

# Defining and Measuring Social Cohesion

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# Contents

<b>Foreword</b>	vii
<b>Introduction</b>	1
<b>1 The Concept of Social Cohesion: Overview and Historical Perspective</b>	3
1.1 Social cohesion as social inclusion	4
1.2 When social cohesion becomes social capital	9
1.3 Social cohesion, institutions and governance	12
1.4 Conclusions from the literature review	15
<b>2 Indicators for Measuring Social Cohesion</b>	17
<b>3 Lessons and a Proposed Set of Indicators</b>	21
<b>Appendices</b>	
A The Council of Europe's Strategy for Social Cohesion	25
B The European Union's Indicators of Social Inclusion	27
<b>References</b>	31



# Foreword

During the 1960s and 1970s, increased interest was shown by some international organisations, such as the United Nations and the Commonwealth Secretariat, in small states, notably small islands, and the development challenges they faced during the decolonisation period. The Commonwealth Secretariat, with over a third of its members classified as small economies, is committed to the study of small states. The issue of their vulnerability, for example, was first given formal expression within the Commonwealth at the 1977 Commonwealth Finance Ministers Meeting in Barbados. Having noted the special characteristics of small states – in particular their reliance on trade, high dependence on capital inflows and, in some cases, their lack of natural resources – ministers urged the international community to adopt a more flexible approach to their requirements, as well as special measures to assist them. In response, the Secretariat designed a programme to assist in overcoming ‘the disadvantages of small size, isolation and scarce resources which severely limit the capacity of such countries to achieve their development objectives or to pursue their national interests in a wider international context’.

In 1983, with the political repercussions of the US invasion of Grenada still resonant, Commonwealth leaders meeting in New Delhi expressed their belief that the problems of small states ‘deserved consideration on a wider basis, including that of national security’. A Commonwealth Consultative Group was therefore commissioned to carry out such an examination. Its report, *Vulnerability: Small States in the Global Society*, published in 1985, was the first to highlight the inherent vulnerability of small states to external interference. In reasserting the vulnerability of and threats to small states, and outlining economic and foreign policy measures to mitigate these, the report was important in raising the political profile of small states in international forums.

Following this publication, the Ministerial Group on Small States was formed to continue the discussion of issues of importance to small states. At their second meeting in 1995, ministers recognised that the international context faced by small states had changed dramatically since the end of the cold war. This led to the creation of a Commonwealth advisory group of eminent persons whose report, *A Future for Small States: Overcoming Vulnerability*, was published in 1997.

In 1998 the Commonwealth Secretariat/World Bank Joint Task Force on Small States was formed. In 2000 the Task Force published its seminal report, *Small States: Meeting Challenges in the Global Economy*. The report concluded that addressing the challenges facing small states requires correct domestic policy, regional co-operation, assistance from multilateral and bilateral development institutions and improvements in the external environment. It highlighted four areas of special relevance to successful

development in small states: tackling volatility, vulnerability and natural disasters; transitioning to the changing global trade regime; strengthening capacity; and benefiting from the opportunities and coping with the challenges of globalisation. It recommended that an annual small states forum, where international donors could report on their activities in small states, be held in the wings of the IMF–World Bank meeting. Small states have garnered additional support and attention from international donors as a result, but more remains to be done: a 2005/06 review of the task force report established that small states are still vulnerable and continue to face a number of development challenges associated with their size.

In adopting Agenda 21, one of the key outcomes of the United Nations Conference on Environment and Development (more commonly known as the Rio Earth Summit) in 1992, the wider international community also recognised the special challenges that small island developing states (SIDS) face in planning for sustainable development. As a result, the Global Conference on the Sustainable Development of Small Island Developing States took place in Barbados in 1994. The plan that emerged, the Barbados Programme of Action (BPOA), is the principal international framework for addressing the special challenges and constraints faced by SIDS in their pursuit of sustainable development. The BPOA addresses 14 major themes, ranging from climate change through coastal and marine resources to tourism and human resources development.

The ten-year comprehensive review of the BPOA led to the adoption in January 2005 of the Mauritius Strategy for the Further Implementation of the Barbados Programme of Action for the Sustainable Development of SIDS, which includes 19 thematic areas, including climate change and sea level rise; natural and environmental disasters; and energy resources. The Mauritius Strategy notes that for its successful implementation, SIDS require effective human, institutional and technical capacity development; effective monitoring and co-ordination, including through SIDS regional organisations; and support from the international community, particularly through financial and technical backing.

Finally, Millennium Development Goal 8 (on developing a global partnership for development) specifically mentions the special needs of landlocked countries and

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