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Bowling Alone: America's Declining Social Capital

Robert D. Putnam

An Interview with Robert Putnam

Many students of the new democracies that have emerged over the past decade and a half have emphasized the importance of a strong and active civil society to the consolidation of democracy. Especially with regard to the postcommunist countries, scholars and democratic activists alike have lamented the absence or obliteration of traditions of independent civic engagement and a widespread tendency toward passive reliance on the state. To those concerned with the weakness of civil societies in the developing or postcommunist world, the advanced Western democracies and above all the United States have typically been taken as models to be emulated. There is striking evidence, however, that the vibrancy of American civil society has notably declined over the past several decades.

Ever since the publication of Alexis de Tocqueville's *Democracy in America*, the United States has played a central role in systematic studies of the links between democracy and civil society. Although this is in part because trends in American life are often regarded as harbingers of social modernization, it is also because America has traditionally been considered unusually "civic" (a reputation that, as we shall later see, has not been entirely unjustified).

When Tocqueville visited the United States in the 1830s, it was the Americans' propensity for civic association that most impressed him as the key to their unprecedented ability to make democracy work. "Americans of all ages, all stations in life, and all types of disposition," **[End Page 65]** he observed, "are forever forming associations". There are not only commercial and industrial associations in which all take part, but others of a thousand different types--religious, moral, serious, futile, very general and very limited, immensely large and very minute. . . . Nothing, in my view, deserves more attention than the intellectual and moral associations in America." ¹

Recently, American social scientists of a neo-Tocquevillean bent have unearthed a wide range of empirical evidence that the quality of public life and the performance of social institutions (and not only in America) are indeed powerfully influenced by norms and networks of civic engagement. Researchers in such fields as education, urban poverty, unemployment, the control of crime and drug abuse, and even health have discovered that successful outcomes are more likely in civically engaged communities. Similarly, research on the varying economic attainments of different ethnic groups in the United States has demonstrated the importance of social bonds within each group. These results are consistent with research in a wide range of settings that demonstrates the vital importance of social networks for job placement and many other economic outcomes.

Meanwhile, a seemingly unrelated body of research on the sociology of economic development has also focused attention on the role of social networks. Some of this work is situated in the developing countries, and some of it elucidates the peculiarly successful "network capitalism" of East Asia.² Even in less exotic Western economies, however, researchers have discovered highly efficient, highly flexible "industrial districts" based on networks of collaboration among workers and small entrepreneurs. Far from being paleoindustrial anachronisms, these dense interpersonal and interorganizational networks undergird ultramodern industries, from the high tech of Silicon Valley to the high fashion of Benetton.

The norms and networks of civic engagement also powerfully affect the performance of representative government. That, at least, was the central conclusion of my own 20-year, quasi-experimental study of subnational governments in different regions of Italy.³ Although all these regional governments seemed identical on paper, their levels of effectiveness varied dramatically. Systematic inquiry showed that the quality of governance was determined by longstanding traditions of civic engagement (or its absence). Voter turnout, newspaper readership, membership in choral societies and football clubs--these were the hallmarks of a successful region. In fact, historical analysis suggested that these networks of organized reciprocity and civic solidarity, far from being an epiphenomenon of socioeconomic modernization, were a precondition for it.

No doubt the mechanisms through which civic engagement and social connectedness produce such results--better schools, faster economic **[End Page 66]** development, lower crime, and more effective government--are multiple and complex. While these briefly recounted findings require further confirmation and perhaps qualification, the parallels across hundreds of empirical studies in a dozen disparate disciplines and subfields are striking. Social scientists in several fields have recently suggested a common framework for understanding these phenomena, a framework that rests on the concept of *social capital*.⁴ By analogy with notions of physical capital and human capital--tools and training that enhance individual productivity--"social capital" refers to features of social organization such as networks, norms, and social trust that facilitate coordination and cooperation for mutual benefit.

For a variety of reasons, life is easier in a community blessed with a substantial stock of social capital. In the first place, networks of civic engagement foster sturdy norms of generalized reciprocity and encourage the emergence of social trust. Such networks facilitate coordination and communication, amplify reputations, and thus allow dilemmas of collective action to be resolved. When economic and political negotiation is embedded in dense networks of social interaction, incentives for opportunism are reduced. At the same time, networks of civic engagement embody past success at collaboration, which can serve as a cultural template for future collaboration. Finally, dense networks of interaction probably broaden the participants' sense of self, developing the "I" into the "we," or (in the language of rational-choice theorists) enhancing the participants' "taste" for collective benefits.

I do not intend here to survey (much less contribute to) the development of the theory of social capital.

Instead, I use the central premise of that rapidly growing body of work--that social connections and civic engagement pervasively influence our public life, as well as our private prospects--as the starting point for an empirical survey of trends in social capital in contemporary America. I concentrate here entirely on the American case, although the developments I portray may in some measure characterize many contemporary societies.

Whatever Happened to Civic Engagement?

We begin with familiar evidence on changing patterns of political participation, not least because it is immediately relevant to issues of democracy in the narrow sense. Consider the well-known decline in turnout in national elections over the last three decades. From a relative high point in the early 1960s, voter turnout had by 1990 declined by nearly a quarter; tens of millions of Americans had forsaken their parents' habitual readiness to engage in the simplest act of citizenship. Broadly similar trends also characterize participation in state and local elections.

It is not just the voting booth that has been increasingly deserted by [End Page 67] Americans. A series of identical questions posed by the Roper Organization to national samples ten times each year over the last two decades reveals that since 1973 the number of Americans who report that "in the past year" they have "attended a public meeting on town or school affairs" has fallen by more than a third (from 22 percent in 1973 to 13 percent in 1993). Similar (or even greater) relative declines are evident in responses to questions about attending a political rally or speech, serving on a committee of some local organization, and working for a political party. By almost every measure, Americans' direct engagement in politics and government has fallen steadily and sharply over the last generation, despite the fact that average levels of education--the best individual-level predictor of political participation--have risen sharply throughout this period. Every year over the last decade or two, millions more have withdrawn from the affairs of their communities.

Not coincidentally, Americans have also disengaged psychologically from politics and government over this era. The proportion of Americans who reply that they "trust the government in Washington" only "some of the time" or "almost never" has risen steadily from 30 percent in 1966 to 75 percent in 1992.

These trends are well known, of course, and taken by themselves would seem amenable to a strictly political explanation. Perhaps the long litany of political tragedies and scandals since the 1960s (assassinations, Vietnam, Watergate, Irangate, and so on) has triggered an understandable disgust for politics and government among Americans, and that in turn has motivated their withdrawal. I do not doubt that this common interpretation has some merit, but its limitations become plain when we examine trends in civic engagement of a wider sort.

Our survey of organizational membership among Americans can usefully begin with a glance at the aggregate results of the General Social Survey, a scientifically conducted, national-sample survey that has been repeated 14 times over the last two decades. Church-related groups constitute the most common type of organization joined by Americans; they are especially popular with women. Other types of organizations frequently joined by women include school-service groups (mostly parent-teacher associations), sports groups, professional societies, and literary societies. Among men, sports clubs, labor unions, professional societies, fraternal groups, veterans' groups, and service clubs are all relatively popular.

Religious affiliation is by far the most common associational [End Page 68] membership among Americans. Indeed, by many measures America continues to be (even more than in Tocqueville's time) an astonishingly "churched" society. For example, the United States has more houses of worship per capita than any other nation on Earth. Yet religious sentiment in America seems to be becoming somewhat less

tied to institutions and more self-defined.

How have these complex crosscurrents played out over the last three or four decades in terms of Americans' engagement with organized religion? The general pattern is clear: The 1960s witnessed a significant drop in reported weekly churchgoing--from roughly 48 percent in the late 1950s to roughly 41 percent in the early 1970s. Since then, it has stagnated or (according to some surveys) declined still further. Meanwhile, data from the General Social Survey show a modest decline in membership in all "church-related groups" over the last 20 years. It would seem, then, that net participation by Americans, both in religious services and in church-related groups, has declined modestly (by perhaps a sixth) since the 1960s.

For many years, labor unions provided one of the most common organizational affiliations among American workers. Yet union membership has been falling for nearly four decades, with the steepest decline occurring between 1975 and 1985. Since the mid-1950s, when union membership peaked, the unionized portion of the nonagricultural work force in America has dropped by more than half, falling from 32.5 percent in 1953 to 15.8 percent in 1992. By now, virtually all of the explosive growth in union membership that was associated with the New Deal has been erased. The solidarity of union halls is now mostly a fading memory of aging men.⁵

The parent-teacher association (PTA) has been an especially important form of civic engagement in twentieth-century America because parental involvement in the educational process represents a particularly productive form of social capital. It is, therefore, dismaying to discover that participation in parent-teacher organizations has dropped drastically over the last generation, from more than 12 million in 1964 to barely 5 million in 1982 before recovering to approximately 7 million now.

Next, we turn to evidence on membership in (and volunteering for) civic and fraternal organizations. These data show some striking patterns. First, membership in traditional women's groups has declined more or less steadily since the mid-1960s. For example, membership in the national Federation of Women's Clubs is down by more than half (59 percent) since 1964, while membership in the League of Women Voters (LWV) is off 42 percent since 1969.⁶

Similar reductions are apparent in the numbers of volunteers for mainline civic organizations, such as the Boy Scouts (off by 26 percent since 1970) and the Red Cross (off by 61 percent since 1970). But what about the possibility that volunteers have simply switched their loyalties [End Page 69] to other organizations? Evidence on "regular" (as opposed to occasional or "drop-by") volunteering is available from the Labor Department's Current Population Surveys of 1974 and 1989. These estimates suggest that serious volunteering declined by roughly one-sixth over these 15 years, from 24 percent of adults in 1974 to 20 percent in 1989. The multitudes of Red Cross aides and Boy Scout troop leaders now missing in action have apparently not been offset by equal numbers of new recruits elsewhere.

Fraternal organizations have also witnessed a substantial drop in membership during the 1980s and 1990s. Membership is down significantly in such groups as the Lions (off 12 percent since 1983), the Elks (off 18 percent since 1979), the Shriners (off 27 percent since 1979), the Jaycees (off 44 percent since 1979), and the Masons (down 39 percent since 1959). In sum, after expanding steadily throughout most of this century, many major civic organizations have experienced a sudden, substantial, and nearly simultaneous decline in membership over the last decade or two.

The most whimsical yet discomfiting bit of evidence of social disengagement in contemporary America that I have discovered is this: more Americans are bowling today than ever before, but bowling in organized leagues has plummeted in the last decade or so. Between 1980 and 1993 the total number of

bowlers in America increased by 10 percent, while league bowling decreased by 40 percent. (Lest this be thought a wholly trivial example, I should note that nearly 80 million Americans went bowling at least once during 1993, *nearly a third more than voted in the 1994 congressional elections* and roughly the same number as claim to attend church regularly. Even after the 1980s' plunge in league bowling, nearly 3 percent of American adults regularly bowl in leagues.) The rise of solo bowling threatens the livelihood of bowling-lane proprietors because those who bowl as members of leagues consume three times as much beer and pizza as solo bowlers, and the money in bowling is in the beer and pizza, not the balls and shoes. The broader social significance, however, lies in the social interaction and even occasionally civic conversations over beer and pizza that solo bowlers forgo. Whether or not bowling beats balloting in the eyes of most Americans, bowling teams illustrate yet another vanishing form of social capital.

Countertrends

At this point, however, we must confront a serious counterargument. Perhaps the traditional forms of civic organization whose decay we have been tracing have been replaced by vibrant new organizations. For example, national environmental organizations (like the Sierra Club) and feminist groups (like the National Organization for Women) grew rapidly [End Page 70] during the 1970s and 1980s and now count hundreds of thousands of dues-paying members. An even more dramatic example is the American Association of Retired Persons (AARP), which grew exponentially from 400,000 card-carrying members in 1960 to 33 million in 1993, becoming (after the Catholic Church) the largest private organization in the world. The national administrators of these organizations are among the most feared lobbyists in Washington, in large part because of their massive mailing lists of presumably loyal members.

These new mass-membership organizations are plainly of great political importance. From the point of view of social connectedness, however, they are sufficiently different from classic "secondary associations" that we need to invent a new label--perhaps "tertiary associations." For the vast majority of their members, the only act of membership consists in writing a check for dues or perhaps occasionally reading a newsletter. Few ever attend any meetings of such organizations, and most are unlikely ever (knowingly) to encounter any other member. The bond between any two members of the Sierra Club is less like the bond between any two members of a gardening club and more like the bond between any two Red Sox fans (or perhaps any two devoted Honda owners): they root for the same team and they share some of the same interests, but they are unaware of each other's existence. Their ties, in short, are to common symbols, common leaders, and perhaps common ideals, but not to one another. The theory of social capital argues that associational membership should, for example, increase social trust, but this prediction is much less straightforward with regard to membership in tertiary associations. From the point of view of social connectedness, the Environmental Defense Fund and a bowling league are just not in the same category.

If the growth of tertiary organizations represents one potential (but probably not real) counterexample to my thesis, a second countertrend is represented by the growing prominence of nonprofit organizations, especially nonprofit service agencies. This so-called third sector includes everything from Oxfam and the Metropolitan Museum of Art to the Ford Foundation and the Mayo Clinic. In other words, although most secondary associations are nonprofits, most nonprofit agencies are not secondary associations. To identify trends in the size of the nonprofit sector with trends in social connectedness would be another fundamental conceptual mistake.⁷

A third potential countertrend is much more relevant to an assessment of social capital and civic engagement. Some able researchers have argued that the last few decades have witnessed a rapid expansion in "support groups" of various sorts. Robert Wuthnow reports that fully 40 percent of all Americans claim to be "currently involved in [a] small group that meets regularly and provides support or caring for those who participate in it."⁸ Many of these groups are religiously affiliated, but [End Page 71]

many others are not. For example, nearly 5 percent of Wuthnow's national sample claim to participate regularly in a "self-help" group, such as Alcoholics Anonymous, and nearly as many say they belong to book-discussion groups and hobby clubs.

The groups described by Wuthnow's respondents unquestionably represent an important form of social capital, and they need to be accounted for in any serious reckoning of trends in social connectedness. On the other hand, they do not typically play the same role as traditional civic associations. As Wuthnow emphasizes,

Small groups may not be fostering community as effectively as many of their proponents would like. Some small groups merely provide occasions for individuals to focus on themselves in the presence of others. The social contract binding members together asserts only the weakest of obligations. Come if you have time. Talk if you feel like it. Respect everyone's opinion. Never criticize. Leave quietly if you become dissatisfied. . . . We can imagine that [these small groups] really substitute for families, neighborhoods, and broader community attachments that may demand lifelong commitments, when, in fact, they do not.²

All three of these potential countertrends--tertiary organizations, nonprofit organizations, and support groups--need somehow to be weighed against the erosion of conventional civic organizations. One way of doing so is to consult the General Social Survey.

Within all educational categories, total associational membership declined significantly between 1967 and 1993. Among the college-educated, the average number of group memberships per person fell from 2.8 to 2.0 (a 26-percent decline); among high-school graduates, the number fell from 1.8 to 1.2 (32 percent); and among those with fewer than 12 years of education, the number fell from 1.4 to 1.1 (25 percent). In other words, at *all* educational (and hence social) levels of American society, and counting *all* sorts of group memberships, *the average number of associational memberships has fallen by about a fourth over the last quarter-century*. Without controls for educational levels, the trend is not nearly so clear, but the central point is this: *more Americans than ever before are in social circumstances that foster associational involvement (higher education, middle age, and so on), but nevertheless aggregate associational membership appears to be stagnant or declining*.

Broken down by type of group, the downward trend is most marked for church-related groups, for labor unions, for fraternal and veterans' organizations, and for school-service groups. Conversely, membership in professional associations has risen over these years, although less than might have been predicted, given sharply rising educational and occupational levels. Essentially the same trends are evident for both men and women in the sample. In short, the available survey evidence [End Page 72] confirms our earlier conclusion: American social capital in the form of civic associations has significantly eroded over the last generation.

Good Neighborliness and Social Trust

I noted earlier that most readily available quantitative evidence on trends in social connectedness involves formal settings, such as the voting booth, the union hall, or the PTA. One glaring exception is so widely discussed as to require little comment here: the most fundamental form of social capital is the family, and the massive evidence of the loosening of bonds within the family (both extended and nuclear) is well known. This trend, of course, is quite consistent with--and may help to explain--our theme of social decapitalization.

A second aspect of informal social capital on which we happen to have reasonably reliable time-series data

involves neighborliness. In each General Social Survey since 1974 respondents have been asked, "How often do you spend a social evening with a neighbor?" The proportion of Americans who socialize with their neighbors more than once a year has slowly but steadily declined over the last two decades, from 72 percent in 1974 to 61 percent in 1993. (On the other hand, socializing with "friends who do not live in your neighborhood" appears to be on the increase, a trend that may reflect the growth of workplace-based social connections.)

Americans are also less trusting. The proportion of Americans saying that most people can be trusted fell by more than a third between 1960, when 58 percent chose that alternative, and 1993, when only 37 percent did. The same trend is apparent in all educational groups; indeed, because social trust is also correlated with education and because educational levels have risen sharply, the overall decrease in social trust is even more apparent if we control for education.

Our discussion of trends in social connectedness and civic engagement has tacitly assumed that all the forms of social capital that we have discussed are themselves coherently correlated across individuals. This is in fact true. Members of associations are much more likely than nonmembers to participate in politics, to spend time with neighbors, to express social trust, and so on.

The close correlation between social trust and associational membership is true not only across time and across individuals, but also across countries. Evidence from the 1991 World Values Survey demonstrates the following: ¹⁰

1. Across the 35 countries in this survey, social trust and civic engagement are strongly correlated; the greater the density of associational membership in a society, the more trusting its citizens. Trust and engagement are two facets of the same underlying factor--social capital.[End Page 73]
2. America still ranks relatively high by cross-national standards on both these dimensions of social capital. Even in the 1990s, after several decades' erosion, Americans are more trusting and more engaged than people in most other countries of the world.
3. The trends of the past quarter-century, however, have apparently moved the United States significantly lower in the international rankings of social capital. The recent deterioration in American social capital has been sufficiently great that (if no other country changed its position in the meantime) another quarter-century of change at the same rate would bring the United States, roughly speaking, to the midpoint among all these countries, roughly equivalent to South Korea, Belgium, or Estonia today. Two generations' decline at the same rate would leave the United States at the level of today's Chile, Portugal, and Slovenia.

Why Is U.S. Social Capital Eroding?

As we have seen, something has happened in America in the last two or three decades to diminish civic engagement and social connectedness. What could that "something" be? Here are several possible explanations, along with some initial evidence on each.

The movement of women into the labor force. Over these same two or three decades, many millions of American women have moved out of the home into paid employment. This is the primary, though not the sole, reason why the weekly working hours of the average American have increased significantly during these years. It seems highly plausible that this social revolution should have reduced the time and energy available for building social capital. For certain organizations, such as the PTA, the League of Women Voters, the Federation of Women's Clubs, and the Red Cross, this is almost certainly an important part of the story. The sharpest decline in women's civic participation seems to have come in the 1970s; membership in such "women's" organizations as these has been virtually halved since the late 1960s. By

contrast, most of the decline in participation in men's organizations occurred about ten years later; the total decline to date has been approximately 25 percent for the typical organization. On the other hand, the survey data imply that the aggregate declines for men are virtually as great as those for women. It is logically possible, of course, that the male declines might represent the knock-on effect of women's liberation, as dishwashing crowded out the lodge, but time-budget studies suggest that most husbands of working wives have assumed only a minor part of the housework. In short, something besides the women's revolution seems to lie behind the erosion of social capital.

***Mobility:** The "re-potting" hypothesis.* Numerous studies of organizational involvement have shown that residential stability and such related phenomena as homeownership are clearly associated with greater [End Page 74] civic engagement. Mobility, like frequent re-potting of plants, tends to disrupt root systems, and it takes time for an uprooted individual to put down new roots. It seems plausible that the automobile, suburbanization, and the movement to the Sun Belt have reduced the social rootedness of the average American, but one fundamental difficulty with this hypothesis is apparent: the best evidence shows that residential stability and homeownership in America have risen modestly since 1965, and are surely higher now than during the 1950s, when civic engagement and social connectedness by our measures was definitely higher.

Other demographic transformations. A range of additional changes have transformed the American family since the 1960s--fewer marriages, more divorces, fewer children, lower real wages, and so on. Each of these changes might account for some of the slackening of civic engagement, since married, middle-class parents are generally more socially involved than other people. Moreover, the changes in scale that have swept over the American economy in these years--illustrated by the replacement of the corner grocery by the supermarket and now perhaps of the supermarket by electronic shopping at home, or the replacement of community-based enterprises by outposts of distant multinational firms--may perhaps have undermined the material and even physical basis for civic engagement.

The technological transformation of leisure. There is reason to believe that deep-seated technological trends are radically "privatizing" or "individualizing" our use of leisure time and thus disrupting many opportunities for social-capital formation. The most obvious and probably the most powerful instrument of this revolution is television. Time-budget studies in the 1960s showed that the growth in time spent watching television dwarfed all other changes in the way Americans passed their days and nights. Television has made our communities (or, rather, what we experience as our communities) wider and shallower. In the language of economics, electronic technology enables individual tastes to be satisfied more fully, but at the cost of the positive social externalities associated with more primitive forms of entertainment. The same logic applies to the replacement of vaudeville by the movies and now of movies by the VCR. The new "virtual reality" helmets that we will soon don to be entertained in total isolation are merely the latest extension of this trend. Is technology thus driving a wedge between our individual interests and our collective interests? It is a question that seems worth exploring more systematically.

What Is to Be Done?

The last refuge of a social-scientific scoundrel is to call for more research. Nevertheless, I cannot forbear from suggesting some further lines of inquiry. [End Page 75]

- We must sort out the dimensions of social capital, which clearly is not a unidimensional concept, despite language (even in this essay) that implies the contrary. What types of organizations and networks most effectively embody--or generate--social capital, in the sense of mutual reciprocity, the resolution of dilemmas of collective action, and the broadening of social identities? In this essay I have emphasized the density of associational life. In earlier work I stressed the structure of networks,

arguing that "horizontal" ties represented more productive social capital than vertical ties. ¹¹

- Another set of important issues involves macrosociological crosscurrents that might intersect with the trends described here. What will be the impact, for example, of electronic networks on social capital? My hunch is that meeting in an electronic forum is not the equivalent of meeting in a bowling alley--or even in a saloon--but hard empirical research is needed. What about the development of social capital in the workplace? Is it growing in counterpoint to the decline of civic engagement, reflecting some social analogue of the first law of thermodynamics--social capital is neither created nor destroyed, merely redistributed? Or do the trends described in this essay represent a deadweight loss?
- A rounded assessment of changes in American social capital over the last quarter-century needs to count the costs as well as the benefits of community engagement. We must not romanticize small-town, middle-class civic life in the America of the 1950s. In addition to the deleterious trends emphasized in this essay, recent decades have witnessed a substantial decline in intolerance and probably also in overt discrimination, and those beneficent trends may be related in complex ways to the erosion of traditional social capital. Moreover, a balanced accounting of the social-capital books would need to reconcile the insights of this approach with the undoubted insights offered by Mancur Olson and others who stress that closely knit social, economic, and political organizations are prone to inefficient cartelization and to what political economists term "rent seeking" and ordinary men and women call corruption. ¹²
- Finally, and perhaps most urgently, we need to explore creatively how public policy impinges on (or might impinge on) social-capital formation. In some well-known instances, public policy has destroyed highly effective social networks and norms. American slum-clearance policy of the 1950s and 1960s, for example, renovated physical capital, [End Page 76] but at a very high cost to existing social capital. The consolidation of country post offices and small school districts has promised administrative and financial efficiencies, but full-cost accounting for the effects of these policies on social capital might produce a more negative verdict. On the other hand, such past initiatives as the county agricultural-agent system, community colleges, and tax deductions for charitable contributions illustrate that government can encourage social-capital formation. Even a recent proposal in San Luis Obispo, California, to require that all new houses have front porches illustrates the power of government to influence where and how networks are formed.

The concept of "civil society" has played a central role in the recent global debate about the preconditions for democracy and democratization. In the newer democracies this phrase has properly focused attention on the need to foster a vibrant civic life in soils traditionally inhospitable to self-government. In the established democracies, ironically, growing numbers of citizens are questioning the effectiveness of their public institutions at the very moment when liberal democracy has swept the battlefield, both ideologically and geopolitically. In America, at least, there is reason to suspect that this democratic disarray may be linked to a broad and continuing erosion of civic engagement that began a quarter-century ago. High on our scholarly agenda should be the question of whether a comparable erosion of social capital may be under way in other advanced democracies, perhaps in different institutional and behavioral guises. High on America's agenda should be the question of how to reverse these adverse trends in social connectedness, thus restoring civic engagement and civic trust.

Robert D. Putnam is Dillon Professor of International Affairs and director of the Center for International Affairs at Harvard University. His most recent books are *Double-Edged Diplomacy: International Bargaining and Domestic Politics* (1993) and *Making Democracy Work: Civic Traditions in Modern Italy* (1993), which is reviewed elsewhere in this issue. He is now completing a study of the revitalization of

American democracy.

Commentary and writings on related topics:

- Nicholas Lemann, *Kicking in Groups*, *The Atlantic Monthly* (April 1996).
- Mary Ann Zehr, *Getting Involved in Civic Life*, *Foundation News and Commentary* (May/June 1996). *The Foundation News and Commentary is a publication of The Council on Foundations.*

Notes

1. Alexis de Tocqueville, *Democracy in America*, ed. J.P. Maier, trans. George Lawrence (Garden City, N.Y.: Anchor Books, 1969), 513-17.

2. On social networks and economic growth in the developing world, see Milton J. Esman and Norman Uphoff, *Local Organizations: Intermediaries in Rural Development* (Ithaca: Cornell University Press, 1984), esp. 15-42 and 99-180; and Albert O. Hirschman, *Getting Ahead Collectively: Grassroots Experiences in Latin America* (Elmsford, N.Y.: Pergamon Press, 1984), esp. 42-77. On East Asia, see Gustav Papanek, "The New Asian Capitalism: An Economic Portrait," in Peter L. Berger and Hsin-Huang Michael Hsiao, eds., *In Search of an East Asian Development Model* (New Brunswick, N.J.: Transaction, 1987), 27-80; Peter B. Evans, "The State as Problem and Solution: Predation, Embedded Autonomy and Structural Change," in Stephan Haggard and Robert R. Kaufman, eds., *The Politics of Economic Adjustment* (Princeton: Princeton University Press, 1992), 139-81; and Gary G. Hamilton, William Zeile, and Wan-Jin Kim, "Network Structure of East Asian Economies," in Stewart R. Clegg and S. Gordon Redding, eds., *Capitalism in Contrasting Cultures* (Hawthorne, N.Y.: De Gruyter, 1990), 105-29. See also Gary G. Hamilton and Nicole Woolsey Biggart, "Market, Culture, and Authority: A Comparative Analysis of Management and Organization in the Far East," *American Journal of Sociology* (Supplement) 94 (1988): S52-S94; and Susan Greenhalgh, "Families and Networks in Taiwan's Economic Development," in Edwin Winckler and Susan Greenhalgh, eds., *Contending Approaches to the Political Economy of Taiwan* (Armonk, N.Y.: M.E. Sharpe, 1987), 224-45.

3. Robert D. Putnam, *Making Democracy Work: Civic Traditions in Modern Italy* (Princeton: Princeton University Press, 1993).

4. James S. Coleman deserves primary credit for developing the "social capital" theoretical framework. See his "Social Capital in the Creation of Human Capital," *American Journal of Sociology* (Supplement) 94 (1988): S95-S120, as well as his *The Foundations of Social Theory* (Cambridge: Harvard University Press, 1990), 300-21. See also Mark Granovetter, "Economic Action and Social Structure: The Problem of Embeddedness," *American Journal of Sociology* 91 (1985): 481-510; Glenn C. Loury, "Why Should We Care About Group Inequality?" *Social Philosophy and Policy* 5 (1987): 249-71; and Robert D. Putnam, "The Prosperous Community: Social Capital and Public Life," *American Prospect* 13 (1993): 35-42. To my knowledge, the first scholar to use the term "social capital" in its current sense was Jane Jacobs, in *The Death and Life of Great American Cities* (New York: Random House, 1961), 138.

5. Any simplistically political interpretation of the collapse of American unionism would need to confront the fact that the steepest decline began more than six years before the Reagan administration's attack on PATCO. Data from the General Social Survey show a roughly 40-percent decline in reported union membership between 1975 and 1991.

6. Data for the LWV are available over a longer time span and show an interesting pattern: a sharp slump

during the Depression, a strong and sustained rise after World War II that more than tripled membership between 1945 and 1969, and then the post-1969 decline, which has already erased virtually all the postwar gains and continues still. This same historical pattern applies to those men's fraternal organizations for which comparable data are available--steady increases for the first seven decades of the century, interrupted only by the Great Depression, followed by a collapse in the 1970s and 1980s that has already wiped out most of the postwar expansion and continues apace.

7. Cf. Lester M. Salamon, "The Rise of the Nonprofit Sector," *Foreign Affairs* 73 (July-August 1994): 109-22. See also Salamon, "Partners in Public Service: The Scope and Theory of Government-Nonprofit Relations," in Walter W. Powell, ed., *The Nonprofit Sector: A Research Handbook* (New Haven: Yale University Press, 1987), 99-117. Salamon's empirical evidence does not sustain his broad claims about a global "associational revolution" comparable in significance to the rise of the nation-state several centuries ago.

8. Robert Wuthnow, *Sharing the Journey: Support Groups and America's New Quest for Community* (New York: The Free Press, 1994), 45.

9. *Ibid.*, 3-6.

10. I am grateful to Ronald Inglehart, who directs this unique cross-national project, for sharing these highly useful data with me. See his "The Impact of Culture on Economic Development: Theory, Hypotheses, and Some Empirical Tests" (unpublished manuscript, University of Michigan, 1994).

11. See my *Making Democracy Work*, esp. ch. 6.

12. See Mancur Olson, *The Rise and Decline of Nations: Economic Growth, Stagflation, and Social Rigidities* (New Haven: Yale University Press, 1982), 2.

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for Democracy

The Community of Democracies Nonpaper

Democracy has stood the test of time and has come to be recognized by peoples across regions and cultures as the form of governance that best meets their aspirations. The democratic movement now sweeping the world arose after the Second World War, as many nations asserted their freedom and independence from colonial rule. This movement surged forward again with the Portuguese peaceful revolution of 1974, the return to civilian, democratic rule in Central and South America, the collapse of communism in Eastern Europe and the Soviet Union, and the end of the oppressive apartheid regime in South Africa. Over the past decade democracy and freedom have flourished around the world. In no other period of history have so many former prisoners of conscience --Lech Walesa, Vaclav Havel, Nelson Mandela, and Kim Dae-jung, democratic activists all-- risen through popular vote to the highest levels of power.

History teaches us that democratic progress is not restricted to a narrow group of countries or civilizations. And yet progress toward democracy is not inevitable; it is an ongoing process, not an end-state, requiring continuous effort and imagination. Today the worldwide democratic movement must keep pace with rapid global economic change. Democracies young and old must overcome obstacles to sustainable development and economic growth; resolve racial, ethnic and religious divisions; resist corrosive crime and corruption; and foster a culture of citizenship that instills individuals with the knowledge and skills to assert their rights, embrace their responsibilities, and participate effectively in public life.

Cooperation among democratic peoples and governments committed to advancing democracy is essential to creating a favorable international environment for development in which democracy can flourish. The United Nations (especially the UN Human Rights Commission) and organizations such as the European Union, Council of Europe, the Organization for Security and Cooperation in Europe, the Organization of American States, and the Organization of African Unity have done much to sustain and strengthen democratic practices around the world. The UN-sponsored International Conference of New or Restored Democracies, the World Movement for Democracy, and the Emerging Democracies Forum have also contributed to this essential effort.

But there has never been a dialogue among governments dedicated to exploring together how democracies might better strengthen democratic institutions and processes. The time has come to convene a meeting of the Foreign Ministers of all countries committed to pursuing a democratic path with the goal of fortifying democratic governance. Too often, when democratic leaders meet it is to contend with immediate crises or bilateral issues; bilateral issues will not be raised at this forum. A gathering of the full range of the world's democracies would provide an unprecedented opportunity for exchanging experiences, identifying best practices, and formulating an agenda for international cooperation in order to realize democracy's full potential.

The Government of Poland has agreed to host such a ministerial meeting June 19-20, 2000, in Warsaw. The governments of the Czech Republic, Chile, India, South Korea, Mali and the United States have agreed to join Poland as co-conveners of the meeting.

Concurrent with the ministerial meeting, a number of distinguished thinkers and path-breaking promoters of democracy from around the world would gather in Warsaw to discuss complementary issues and ideas. These representatives of intellectual life and civil society could contribute their enormous knowledge and expertise to the ministerial sessions, presenting their ideas as to how governments and citizens can work together to strengthen and preserve democracy. This World Forum on Democracy is being organized by the Stefan Batory Foundation of Poland and Freedom House of the United States.

Following are among the possibilities that could be considered by the Ministers attending the Community of Democracies meeting in Warsaw:

- Working from a declaration of democratic principles - based on such documents as the Universal Declaration of Human Rights - nations participating in the conference could make a commitment to uphold these principles and to abide by them in practice.
- Countries that give assistance to promote democracy could consider mechanisms to coordinate efforts better among themselves, the recipient countries and the major donor institutions.
- The Community of Democracies could form an informal caucus to work together in existing institutions on issues critical to strengthening and preserving

democracy, thereby bolstering the resolve and effectiveness of international organizations in their support for democracy.

- The results of the Warsaw meeting could be conveyed to the Fourth International Conference of New or Restored Democracies scheduled to be held in Cotonou, Benin in December, 2000. Topics of special concern to new or restored democracies could be addressed in Warsaw and further elaborated upon in Cotonou.
- The ministerial conference might create multi-national "tables" or working groups (perhaps pairing democracies at different stages of development and different continents and regions) that could continue the mission of the meeting by dealing in depth with important issues raised in Warsaw.

10/27/99

DRAFT DECLARATION OF THE COMMUNITY OF DEMOCRACIES

Expressing our common adherence to the principles set forth in the Charter of the United Nations and the Universal Declaration of Human Rights, reaffirming our commitment to respect applicable instruments of international law, and recognizing the universality of democratic values, we, the Community of Democracies, hereby agree to respect and uphold the following core democratic principles and practices:

- The right of citizens to choose their representatives through regular, free and fair elections with universal and equal suffrage, open to multiple parties, conducted by secret ballot, and free of fraud and intimidation.
- The right of every person to equal access to public service and to take part in the conduct of public affairs.
- The right of every person to equal protection of the law, without any discrimination as to race, color, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.
- The right of every person to freedom of religion, of opinion and of expression and to exchange and receive ideas and information through any media, regardless of frontiers.
- The right of the press to collect, report and disseminate information, news and opinions, subject only to restrictions prescribed by law and in accordance with internationally-recognized standards.
- The right of every person to respect for private and family life, home, correspondence and electronic communications, free of arbitrary or unlawful interference.
- The right of every person to freedom of peaceful assembly and association, and to establish their own political parties or other political organizations with the necessary legal guarantees to allow them to compete freely on a basis of equal treatment before the law.
- The right of persons belonging to minorities or vulnerable groups to equal protection of the law, and the freedom to preserve their own culture, to profess and practice their own religion, and to use their own language.
- The right of every person to be free from arbitrary arrest or detention, to receive due process of law and to be presumed innocent until proven guilty in a court of law.

- That the aforementioned rights, which are essential to full and effective participation in a democratic society, be enforced by a competent, independent and impartial judiciary open to the public and established by law.
- That elected leaders uphold the law and refrain from seeking to curtail individuals' rights and concentrating power in one branch of government.
- The right of those elected and duly approved by constitutional process to form a government, assume office and fulfill the term of office as legally established.
- The obligation of an elected government to refrain from extra-constitutional actions, to allow elections as scheduled and to respect their results, and to relinquish power when its legal mandate ends.
- That government institutions be transparent and fully accountable to the citizenry of the country and take steps to combat corruption, which has a corrosive effect on democratic institutions.
- That the legislature be duly elected and accountable to the people.
- That civilian, democratic control over the military be preserved.

The Community of Democracies affirms our determination to work together to assist all democracies, recognizing that we are at differing stages in our democratic development. We seek to consolidate and strengthen democratic institutions, with due respect for sovereignty, the principle of non-interference in internal affairs, and addressing bilateral issues in other channels. We recognize that expressions of concern about the state of democracy and human rights in a society does not constitute interference in the internal affairs of a State. Our goal is to support adherence to common democratic values and standards, as outlined above. To that end, our governments hereby agree to abide by these principles in practice, and to support one another in fulfilling the commitments we undertake today.

We will seek to strengthen institutions and processes of democratic governance. We appreciate the value of exchanging experiences in the consolidation of democracy and identifying best practices. We have created Working Tables on subjects relevant to democratic governance for the purpose of continuing and deepening our dialogue on democratization. We resolve to fight against the global challenges to democracy, such as state-sponsored and other forms of terrorism, transnational organized crime, corruption, drug trafficking, illegal arms trafficking and money laundering, and to do so in accordance with respect for human rights and the norms of international law.

We will encourage political leaders to exercise power with due respect for the values of tolerance and compromise that undergird effective democratic systems, and to foster respect for pluralism so as to enable societies to retain their multi-cultural character, and at the same time maintain stability and social cohesion. We will also attempt to bolster the capacity of civil society, including women, non-governmental organizations and independent media, and to secure internationally recognized core labor standards. Informed citizen participation in a country's economic and political life, including by minority groups and women, is fundamental to a vibrant and durable democracy.

We will help to foster government-to-government and people-to-people linkages. In this way we will strengthen democratic institutions and practices and support the diffusion of democratic norms and values. Key to our efforts will be the protection of all human rights --civil, cultural, economic, political and social-- as elaborated in the Universal Declaration of Human Rights.

We will work with existing donor institutions and organizations, civil society and recipient governments to coordinate support for new and emerging democratic societies.

We will collaborate on democracy-related issues in existing international institutions, forming coalitions and caucuses to support resolutions and other international actions aimed at fostering democratic governance. This will help to create an external environment conducive to democratic development.

Revised draft 10/21/99