2). It is also linked to H-1 and H-2 with respect to some minority groups.

29. C-1: Availability of Gainful Employment

a) This fundamental social concern relates to a broad concept of opportunities to participate in income-producing activities. "Those who desire" employment is specifically intended to include, for example, the "discouraged" unemployed who desire employment but who are not necessarily actively seeking employment. "Employment" is inclusive of self-employment for this concern (and C-2 and C-3 below).

b) There is, of course, the substantial input linkage between this employment concern and social concern E-1 relating to "personal command over goods and services" since a major component of "command" is wages and salaries from employment. There is also the interrelationship between this concern and social concerns B-1 and B-2 relating to skill qualifications.

c) Analytical categories would allow the development of sub-concerns and indicators regarding the availability of part-time as well as full-time employment; and the availability of employment by region, sex, age, and skill, and by education qualifications and requirements.

30. C-2: Quality of Working Life

a) The term "working conditions" (sub-concern C-2-a) refers largely to the actual physical conditions of work. The term "employment-time" (sub-concern C-2-c and sub-concern C-3-c below) means not only the number of hours worked but their allocation in the week, in the year and over the total life of the individual: this includes the concept of "flexibility of working life".

b) There is purposeful duplication of C-2-c and social concern D-1 with respect to flexibility of working time and other uses of time, as this sub-concern is important in both contexts.

31. C-3: Satisfaction with Working Life

a) This fundamental social concern relates to employee perceptions of their work situation. It includes those aspects of working life which employees themselves consider most important, their satisfaction (and/or dissatisfaction) with these elements and with their working life as a whole in terms of their expectations and past experiences.

b) The seven sub-concerns taken together are meant to provide

a framework into which all important elements of employment life as seen by employees can be fitted.

32. D-1: Effective Choice for the Use of Time

a) The allocation of time as an aspect of individual well-being has been formulated as a concern to give maximum emphasis to personal freedom in the use of one's time. The Working Party on Social Indicators believes that this freedom becomes increasingly important as standards of living rise and less emphasis is placed on highly standardized consumption goods. The Working Party notes the many specific policy interests governments have shown in this respect, such as: working hours; time lost on the journey to work; opportunities for parents to obtain time away from child-care; the organisation of vacation time; retirement age.

b) There is the purposeful duplication of this concern (D-1-a) and social concern (C-2-c) with respect to flexibility of working time, as this sub-concern is important in both contexts.

c) The sub-concerns represent only a tentative analysis of choice in the use of time of interest, and potential interest, to policy-makers. It is not intended as an outline of a statistical system of time budgets, but as a pragmatic guide to selective special issues concerning time allocation. In sub-concern D-1-a "working time" would include the journey-to-work and could also include job-search time and involuntary unemployment, as well as patterns of leave time, work schedules and retirement, within appropriate limits. No specific definition of leisure in D-1-b is proposed at this stage in the development programme as individual definitions vary considerably, but the Working Party on Social Indicators notes that the amount of time available for leisure is an aspect of leisure-time "accessibility".

33. E-1: Personal Command over Goods and Services

This fundamental social concern relates to a broad concept of personal command over goods and services defined as the ability of individuals and families to obtain goods and services available through both the private and public (government) sectors. (The latter may be provided to the public at full cost, subsidized cost, or free of direct charge). Such a broad concept of access to consumption (a concept of "totality") is distinguished from existing statistical concepts of income/expenditure and wealth contained in the national accounts by its inclusion, for example, of changes in the net equity of households and a wide range of available subsidized goods and services. The specification of such an indicator in Phase II will be assisted by the current developmental work of the Statistical Office of the United Nations on: a broader system of statistics for the distribution of income, consumption

and accumulation: and, a system of balance sheets and re-evaluation accounts (wealth).

34. E-2: Material Deprivation

a) This fundamental social concern refers to the lack of the absolute vital necessities of life namely, food, shelter and clothing.

b) The concern has obvious linkages to other fundamental social concerns. For example, individuals deprived of proper food as children will have a higher probability than other children of an unhealthy life through all stages of their life cycle (A-1).

35. E-3: Equity in the Distribution of Command over Goods and Services

a) This fundamental social concern relates to the extent of equity in the distribution among the population of the ability of households to obtain goods and services available through both the private and public (government) sectors.

b) The two selected sub-concerns are not exhaustive.

c) There is an important relationship between sub-concern E-3-a regarding "relative impoverishment" and sub-concern II-1-c regarding "disadvantaged groups", but the two are by no means identical. The latter sub-concern is a broader and more complex question involving numerous accumulated disadvantages (of which a relatively low income would be only one) of particular groups in society.

36. E-4: Quality, Range of Choice and Accessibility of Goods and Services

a) This fundamental social concern relates to the importance to individuals of aspects of their consumption of goods and services which are not reflected in quantitative measures of consumption and expenditures. The concern concentrates on the information needed by the consumer and his perceptions of his well-being in terms of the range of choice, accessibility and quality of what is available to consume. The additional detail underlying sub-concern E-4-b will permit the pinpointing of problem areas regarding public goods (parks, transportation, etc.) and the vast array of market-provided goods and services. Consumer protection is covered by implication in E-4-b.

b) There is some overlapping between this concern and those concerns having to do with specific government-controlled goods and services such as education, for example in B-4.

37. E-5: Protection Against Economic Hazards

a) This fundamental social concern, particularly sub-concern E-5-a, relates to the totality of the compensation received, from private and public sources, in the event of major adverse real income changes (unemployment, disability, retirement, etc.). It extends to the question of how many individuals slip through the protective income security net altogether as well as to the extent of assistance for those receiving protection.

b) The sub-concern dealing with significant expansions of obligatory expenditures by individuals and families (E-5-b) is the logical counterpart of the sub-concern dealing with significant reductions in available income (E-5-a). The concern does not include those expansions legally required by governments. It is a less common occurrence across the population at large, but may very well be more important to certain individuals and groups within the population, for example, the expenditures required of families with children stricken by the drug thalidomide.

38. F-1: Housing Conditions

a) This fundamental social concern focuses on two aspects of housing conditions as they affect individual well-being: aspects of the actual dwelling, namely availability, space, and utilities; and aspects of the neighbourhood within which the dwelling is situated and which largely influence the terms in which the individual and his family experience their environment in their daily lives.

b) The selected sub-concerns cover aspects of housing conditions which the Working Party on Social Indicators has identified as especially important to the well-being of individuals and families. Community relations are also a significant factor in the individual's sense of well-being in his residential environment. Community life is dealt with separately in social concern H-2, though it could be included in the analysis of housing conditions for certain purposes. "Neighbourhood and environmental amenities" (F-1-d) includes important aspects of residential conditions such as parks and playgrounds, vehicle-free areas and pathways, population concentration and congestion in the immediate neighbourhood.

39. F-2: Pollution

No specific reference is made here to particular types of "harmful and/or unpleasant" pollution that would be considered because there is no reason to exclude, a priori, any criterion of pollution, whether relating to health, amenity, or other kinds of impact. This relatively open-ended definition can therefore cover such problems as thermal

or heat pollution in water or air, and the loss of oxygen, again in water or air. At the same time the importance of developing environmental standards is clear. It is noted that pollution deriving from any one of the sub-concerns may be transmitted through food, and this impact would be considered in evaluating population exposure. The phrase "pervasive and persistent pollutants" covers such widely dispersed hazards as radiation and DDT.

40. F-3: Benefit from the Use and Management of the Environment

a) The Working Party on Social Indicators chose a relatively broad, general formulation for this fundamental social concern for two reasons. First, it believes the physical environment should be considered in terms of its positive contribution to well-being as well as from the negative perspective of pollution, and that such positive contributions might occur in a very large number of different ways, many of them so closely interrelated as to be very difficult to separate into distinct concerns. Secondly, it believes a broad statement of the fundamental concern allows important flexibility in the development of sub-concerns, to which in this concern the Working Party attaches special importance. As understanding and experience in the analysis and measurement of environmental impact on well-being increase, some of these sub-concerns could emerge as fundamental concerns in their own right.

b) Aspects of the environment relating to the preservation of natural resources and ecological balance as such have been omitted from this first-generation set of concerns (see paragraph 8).

41. G-1: Violence, Victimization, and Harassment

This fundamental social concern emphasizes the impact on individuals of aggression and criminal behaviour, including physical harassment. Because of the significant legal differences among governments in the definition and reporting of "criminal" activity, the more neutral term "violence, victimisation and harassment" is used. There remain, of course, differences in "drawing the line", especially in respect of victimisation from negligence. Common examples of the problem of what to count and what not to count are: drunken driving, household quarrels, or food poisoning. Resolution of such ambiguities is deferred to Phase II, the key phrase "suffered by individuals" provides a basic guide in the undertaking of this more detailed work.

42. G-2: Administration of Justice

a) This fundamental social concern focuses on the fair and humane operation of social mechanisms of conflict resolution. Clearly

there may be numerous conflicting interests here, for example: public safety on the one hand and fair treatment of suspects on the other; practical efficiency in government and in business on the one hand, personal rights to adjudication and appeal of disputes on the other. Hence, there is the specification in the sub-concerns of the three areas for resolving conflict: the two systems of criminal law and civil law (covering criminal action and civil crimes and disputes), and the system of administrative practice, (covering disputes with governmental authorities and businesses not normally handled in legal procedures). Special sub-concerns could relate to the compensation of victims of crime and the provision of legal aid.

b) "Administration of criminal law" (G-2-a) refers, among other elements, to the treatment of suspects and the administration of detention, correctional and rehabilitation services. "Civil law" (G-2-b) pertains to legally protected individual rights relative to persons and institutions. "Administrative law" (G-2-c) refers to procedures for handling administrative disputes between individuals and public or private institutions.

43. G-3: Confidence in the Administration of Justice

This concern focuses on public perceptions of the adequacy of the administration of justice (including its three component parts as delineated in the sub-concerns G-2-a, b, c) to social requirements, individual protection, and other aspects of effective, efficient and equitable operation, as perceived by individuals.

44. H-1: Social Inequality

a) Social strata are usually delineated according to a combination of income and occupational factors. Other factors which may also be used to measure stratification are prestige, power, culture (language). Social mobility refers to opportunities for families and individuals to improve their relative standing according to their aspirations and abilities, either within the same generation (intra-generational mobility) or from one generation to the next (inter-generational mobility). The position of disadvantaged groups is a function of the extent of rigidity and discrimination in the society. In some cases, disadvantages of certain groups may be simply a question of a deficiency in some other social concern in the list (such as low income, job discrimination, accessibility of social services), and in others a matter of a history of isolation and anomie. The most relevant terms of reference would be developed for each group. The Working Party on Social Indicators has preliminarily specified that the position of the following groups would be of particular concern in the development of measures for H-1-c: women, ethnic groups, migrant workers and their families, aged, youth, and special dependent populations.

b) The Working Party has noted especially the linkage between this concern and social concern B-1 relating to learning opportunities.

45. H-2: Participation in Community Life

The term "community" is meant here in a broad sense: the functional collectivity most relevant to the individual in his daily life. Such a collectivity may simply correspond to a residential locality; however, it will usually be more comprehensive in terms of services provided than simply a neighbourhood. This concern subsumes perceptual measurement of population attitudes toward all aspects of participation in community life, and provides a significant complementary measure to the concern relating to housing conditions (F-1).

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