



Exit from and non-take up of public services

A comparative analysis: France, Greece, Spain, Germany, Netherlands, Hungary

[BIBLIOGRAPHY]

EXNOTA consortium

Greek Literature

1. Studies referring to (some kind of) non-take-up:

Chatzivarnava, E. 2001. Social exclusion and ethnic Greeks from the ex Soviet Republics. Athens: Papazissis. Χατζηβαρνάβα, Ε. 2001. *Κοινωνικός αποκλεισμός και Ομογενείς από την πρώην ΕΣΣΔ*, Αθήνα: Παπαζήσης.

This short volume seems to be one of the rare evaluation records concerning public programmes. It was undertaken by an NGO formed by the federation of Pontian Associations of Southern Greece ('Nostos') and aiming at the social and cultural support of repatriated Greeks. NOSTOS undertook the implementation of professional training programmes and provided 'accompanying advisory services' to this population in order to enhance their capacity to attend training. The evaluation concerns these accompanying services that were conceived in order to improve the take-up possibility. Certain observations are very interesting from the point of view of NTU research, notably those concerning information channels about the training programmes and obstacles (mainly subjective) to overcome (child care for example) in order to participate (pp. 51 and 65).

Dimoulas, K. ed. 2003. Integrated programs against unemployment and the characteristics of the unemployed. In *Enimerosi* no 94. Athens: Institute of Labour, General Confederation of Workers of Greece. Δημουλάς, Κ. 2003. Τα προγράμματα ολοκληρωμένων παρεμβάσεων και τα χαρακτηριστικά των ανέργων. Εις *Ενημέρωση* (ΙΝΕ-ΓΣΕΕ) τ. 94.

This is a short account of the experience of the Labour Institute of the General Confederation of Workers of Greece as a support mechanism for the integrated programs against unemployment. Among others, an important observation concerns the gap between the number of unemployed proposed by these support structures to the state employment services (OAED) for benefiting from active policies and those who have been accepted by the latter as conforming to the profile of these policies. An issue raised by the article concerns more particularly the fact that eligibility criteria specified by the law are cumulative; as a result, part of the population of the unemployed are left out. The article proposes the non cumulative character of the criteria but rather a flexible hierarchy of eligibility criteria.

Kanellopoulos, K. 1993. Definition of Poverty and Deprivation Lines in Perama. Athens: ΚΕΡΕ. Κανελλόπουλος Κ. 1993. *Έρευνα για τον προσδιορισμό ορίων φτώχειας και αποστέρησης στο Πέραμα*, ΚΕΡΕ, Αθήνα: ΚΕΡΕ.

This is one of the rare case-studies on poverty that includes the NTU dimension (chapter 5, p. 121-135). It was conducted in the framework of the 3d EC programme for the Integration of the least privileged. Over and above measurement of income inequality, the study tries to determine the causes of low incomes and poverty and the use of social services by poor and non poor households. It concerned the use of 13 social services: employment services, technical and professional training, youth services, social tourism, health services, maternity, kindergartens, services for the elderly, housing, services for the disabled, for large families and people with no resources. It was found that high household percentages (in the area studied, i.e. Perama) ignore completely the existence of social services or state that they do not have the right to use these services. These findings raise the issue of (in-)sufficient information concerning the existence and responsibilities of social services and the exercise of citizen's

rights. Differences regarding the use or non use of social services by poor and non poor households are clear but not impressive and they do not follow the same pattern for all examined social services. More particularly, it seems that collective consumption services are more ignored than income support services (unemployment benefits, disabled allowances). The study highlights that services for the disabled and large families are much better known by beneficiaries than other services. This study, clearly influenced by more advanced concerns coming from the EC, does not seem to have been followed by any substantial further research on NTU issues.

Karantinos D. et. al. 1992. The Social Services and Social Policies to Combat Social Exclusion- Greece. Athens: Ministry of Labour; National Centre of Social Research; Commission of the European Communities. Καραντινός Δ. κ.α. 1992. Οι κοινωνικές υπηρεσίες και η κοινωνική πολιτική καταπολέμησης του κοινωνικού αποκλεισμού. Αθήνα: ΥΠ.ΕΡΓ, ΕΚΚΕ, ΕΕ.

This is a report written in the framework of the EC Observatory on national policies to combat social exclusion. Though it does not deal directly with NTU, it comprises certain interesting observations. The report underlines the lack of systematic social science research on the provision of social services in Greece and the lack or the inaccuracy of statistical information; these hinder any attempt to evaluate social policies, and particularly the efficiency of and access to services on offer (: 2 and 142-143). The poor planning or lack of planning in the development of social services in Greece has resulted in a multiplicity of often overlapping bodies, lack of coordination and geographical inequalities (p. 3). The Report remarks that 'no full-fledged study of take-up of social services has been carried out in Greece' (: 4). Only occasionally studies might include questions as to the use of social services, highlighting the lack of awareness of the existence of certain services by those who mostly need them (: 5). It also underlines that there is little publicity given to the entitlements. Inequalities of information reinforce therefore other kinds of inequalities. It notices the exit phenomenon (for child care), and factors leading to NTU, such as knowledge of rights and entitlements and the fact that verification of prerequisites and the difficulties it presents reduces the number of beneficiaries for means tested benefits.

Matsaganis M. 2005. The limits of selectivity as a recipe for welfare reform: the case of Greece. In *Journal of Social Policy* no 1.

The article –one of the few on the issue - discusses the attempts at introducing the selectivity principle into the Greek social policy paradigm in the mid 1990s. This coincided with the advent of a new modernising government in office. The author critically examines the way selectivity was designed and implemented by public administration and considers it as a failure and as the wrong priority for the Greek system. Institutional preconditions for effective targeting are lacking (tax system, efficient state administration etc.). The selectivity vs. universality dilemma is for the author secondary as long as more pressing problems such as the existence of a fragmented and overstretched social insurance edifice.

Pantelidou-Maloutas, M. 2002. Access to social services by minorities. In *Social Parameters for Sustainable Development of Athens – Attica. Research Report*. Maloutas T., et al. Athens: University of Thessaly, Laboratory of Spatial Analysis and Thematic Cartography, Urban Planning and Environmental Protection Agency of Athens. Παντελίδου-Μαλούτα, Μ. 2002. Πρόσβαση των μειονοτήτων στις κοινωνικές υπηρεσίες. Εις *Κοινωνικές παράμετροι για την Αειφόρο Ανάπτυξη της Αθήνας – Αττικής*. Ερευνητικό πρόγραμμα. Μαλούτας Θ. κ.ά. Πανεπιστήμιο Θεσσαλίας. Εργαστήριο Χωρικής Ανάλυσης

και Θεματικής Χαρτογραφίας. Ανάθεση: Οργανισμός Ρυθμιστικού Σχεδίου και Προστασίας Περιβάλλοντος Αθήνας ΟΡΣΑ.

This study contains a number of observations concerning more specifically NTU and exit issues. It is based on the analysis of quantitative data in a representative number of municipalities in Athens and Attica. It refers to attitudes vis-à-vis public schools and possible reasons for dissatisfaction, the access to education for ROM and immigrants etc. The conclusions of the study underline the need to develop social solidarity locally, the need for spatial decentralization of public services in view of proximity to problems (250 ff).

Solias, A. Degleris, N. 2002. Inherent difficulties of access to provided services in the health and social assistance sector: Homeless. In *Koinoniki Ergasia (Social Work)*. Vol. 67: 145-188. Σόλιας, Α. Δέγλερης, Ν. 2002. Εγγενείς δυσχέρειες προσβασιμότητας στον τομέα παροχής υπηρεσιών υγείας-πρόνοιας: Άστεγοι. Εις *Κοινωνική Εργασία* τ. 67: 145-188.

This is one of the rare article with a bottom up approach, e.g. from the point of view of the users that deals with obstacles to take-up of provided services. The authors write on the basis of their experience of direct contact with populations concerned: the homeless. They observe the problem of self-exclusion of people in need, linking to issues of information but also to, psychological parameters. They observe the complexity of the social assistance system and recommend the development of a network of governmental and non governmental organizations to treat the problem of the homeless that is gradually emerging in Greece.

The Greek Anti-Poverty Network. 2003. *Report on the National Action Plan for Social Inclusion*. Ελληνικό Δίκτυο για την Καταπολέμηση της Φτώχειας. 2003. *Θέσεις για το ΕΣΔΕΝ*.

This short report raises –among others- the question of the lack of specific indicators (in all NAP/Incl including that of Greece) concerning: a) the violation of basic human rights (such as employment, housing, health and education, minimum guaranteed income) and basic goods and services (such as water, heating, electricity, telephone) and b) the citizens entitled to benefits, goods and services who are nevertheless excluded from take-up/use for reasons of policy, lack of information, or the gate-keeping attitude of public services. It is worth noting that the Greek Anti-Poverty Network is a founding member of the wider European Anti-Poverty Network and this claim for such indicators is one put forward by the European Network.

2. Studies on more general problems of access to public services

Alimissi D. 1988. The social dimension of dropout from 9-year compulsory education. In *Educational issues* no 13: 124-133. Αλιμήση, Δ. Η κοινωνική διάσταση του προβλήματος της διαρροής των μαθητών από την υποχρεωτική εκπαίδευση. Εις *Τα Εκπαιδευτικά* 13: 123-133.

Based on a case study in one Greek Prefecture (Lakonia, 1984-85 and 1985-86), the author makes an estimate of the dropout (which is not calculated on the total number of children under 16 who do not attend school). She then analyses the causes of dropout for about 1/3 of dropouts according to the knowledge of school director or the teachers. In most cases low achievement and failure are reported to be the reasons for dropout.

ASDA. 2003. Health in West Athens, One-day conference, Union of Municipalities for the Development of West Athens. ASDA: 2003. ΑΣΔΑ. 2003. Ημερίδα Η Υγεία στη Δυτική Αθήνα. 14 Απριλίου 2003, Αναπτυξιακός Σύνδεσμος Δυτικής Αθήνας.

A series of papers presented during this conference underline the growing number of people having difficulties of access to health services either because of financial reasons or because of lack of social insurance. Questions of inadequate or insufficiently interconnected local infrastructure are equally raised.

Asproulaki, K. 1988. Compulsory education in gymnasium. In *Educational Issues* 12: 29-36. Ασπρουλάκη, Κ. 1988. Η υποχρεωτική φοίτηση των μαθητών στο γυμνάσιο. Εις *Τα Εκπαιδευτικά* 12: 29-36.

The article studies dropout from high school based on a case study in one Greek Prefecture (Fthiotida 1985-86 and 1986-87). Among factors referred by school directors are found: educational level of the parents, economic level of the family, lack of awareness by parents of the role of school, difficult family environment, parents' expectation that children should help or work themselves in order to contribute to the family income etc. Reasons for dropout are attributed to the family rather than to the school system.

Balourdos, D. 1991. Morphology of poverty and social exclusion: theoretical and methodological complications. In *Review of Social Research* no. 91: 100-143. Μπαλούρδος, Δ. 1991. Μορφολογία της φτώχειας και κοινωνικός αποκλεισμός: θεωρητικές και μεθοδολογικές περιπλοκές. Εις *Επιθεώρηση Κοινωνικών Ερευνών* τ. 83: 100-143.

The article discusses the notions of poverty and social exclusion, integrating into the latter the role of state services. Social exclusion has started to be studied by researchers participating in the EC Observatory of Social Exclusion (see Karantinos et al., 1992). Based on the limited research available until then, the author identifies social groups at risk of social exclusion. Among them, those with insufficient resources and deprived of social protection or social security rights but also persons who ignore or are not interested to apply for training programmes and do not claim job positions subsidized by the European Social Fund. Reference is made to the impact of NTU on those populations that are close to the poverty line and who ignore or are unable to benefit from state financial support. The latter has only a small impact on poverty, since 18% of poor people remain above the poverty line thanks to these allowances while 19.9 % remain under the poverty line.

Cavounidis, J. 1999. Social assistance services and the fight against social exclusion. In *Dimensions of Social exclusion in Greece*, Karantinos, D. Maratou-Alipranti, L. Fronimou, E. eds. National Centre of Social Research. Athens: 1999. Vol. A: 251-271. Καβουνίδη Τζ. 1999. Οι υπηρεσίες κοινωνικής πρόνοιας και η καταπολέμηση του κοινωνικού αποκλεισμού. Εις *Διαστάσεις του Κοινωνικού Αποκλεισμού στην Ελλάδα*. Καραντινός, Δ. Μαράτου-Αλιπράντη, Λ., Φρονίμου, Ε. επιμ. Αθήνα: ΕΚΚΕ τόμος Α: 251-271.

This article highlights the deficiencies of this sector concerning traditional target groups and the even bigger difficulties encountered in order to meet the needs of groups threatened by social exclusion. Despite the absence of evaluation studies, there is a consensus on the inefficiency of social assistance services. The article examines the various ministries, services and agencies involved (mainly the ministry of Health and Welfare, the ministry of Labour etc.), the part played by the private sector (mainly kindergartens and homes for the elderly) and the voluntary sector (Church, local associations). The under-development of the Welfare state is traditionally compensated by informal networks and the family, relying in a disproportionate degree on women's work; however, these informal networks have started to lose their importance due to the change of social conditions.

Centre of Planning and Economic Research (ΚΕΠΕ) 1989. Social Welfare. Reports for the 1988-1992 5-year Plan. Athens: ΚΕΠΕ. ΚΕΠΕ. 1989. Κοινωνική Πρόνοια, Εκθέσεις για το πρόγραμμα 1988-1992, Αθήνα: ΚΕΠΕ.

This is a preparatory report for the 1988-1992 5-year Plan dealing specifically with social welfare. It adopts a wide definition of social welfare, that includes all social services even of universal character such as education and health (ibid. 29). It nevertheless observes that Greece has mainly focused on a narrow conception of social welfare (protection of families and children, income support, criminality, poverty, people with disabilities etc.) (ibid. 29-31). It highlights the deficiencies of social policy in terms of coordination, human resources, geographical accessibility and even more proximity of services, planning and evaluation etc. It offers an overview of the problems mainly stressing the insufficient decentralization of services etc.). It observes that there is no systematic collection of data in comparison to other sectors (such as education and health) and no indicators in order to evaluate services offered. Among others it proposes the financial contribution of the users according to their means (ibid. 85-86). The report observes the low level of social welfare services (ibid. 252), the fragmented character of the system, the inequalities between different categories of users concerning the benefits they receive, but also the insufficiency of universal services (kindergartens for example) that lead to exit from public services. The Report proposes the replacement of the fragmented system of allowance with a unified system of guaranteed minimum income for all families through the tax system (negative income tax) (p. 279).

Chrissakis, M. 1999. Social exclusion and inequalities in education. In *Dimensions of Social exclusion in Greece*. Karantinos, D. Maratou-Alipranti, L. Fronimou, E. eds. Athens: National Centre of Social Research. Vol. A: 83-136. Χρυσάκης, Μ. 1999. Κοινωνικός αποκλεισμός και εκπαιδευτικές ανισότητες. Εις *Διαστάσεις του Κοινωνικού Αποκλεισμού στην Ελλάδα*. Καραντινός, Δ. Μαράτου-Αλιπράντη, Λ., Φρονίμου, Ε. επιμ. Αθήνα: ΕΚΚΕ τόμος Α: 83-136.

Chrissakis underlines the phenomenon of 'geographical exclusion' (in the sense of interregional inequalities and mainly between cities and rural areas). These inequalities are reflected in the unequal distribution of post compulsory level

schools, the dropout rates and the access to higher education.

European Foundation for the Improvement of Living and Working Conditions. 1995. Public Welfare services and Social Exclusion. The Development of Consumer Oriented Services in the European Union. Dublin, Ireland: Loughlinstown House, Shankhill, Co.

This report is based on a number of country-case studies (Germany, Greece, Portugal, UK, Denmark, France, Italy, Ireland) undertaken in the framework of a research project between 1991-94 to assess changes and developments in public welfare services. Among the cases studies two concern more particularly Greece and especially the IKA (pension fund) and the KAPI (Day care centers for the elderly). Though it does not directly touch upon NTU, this project puts in a comparative perspective certain issues related to NTU in a context of targeted social policies. Thus, the issue of equal opportunities arises in a number of ways (p. 83 ff): equal opportunity policies for service delivery are found to be rare while obstacles to equal access were examined (physical, linguistic, psychological and time obstacles). In the case of Greece, what came out is that there were no initiatives for improving access conditions with the exception of physical access (decentralization, for example). NTU is not an issue in this publication but limited access to benefits or social services is viewed as part of social exclusion.

Iliou M. 1976. Geographical distribution of educational opportunities. In *Review of Social Research* no 28: 259-268. Ηλιού Μ. 1976. «Γεωγραφική κατανομή εκπαιδευτικών ευκαιριών». Εις *Επιθεώρηση Κοινωνικών Ερευνών* 28: 259-268.

This is one of the early studies on educational inequalities. The article notices the educational inequalities among various Greek regions as part of the more general uneven regional development. It links them to the cumulative effect of historical, social, economic and ecological factors.

Kappi, Ch. Stratoudaki, H. 2004. Educational system. In *Recent Social Trends in Greece 1960-2000*. Charalambis D., et al. Montreal & Kingston: McGill-Queen's University Press: 305-317.

This article constitutes a synthetic presentation of the educational system based on available data and research. It refers, among others, to educational inequalities that prevail due to social and geographical differences.

Kassimati, K. ed. 1998. Social Exclusion. The Greek Experience. Athens: Gutenberg. Κασσιμάτη, Κ. επιμ. 1998. Κοινωνικός αποκλεισμός. Η ελληνική εμπειρία. Αθήνα: Gutenberg. 1998.

Series of articles on various aspects of social exclusion. Most of the articles adopt a wide definition of social exclusion, which includes limitations to the access to social goods and services, and more generally to public services (p. 51, 57-58; 122) independently of the intentional or accidental character (p. 16). Some elements of the differences between non take-up and exit from public services are mentioned without further elaboration (62-63). Special mention is made to illegal immigrants who are most threatened by social exclusion. Among the various papers included in this volume, those dealing with special groups refer to the elderly, rural areas, ROMA and Albanian illegal immigrants and Pontian repatriated Greeks.

Kremalis, K. ed. 1996. Simplification and systematization of social protection rules. Athens: Sakkoulas (in English).

This volume includes articles –mostly from a legal point of view- concerning necessary simplification, rationalization and codification of social security and social assistance rules. One particular article (by D. Papadopoulou, pp. 219-224), touches upon issues of obstacles to take-up of social assistance benefits. This is however done in a general manner, referring to citizen –administration relations and the subjective difficulties that potential social assistance beneficiaries have to overcome (preliminary knowledge of procedures, familiarity with bureaucratic operation etc.) (ibid. 222). It also underlines the importance of administrative delays in granting assistance.

Lariou – Dettaki, M. 1993. Compulsory Education Dropout and Relevant Factors, Athens: Grigoris. Λαρίου – Δρεπτάκη, Μ., 1993. Η εγκατάλειψη της υποχρεωτικής εκπαίδευσης και παράγοντες που σχετίζονται με αυτήν. Αθήνα: Εκδ. Γρηγόρης.

This is one of the few published research based on data for the whole country. It concerns more particularly the dropout rate from high school and especially the 3 gymnasium years that are compulsory. There are big divergences in dropout rates between geographical areas, prefectures and schools. Male pupils tend to abandon compulsory education more than females. And pupils from agricultural areas more than pupils from urban areas. The Athens area presents the lowest drop-out rates. There are differences also between schools of agricultural and urban areas. Lower socio-economic strata of population and inhabitants of remote and/or low population density areas are more affected by this phenomenon. The author underlines the class dimension of the issue and the incapability of school to care for pupils with learning problems.

Mouheli, A. 1999. ROMA and social exclusion. In *Dimensions of Social exclusion in Greece*. Karantinos, D. Maratou-Alipranti, L. Fronimou, E. eds. Athens: National Centre of Social Research. Vol. A: 491-525. Μουχελή, Α. 1999. Τσιγγάνοι και κοινωνικός αποκλεισμός. Εις *Διαστάσεις του Κοινωνικού Αποκλεισμού στην Ελλάδα*. Καραντινός, Δ. Μαρτάου-Αλιπράντη, Λ. Φρονίμου, Ε. επιμ. Αθήνα: ΕΚΚΕ τόμος Α: 491-525.

The article examines social exclusion in the case of ROMA populations through the issue of their access to basic social goods (housing, employment, education) which they consider themselves to be deprived of. With regard to social assistance, information is often insufficient, though they seem relatively more informed about financial support available (large families' benefits and protection of children). Most of them are not insured.

National Action Plan for Social Inclusion. Greece. 2001.

www.europa.eu.int/comm/employment_social/news/2001/jun/napsincl2001_en.html

The NAP observes the difficulties of access to public services in geographically isolated areas (geographical exclusion). It also observes administrative weaknesses concerning planning, treating information and expertise, implementation but also weaknesses at the service level. The emphasis is placed on the need for administrative adjustments and decentralisation, in order to avoid the possibility of a 'protection gap' because potential beneficiaries, in situations of need are not identified or those benefiting are not in real need. Targeted interventions are required but are closely linked to the existence of administrative capacities and reliable data. Administrative modernisation and quality of service are therefore a major agenda issue, because they are prerequisites for an

effective social policy. Referring to the EKAS (Social solidarity supplement), the NAP/Incl 2001, highlights the difficulties of identifying potential beneficiaries due to the fragmentation of the social insurance schemes, the impossibility to cross-check data and information. The solution adopted in order to target beneficiaries was the income declaration that allows identifying them without requiring any action on their behalf.

National Action Plan for Social Inclusion. Greece. 2003.

www.europa.eu.int/comm/employment_social/news/2001/jun/napsincl2003_en.html

The 2003 NAP-Incl sets as one of the crucial preconditions 'targeted interventions' to tackle phenomena of social exclusion in population groups 'which must be identified on the basis of income and other criteria'. Furthermore, another precondition is 'high quality services', as a way 'to re-establish the prestige of the welfare state in the eyes of the citizen'. The NAP also refers to the administrative capacity necessary in order to undertake 'more specialized and finely targeted social policy actions'. The Social Services Network transfers to the local level the ability and skills to diagnose the specific problems and respond to them in the most effective way'. Concerning the introduction of a generalized guaranteed income, reservations are expressed under current conditions 'because of possible mis-targeting, the bureaucracy caused, and the threat to individual rights'. This NAP/Incl introduces the term of 'administrative exclusion' as an added on risk to that of social exclusion. Another point where an idea of take-up problems vaguely emerges is the one concerning the reintegration of long-term unemployed. It has to do with incentives to business to hire long-term unemployed.

Ministry of Health and Social Welfare. 2002. *Proposals for the modernization of social care services, structures and organizations for individuals with disabilities*, Athens: National Council for Social Care. Committee for the National Plan for Individuals with Disabilities. Υπουργείο Υγείας – Πρόνοιας, Εθνικό Συμβούλιο Κοινωνικής Φροντίδας, Επιτροπή για την κατάρτιση σχεδίου εθνικού προγράμματος ατόμων με αναπηρία. 2002. *Προτάσεις για τον προοδευτικό εκσυγχρονισμό υπηρεσιών, δομών και φορέων στον τομέα της κοινωνικής φροντίδας των ατόμων με αναπηρία και για τη θέσπιση ενός ενιαίου συστήματος για την υποστήριξη και την αυτονομία αυτής της ομάδας πληθυσμού*. Αθήνα.

This document refers (among others) to the various kinds of obstacles of access to various services in the case of individuals with disabilities. These obstacles refer to access to education, to employment, to the information society, to culture as well as physical accessibility, issues of social behaviour and lack of support services leading to exclusion.

Ombudsman Reports

Annual Report 2001. Athens: 2002

Annual Report 2002. Athens: 2003

Annual Report 2003. Athens: 2004

The Ombudsman often underlines in its annual reports administrative deficiencies responsible for difficult access to public services and rights. Some of the recurring problems underlined in the Ombudsman reports concern delays in the issuing of administrative acts, incomplete or inexistent information that deprives citizens from their rights and results in loss of rights, motivation of administrative decisions etc. Delays in medical appointments or tests are also seen as one reason for exit from public health services towards the private sector. In social assistance, problems observed are variations in the management of various benefits and allowances as well as problems of access to rights, benefits and

services for most vulnerable individuals. The Ombudsman has underlined the need for the law to precisely specify eligibility conditions in order to restrict administrative discretion. Non compliance to court decisions by public administration or contra legem or restrictive interpretation of legal texts are additional sources of problems for citizens access to public services. In any case, a major source of problems is organisational inefficiency.

Institute of the Environment and Human Resources. 2002. Operational Plan, Immigrants in Greece. Athens: Panteion University (Study commissioned by the Ministry of Interior, of Public Administration and Decentralisation). Ινστιτούτο Αστικού περιβάλλοντος και Ανθρώπινου Δυναμικού. 2002. Επιχειρησιακό Πρόγραμμα Μετανάστες στην Ελλάδα. Πάντειο Πανεπιστήμιο. (Μελέτη για λογαριασμό του ΥΠΕΣΔΔΑ).

Immigrants are seen as a group threatened by social exclusion, also because of their difficulties of access to rights and social services. This study concerns, among others information and support services for immigrants. It observes the recent effort to improve communication in telephone information services (where languages of various immigrant groups are spoken). NGOS are active in this respect, offering support, information and advice services. Most often services intended for immigrants are not targeted; they have to get information by their own means and networks on services generally available. Even specialized organisations do not dispose of data concerning the composition of their clientele. Complexity of legalisation procedures is discouraging, restrictive interpretation of legal texts and personnel of these services insufficiently informed about the rights of immigrants something that renders equal access impossible. Street-level personnel of public services in contact with immigrants is exhausted by the sheer volume of workload and the complexity of bureaucratic procedures.

Paleocrassas, S. ed. 1997. Dropouts in Greek Lower Secondary Education (Gymnasium): Quantitative and Qualitative Data. In proceedings of the European Symposium for the School Failure 8-10 December 1996 Athens: Pedagogical Institute. Abstract available in English on www.pi-schools.gr/programs/par/en_meletes.htm. Pdf file in Greek, available on www.pi-schools.gr/programs/par/meletes.htm

This article is based on data derived from a nationwide dropout survey carried out during 1994-95 by the Pedagogical Institute, Transition Observatory. It combined quantitative and qualitative research. The authors argue that the average dropout rate in the Greek compulsory education cycle is near the EU average. However, when the low birth rate is taken the problem appears under a different light.

Paleocrassas, S. Rousseas, P. Vretakou, V. 1997. Greek lower secondary school dropouts: Results from a national study, *European Educational Research Association*, vol.3 no 1, April 1997: 12-18. Available on www.pi-schools.gr/programs/par/meletes.htm

This article is based on data derived from a nationwide dropout survey carried out by the Pedagogical Institute, Transition Observatory during 1994-95. It combined quantitative and qualitative research. The authors suggest that the principal reasons for dropout lie in low school achievement coupled with economic or domestic demands within the family. Unlike many Western European countries, little association was found between dropping out of school and anti-social behaviour. The article stresses mainly subjective factors of NTU.

Papatheophilou, R. Vosniadou, S. eds. 1998. *School Dropout*, Athens: Gutenberg.
Παπαθεοφίλου, Ρ. Βοσνιάδου, Σ. επιμ. 1998. *Η εγκατάλειψη του σχολείου*. Αθήνα: Gutenberg.

This volume contains a series of articles on the issue, based on case studies realized since the 1980s in various parts of Greece. Some of the authors equally lay out the difficulties of access to relevant data and problems with the quality of the accessible data (e.g. comparability of quantitative data over the years etc.) (p. 73 ff)

Pedagogical Institute. 2001. *Dropouts in Greek lower secondary education (Gymnasium): quantitative data*. Athens: Pedagogical Institute. Transition Observatory. Abstract available in English on www.pi-schools.gr/programs/par/en_meletes.htm Pdf file in Greek, available on www.pi-schools.gr/programs/par/meletes.htm

Quantitative findings of a survey on dropouts from the Greek lower secondary school carried out in 1997-98 are compared with corresponding findings of 10 and 20 years ago. The national average dropout has been found to be steadily declining, when compared with the respective findings of previous dropout surveys.

Petropoulos, N. 2000. School achievements, school failure and drop out in primary and secondary education. In *Challenges to the education community. Research and Intervention*. Petropoulos, N. Papastylianou, A. Athens: Pedagogical Institute: 192-216.
Πετρόπουλος, Ν. 2000. Σχολικές επιδόσεις, σχολική αποτυχία, και σχολική εγκατάλειψη στην πρωτοβάθμια και δευτεροβάθμια εκπαίδευση. Εις Πετρόπουλος, Ν. Παπαστυλιανού, Α. Προκλήσεις στη σχολική κοινότητα, Έρευνα και Παρέμβαση. Αθήνα: Παιδαγωγικό Ινστιτούτο: 192-216.

The article is based on a larger research on extra curriculum activities but focuses on factors affecting achievements of students in school.

Psimmenos, I. Kassimati, K. 2003. Immigration control pathways: organizational culture and work values of Greek welfare officials. In *Journal of Ethnic and Migration Studies* vol. 29 (2): 337-371.

The article examines the issue of welfare management of labour migration into Greece, using an organisational culture and work values approach. Public employees acting as mediators between state and the market constitute an important factor for the implementation of immigration policy. It is based on a case study among officials of the employment agency (OAED) and the Social Insurance Fund (IKA)

Stasinopoulou, O. 1993. Restructuring personal social services. In *Welfare State and Social Policy*. Getimis P., Gravaris D. eds. Athens: Themelio: 271-311.
Στασινοπούλου Ο. 1993. Αναδιάρθρωση των προσωπικών κοινωνικών υπηρεσιών. Η επικαιρότητα της ανεπίσημης φροντίδας και οι σύγχρονες διαπλοκές. Εις *Κοινωνικό Κράτος και κοινωνική πολιτική. Η σύγχρονη προβληματική*. Γετίμης Π., Γράβαρης Δ. επιμ. Αθήνα: Θεμέλιο: 272-311.

The article highlights the role of local government in the development of social assistance policies as well as the role of informal networks and the voluntary sector. The fragmentation and the residual character of social services, the underdevelopment of the role of local government, specificities of the welfare state and

the absence of decentralisation of social services constitute the main features of social policy. The system suffers from the point of view of access, control and coordination of services. Most emphasis is placed on financial support while specificities of various social groups are not taken into account (in terms of religion, culture, minorities etc.); the absence of sensitivity towards communication problems (for example, lack of translators) the geographic distribution of the social services between urban areas and the periphery, are underlined as additional problems. The state relies largely of informal networks and the family.

Teperoglou, A. Maratou-Alipranti, L. Tsiganou, I. 2000. Study of the delimitation of educational priority areas. In *Challenges to the Education Community. Research and Intervention*. Petropoulos, N., Papastylaniou, A. eds. Athens: Pedagogical Institute: 217-236. Τεπέρογλου, Α. Μαράτου Αλιπράντη, Λ. Τσιγκανού, Ι. 2000. Μελέτη οριοθέτησης περιοχών εκπαιδευτικής προτεραιότητας. Εισ Πετρόπουλος, Ν. Παπαστυλιανού, Α. *Προκλήσεις στη σχολική κοινότητα*, Έρευνα και Παρέμβαση. Αθήνα: Παιδαγωγικό Ινστιτούτο: 217-236.

The article is based on a study undertaken in view of identifying educational priority areas. This has taken into account a) dropout rates and the factors affecting them in various parts of the country and b) school failure rates. Priority indicators have been elaborated as the total of those two and the evolution of various areas has thus been compared during the 1990s. The initial findings of the study seem to challenge –according to the authors- the effectiveness of the educational system for a large part of the student population.

3. General references

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