



Exit from and non-take up of public services

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

[BIBLIOGRAPHY]

EXNOTA consortium

Dutch Literature

General literature

Welfare state (English only)

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German literature

1. Literature focused on NTU / Abstracts

Bundesministerium für Arbeit und Sozialordnung 2001. Lebenslagen in Deutschland. Armuts- und Reichtumsbericht der Bundesregierung. Berlin.

This first official wealth and poverty report of 2001, instructed by the government of the FRG, can be seen as a late reaction to political demands from welfare associations, trade unions and poverty researchers since the upcoming of the "new poverty" in Germany in the 1980s. Analysing the problem of non-take up of Social Assistance (carried out by Engels) and health benefits, it is also the first governmental acknowledgement of poverty based upon non-take up of Social Assistance. For the determination of poverty in this report the "Lebenslagenansatz" (approach of live positions) was used: Depending on definitions this report states for 1998 3,9 to 11,9 mil. people in West Germany, and 0,5 to 1,8 mil., which are living under low-income conditions. Especially unemployed people, single parents, large families, immigrants and unskilled workers are threatened by forms of social exclusion. Beside this description the report points out that the number of subscribers to social benefits is in 1998 four times as high as in 1973, for Western Germany, and for Eastern Germany is has redoubled since 1991. The social group with the highest risk of falling into the need of social benefits has children under 18 years and the group of single parents.

Behrendt C. 2000. Do Means-Tested Benefits Alleviate Poverty? Evidence on Germany, Sweden and the United Kingdom from the Luxembourg Income Study. *Journal of European Social Policy*, 2000, 10, 1, Feb, 23-41.

Behrendt uses the household data of the Luxembourg Income Study to explore the effectiveness of means-tested programs in terms of poverty alleviation in Great Britain, Germany and Sweden in the early 1990s. The results show a considerable variation in the degree, means-tested benefits can actually protect people from poverty. A comparison of household income before and after means-tested benefits exhibits different patterns of poverty alleviation. Using four relative poverty lines (30%, 40%, 50% and 60% of median household income adjusted to family size), considerable variations can be shown regarding the degree by which people are lifted up the income scale through means-tested benefits.

Bujard O, Lange U. 1978. Theorie und Praxis der Sozialhilfe: Zur Situation der einkommensschwachen alten Menschen. Stuttgart.

The study of Bujard and Lange is one of the very early German works on non-take-up of social benefits and at the same time one of the rare researches on this subject based on qualitative methods. The results of their research have been published in 1978 by the German Federal Ministry of Youth, Women and Health (Bundesministerium für Jugend, Familie und Gesundheit). Their work focuses on the reasons of non-take-up of Social Assistance as one of the most important preconditions for poverty in old age. The study is based on interviews with 1000 persons of 65 years and older with low income as well as with a number of experts on Social Assistance and social welfare office personnel.. In addition, they analyzed 50 files of old Social Assistance recipients. They figured that the reasons for the high rate of non-take-up of Social Assistance among older people has to be looked at mainly under two aspects: First, the value system of older persons is highly rooted in the so-called »principle of equivalence«, an internalized system of

norms and values which is based on the idea of quid pro quo. This includes a certain social distance of older people towards public administration and the fear of being stigmatised in case of claiming Social Assistance. Second, in times of short public budgets the administration interprets and applies the law of Social Assistance in a restrictive way. In addition, they detected some barriers in the law itself which keep older people away from claiming their rights, mainly the checking of their own income and means situation as well as of their children's.

Engels D. 2002. Nicht-Inanspruchnahme zustehender Sozialhilfeleistungen. In *Armut als Herausforderung – Bestandsaufnahme und Perspektiven der Armutsforschung und Armutsberichterstattung*. Sell S. (ed.). Berlin: 264-285.

After surveying the empirical non-take-up literature and their different methodological approaches, this study presents estimates of recent rates of non take-up of Social Assistance benefits in Germany. To reduce any sources of errors in the calculation of the non-take-up rate, Engels suggests to follow the methodical principle of a micro-simulation of the Social Assistance Office investigation procedure. This requires further methodical coordination, e.g. the selection respectively modification of a suitable data basis, the specification of significant indicators as well as the further development of the mode of calculation of eligibility to Social Assistance (the consideration of prior benefits). Based on the Low Income Panel (NIEP – Niedrigeinkommens-Panel, 2000 households of the lower income range) Engels calculates a non-take-up rate of 33% for the period of May until November 1998 and of 34,6% for the period of August 1999 until February 2000.

Gebauer Ronald, Petschauer Hanna, Vobruda Georg .2002. Wer sitzt in der Armutsfalle? Selbstbehauptung zwischen Sozialhilfe und Arbeitsmarkt. Berlin.

In the public and scientific discourses of poverty and unemployment it is a widespread assumption that the connection between Social Assistance and the labour market implies an incentive structure that prevent people from working. This incentive structure is known as the "poverty trap" (Armutsfalle). In contrary to the hegemony of these discourses, the authors take the poverty trap-theorem as a hypothesis which has to be tested empirically. One of the empirical results achieved by this study is that people re-enter the labour market after a relatively short period of receiving Social Assistance (Sozialhilfe). Another aspect, which also is contradictory to the hypothesis of the "poverty trap" is the phenomenon of the "working poor". Both facts opposite to the prejudice of the so called "social hammock" (Soziale Hängematte), which is one of the most powerful constructions in the public discourses of poverty and unemployment for the legitimation of policies of retrenchment and repression.

Geißler H. 1976. Die neue soziale Frage. Freiburg i. Breisgau.

This study of the conservative politician Heiner Geißler was the starting point of the discussion about NTU in Germany. He is questioning the emergence of the „New Poverty« in Germany in the 1970s. Especially the non-organized population – those without any lobby – is unable to articulate interests and has therefore a higher risk to fall into poverty: large families, single mothers, senior citizens, disabled and handicapped persons. Based on the data source of DIW the author detects a number of 2,1 Mio. households (9,1%) that make a living below the Social Assistance level for the year 1974. With regard to differences within population groups and significant impacts of factors Geißler emphasizes three main causes for this »new poverty«: the information gap, shame and the fear of

financially burdening members of the family. Considering the crisis of the national budget, the economic growth, the contract between the generations, the shifting in the sex roles and the »New Poverty«, Geißler also presents different socio-political alternatives.

Hartmann H. 1981. Sozialhilfebedürftigkeit und »Dunkelziffer der Armut« – Bericht über das Forschungsprojekt zur Lage potentiell Sozialhilfeberechtigter. Band 98 der Schriftenreihe des Bundesministers für Jugend, Familie und Gesundheit. Stuttgart.

The study of Hartmann was financed by the German Federal Ministry for Youth, Family and Health (Bundesministerium für Jugend, Familie und Gesundheit) and is based on data from a survey of 25,000 households in 1979. The author intended to add hitherto unpublished, certified empirical data regarding the extent of the »Dunkelziffer der Armut« (estimated number of unreported cases of poverty) and the reasons for the non-take up of Social Assistance to the newly emerged, controversial discussion on poverty in Germany. While only 5% of the German population are officially registered as poor, Hartmann detected a non-take-up rate about 48%. The author shows that the poor population consists of mostly elderly females and points to the concentration of the hidden poor in rural areas. For a better comprehension of the reasons of non-take-up behaviour, Hartmann suggest the combination of standardized and qualitative interviews. Therefore 75 people were selected from the sample for additional qualitative interviews in order to get a better understanding of the context as well as of the interplay of the different factors.

Hauser R, Cremer-Schäfer H, Nouvertné U. 1981. Armut, Niedrigeinkommen und Unterversorgung in der Bundesrepublik Deutschland: Bestandsaufnahme und sozialpolitische Perspektiven. Frankfurt am Main.

This study of Richard Hauser et al. was provided within the scope of the five-year EU-program »Model Program and Studies to Combat Poverty«, launched in 1975. This program comprised the drawing up of »national poverty reports«. The German study was published no earlier than in 1981 after arduous struggles between the researchers and the Federal Government and was not authorized to be the official poverty report of the German government. Focused on the question of poverty, its manifestations and its reasons, Hauser's study analyses the problem of non-take-up of Social Assistance as one facet of poverty in Germany – the so-called »hidden poverty«. Treating the question of NTU, the study is based on surveys of the years 1962/1963, 1969 and 1973, and according to the authors' calculations the percentage of non-take-up of Social Assistance amounts to 61% for 1962/63, 45% for 1969 and 48% for 1973, which means that 2,8% (1962/63), resp. 1,1% (1969), resp. 1,4% (1973) of the entire German population lived in »hidden poverty«. The authors found out that hidden poverty was mainly a problem of unemployed and older people, and within these groups especially of single women. One-person-households and households with a female head were above-average concerned by hidden poverty. Hauser et al. did not work on the preconditions of NTU – concerning this question they refer to other authors like Bujard/Lange (1978), Leibfried (1976) or Hartmann (1979) etc.

Hauser R, Hübinger W. 1993. Arme unter uns. Teil 1: Ergebnisse und Konsequenzen der Caritas-Armutsuntersuchung. Herausgegeben vom Deutschen Caritasverband. Freiburg: Lambertus-Verlag. / Hauser R, Hübinger W. 1993. Arme unter uns. Teil 2: Dokumentation der Erhebungsmethoden und der Instrumente der Caritas-Armutsuntersuchung. Herausgegeben vom Deutschen Caritasverband. Freiburg: Lambertus-Verlag.

In 1990 the Deutscher Caritasverband commissioned the university of Frankfurt (Prof. Hauser) to do a research in order to provide informations about their clients. Its aim was to find out in which kind of situation those people lived and if they were concerned by poverty. About 4.000 clients of the so-called "open help" (consultation and care) of the Caritas were asked in a very differentiated way about their lifes, about situations of need, and about the take-up and non-take-up of Social Assistance. In order to be able to take different kinds of needy situations into consideration, the authors worked with an approach that included the concepts of "relative poverty" (calculated in relation to the average income in a country), "fought-back poverty" (those who claim Social Assistance) and "hidden poverty" (those who have the right to get Social Assistance but don't claim it, which means, they live below the official breadline). For the clients associated with the Caritas, the authors found out a quota of 19,5% of "hidden poor"; young people and (families with) children were affected in an above-average way. Analysing the reasons of the non-take up of Social Assistance, they found out that a lack of information resp. wrong information still played a rather important role (i.g. more than half of the "hidden poor" didn't know that a low income can be supplemented by Social Assistance).

The study of Hauser/Hübinger was received at least by the professional public in a rather lively way and helped to bring back the question of NTU to the public attention.

Kayser H, Frick J R. 2000. Take It or Leave It. (Non)Take-Up Behavior of Social Assistance in Germany. *DIW Discussion Papers* No. 210. Berlin.

Analyzing the under-consumption of benefits in the German means-tested Social Assistance program by using data from the German Socio-Economic Panel Study (GSOEP), the authors estimate a high non-take-up rate of more than 60%. They find distinct differences throughout population groups and significant impacts of factors such as stigma, application costs and social ties. Specifically, the authors show that the rate varies greatly depending on the determination of eligibility. Results pertaining to the amount of unclaimed benefits are qualitatively similar to those for the non-take-up-rate. As expected by the authors, the proportion of outstanding benefits that are not claimed by eligible households is lower than the non-take-up-rate because small entitlement amounts are more likely to remain unclaimed. At the sight of possible measurement errors in income and by simulating household needs, the authors provide a range of estimates yielding useful boundaries for non-take-up-rate.

Klaes L. 1985. Soziale Benachteiligung und Gesundheitsverhalten. Eine Fallstudie zur schichtspezifischen Nichtinanspruchnahme von Gesundheitsleistungen. Frankfurt am Main.

Only the study of Klaes is explicitly dealing with the phenomenon of non take-up of health benefits in Germany. The study was financed by the German Federal Ministry of Labour and Social Affairs (Bundesministerium für Arbeit und Sozialordnung, BMA) and was realized at the Institut für Sozialforschung und Gesellschaftspolitik (ISG) in Cologne. The main objective of this case study was to analyse the class-specific causes of the non-take-up of health benefits. Therefore Klaes conducted 122 interviews with people living in a district of Cologne. 68 of the 122 interviewees of the lower income classes declared that they frequently did not claim medical support although having health problems. Klaes named the following reasons for this class-specific behaviour: low confidence in the doctor, lack of time, in-company repressions and fear of admittance to a hospital.

Klanberg F. 1979. Einkommensarmut 1969 und 1973 bei Anlegung verschiedener Standards. *Sozialer Fortschritt* 28 (6): 127-131.

Klanberg's essay has to be read as a reaction to the upcoming discussion about »hidden poverty« and the »new social question« in Germany during the 1970s which was drawing attention to the phenomenon of non-take-up of Social Assistance. He criticizes neomarxist approaches as a pure rhetoric of impoverishment and claims to put the German discussion about poverty on a more differentiated methodological base. To do this, he works with different »poverty standards« which are calculated in different ways and which lead to different poverty rates, as well as with a concept of income, which is close to the American concept of »full income« an which includes transitory components. He concludes that talking about poverty must be put into perspective and that »the number of households which in 1973 would have been able to claim Social Assistance but didn't do this for one reason or another, was rather small.«

Knechtel E. 1960. Die Zahl der einkommensschwachen kinderreichen Familien in der Bundesrepublik. *Soziale Welt* 11: 330-339.

The German Social Assistance (Sozialhilfe) was introduced in 1962. It replaced the former existing form of income support: "public welfare" (Fürsorgeunterstützung). Knechtel focuses in his essay on large families with low-income existing underneath the income level which is guaranteed by the public welfare. For the year 1957 Knechtel estimates 78700 households of employees who are living upon low-income. On one hand side worker families have a higher risk to fall into poverty (which is not explicitly defined) compared with white-collar employee households, on the other hand side, this risk is rising with the number of children. This essay can be seen as the first analysis of the phenomenon of non-take up, although Knechtel neither calculates a specific rate of non-take up nor tries to determine specific causes of this behaviour.

Kortmann K. 1978. Probleme der Armut im Sozialstaat. In *Sozialpolitik im Wandel: Von der selektiven zur integrierten Sozialpolitik*. Paff M. Voigtländer H. (eds.). Bonn: 127-144.

This early work explicitly treating the non-take-up of Social Assistance focuses on the question of poverty in Germany. The author distinguishes two types of poverty in Germany: First, the »open poverty«, which includes all persons living in households with a net income below the threshold of Social Assistance, and second, the »hidden poverty«, which includes all people who receive Social Assistance. This is a rather critical approach, by not accepting the official ideal of »defeated poverty« by Social Assistance, but by stating that fighting against poverty must mean to fight against the necessity of claiming Social Assistance.

Leibfried S. 1976. Armutspotential und Sozialhilfe in der Bundesrepublik. Zum Prozess des Filterns von Ansprüchen auf Sozialhilfe. *Kritische Justiz*: 377ff.

Leibfried is one of the few authors who did not only work on the phenomenon of NTU itself but also considered the ways of how NTU was made an issue and the political and ideological background of the so-called »new social question« as raised by Heiner Geißler. In his opinion, the introduction of NTU and the »new social question« as an issue by the German conservative party was a strategy of promoting the rationalisation of the welfare state (reduction of costs, privatisation etc.). Concerning the phenomenon of NTU, his main interest points to the

preconditions of NTU. He proposes to talk about a process of »filtering« of claims to Social Assistance and to distinguish three kinds of »filters« which are responsible for the big difference between the number of people entitled to Social Assistance and those actually receiving it: 1. the social thresholds (the ideology of performance-orientation, the discrimination of failure on the market etc.), 2. a structural administrative threshold which is the passive institutionalisation of the administration (the entitled persons have to demand their claims in an active way), and 3. the manifest administrative thresholds (e.g. the question whether the administration is geographically and psychologically in reach of the people, the pressure to disclose one's private sphere etc.). In addition, Leibfried underlines the fact that this process of filtering is increasing its own effects in the course of its application as it works like a kind of »meta-filter«.

Leisering Lutz. 1993. Zwischen Verdrängung und Dramatisierung. Zur Wissenssoziologie der Armut in der bundesrepublikanischen Gesellschaft. *Soziale Welt* 44, 4: 486-511.

With the help of a historical reconstruction of the discourses of poverty in the FRG Leisering shows that the German public discourse has alternated between the repression and dramatization of poverty. Between 1950 and 1980 the public discourse was ruled by the fact of economic growth, and by omitting theories of social inequality in these years poverty itself couldn't be recognized or it was possible to repress the already existing phenomenon of poverty. Especially by the first wave of poverty caused by unemployment in the early 1980s, and the recognition of a much larger impoverished sector, the social sciences in the FRG turned their attention to the problems and causes of poverty. Leisering analyses this postwar discourse from two theoretical perspectives. By looking at this discourse with the "theory of social problems" Leisering is able to show that rather than simply repressing the poverty issue, the German public discourse has alternated between the repression and the dramatization of poverty. By looking at the same discourse from a more recent theoretical perspective delivered by the concept of "welfare culture", one can identify elements of persistent and active critical engagement with the problems of poverty.

Neumann U, Hertz M. 1998. Verdeckte Armut in Deutschland. Forschungsbericht im Auftrag der Friedrich-Ebert-Stiftung. Frankfurt am Main.

The authors provide one of the latest non-take-up studies in Germany. Using the 1991 and 1995 German Socio-Economic Panel (GSOEP) data, it is the first study to consider East German and foreign households. The authors calculate that about 3 million individuals live in hidden poverty, with the overall rate declining from 3.7 to 3.4% of the population between 1991 and 1994. The decline is due to a drop in East German rates of hidden poverty from 5.6 to 4.2%, while West German rates remained steady at 3.2%. Hidden poverty is much higher among foreign than among native households. The average hidden poor West (East) German household fell about 18.3 (19.7)% short of the minimum income. The high non take-up figures for East Germany in 1991 can possibly be explained by the recently established administration. Non-take-up rates are at 59 and 52% of income support beneficiaries.

Riphahn R. T. 2000. Rational Poverty or Poor Rationality? The Take-up of Social Assistance Benefits. *IZA Discussion Paper No. 124*, Bonn.

In several countries the dependence on Social Assistance has been increasing since the 1980s. After surveying the theoretical and empirical take-up literature, this study presents the estimates of recent non-take-up rates of Social Assistance

benefits. Once methodological shortcomings of prior estimations are corrected, the results show that there has been a recent decrease in take-up and thus cannot explain the rising welfare receipt. Following theoretical predictions, the probability that a rational individual takes up Social Assistance increases along with the expected benefit amount and duration, and decreases with application cost and stigma. More than half of all households eligible for transfers under the German Social Assistance program did not claim their benefits.

Transfer-Enquete-Kommission 1981. Das Transfersystem in der Bundesrepublik Deutschland: Bericht der Sachverständigenkommission zur Ermittlung des Einflusses staatlicher Transfereinkommen auf das verfügbare Einkommen der privaten Haushalte. Stuttgart.

The report of the so-called Transfer-Enquête-Kommission is dealing explicitly as well as indirectly with the topic of non-take-up. This commission, composed of scientific experts, was appointed by the Federal Government in 1976 and took up work one year later. It was charged to describe the totality of transfer effects between the sectors »administration« and »private households« and to investigate the related effects, including real transfer effects, on the available income of the households. The question thus concerned the efficiency of governmental transfer payments as well as distribution questions. The study points out that the phenomenon of non-take-up of Social Assistance occurred less often than »it is normally pretended in the public discussion« (p. 17). Thus, the Transfer-Enquête-Kommission joins the ranks of those who, with regard to the discourse about non-take-up, ask for prudence when dealing with facts and tend to relativize the figures often presented in public discussions. The Transfer-Enquête-Kommission also calculated the distribution effects of the transfers within the health sector and thus analysed – but in a more indirect way – the question of non-take-up of social benefits related to the German health system. By putting monetary and concrete transfers (Realtransfers) together the commission has indicated that the rate of these transfers is over-proportional within the middle incomes. Similar results can be found concerning the take-up rate of the bonus for house building (Wohnungsbauprämien).

Wirth W. 1982. Inanspruchnahme sozialer Dienste. Bedingungen und Barrieren. Frankfurt, New York.

Using the distinction between »monetary transfers« and »real transfers,« this study formulates a general theoretical approach explaining the class-specific take-up behaviour of social services (real immaterial transfers). Based on different empirical studies, Wirth focuses on the interrelations between structural filter-mechanisms, exclusion-mechanisms and individual or class-specific conditions of decisions in order to explain these selection processes. Therefore Wirth distinguishes a »client career« into four phases: 1. the point of departure, analysing the emergence probability of the demand for social services; 2. the phase of decision, analysing the actual development of individual demands, 3. the phase of application, analysing the transformation of a client's demand into the take-up behaviour related to social services; 4. the client phase, analysing the immaterial real transfer as a complex interrelation process. Especially the class-specific forms and abilities of verbal communication as well as the lack of material and immaterial resources (money, knowledge, time) are affecting the possibility of taking up public offers. Wirth argues that the most needy people have a systematically lower possibility to realize their needs within the bureaucratized and professionalized system of social services.

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FRENCH LITERATURE

1. Literature focused on NTU / Abstracts

Lenoir, René. 1989 (1974). *Les exclus. Un Français sur dix*. Paris : Éditions du Seuil.

This report, commissioned by the government, was one of the first to focus on "new poverty" or social exclusion in France (first published in 1974). In the report poverty is seen not only as a financial problem but also as a global problem, as a social handicap. The author tries to identify the causes of social exclusion and its consequences.

NTU is not explicitly named in the report but is clearly identified as a cause of poverty and exclusion. For example, the author writes that the lowest income categories of the population are often the ones that cannot access the benefits created for them because of their disadvantages. The bad circulation of information about those benefits can explain that situation, according to him. The solution must be found in a better reception and orientation of citizens. He also point out the situation of immigrants, who are particularly vulnerable to NTU. Lenoir highlights means-tested allowances as another cause of NTU. He notes that for two reforms, one on housing allowances and the other on childcare benefits, the number of beneficiaries was only one quarter of what was expected.

In almost all of the subsequent governmental reports about exclusion, the Lenoir report is cited or presented as a reference.

France. Conseil économique et social. Joseph Wresinski. 1987. Rapport présenté au nom du Conseil économique et social par M. Joseph Wresinski, 28 février 1987, Grande pauvreté et précarité économique et sociale. Séance du 10 et 11 octobre 1987. Paris : Direction des journaux officiels.

This report was presented to the Economic and Social Council (ESC) by the founder of ATD Quart-monde, one of the main charitable organisations in France. The ESC asked him for suggestions to develop a "global" strategy through a future law. For many observers the report was central in a new way of seeing poverty in France.

The document insists on the importance of recognition of rights and on the access to social benefits for the poorest. Those rights are considered as guaranteed by the Constitution and the author deplors the fact that they are not observed.

NTU is central in this report, even if the term "non-access" to rights is used. The document denounces the inexistence of information about "the people that do not receive any help, while they should have access to social benefits". For example, the Report refers to a study by the Union nationale pour l'emploi dans l'industrie et le commerce (UNEDIC) in September 1984; to an inquiry on employment by the Institut national de la statistique et des études économiques (INSEE), and to an investigation by BVA relative to 2,000 people enrolled for 9 months or more at the Agence nationale pour l'emploi (ANPE) (National employment agency). Statistics are provided about people who are not receiving benefits although they are entitled to them.

The report identifies some causes of NTU, like the complexity of the system, the lack of information and contacts, literacy problems in some cases, and delays. The lack of confidence of some people is also pointed out, and the fear of stigmatization.

This report is crucial in the introduction of the issue of access to benefits into the strategy to combat poverty in France. It is an example of the weight of charitable organisations in the emergence of NTU. The report was instrumental in the creation of the RMI in 1988.

Centre de recherche , d'étude et de documentation en économie de la santé (CREDES). Thérèse Leconte, Andrée Mizrahi et Arié Mizrahi. 1991. *Les bénéficiaires du RMI fréquentant les centres de soins gratuits*. Paris : CREDES.

In this study the authors explore the reasons that lead some people not to use the "ordinary health system". They insist on people's financial problems as a source of NTU.

France. Commissariat général du plan. Philippe Nasse. 1992. *Exclus et exclusions. Connaître les populations, comprendre les processus. Rapport du groupe technique présidé par Philippe Nasse. La France, l'Europe. X^e Plan 1989-1992*. France : La documentation française.

In the 1989-1992 Plan of the Commissariat général du plan, Philippe Nasse is interested in social exclusion. This report followed the creation of the RMI and was written in a situation of crisis, when the State reduced unemployment benefits. In a section of the report the author points to problems of access to benefits as a source of social exclusion (NTU is not explicitly named). According to him, exclusion can often be defined as people's incapacity for to access their rights. A study by the CERC about people who do not take up the RMI is cited. Studies by the Secours catholique and the Secours populaire are also mentioned. Those studies emphasise the long delays faced by people before they can receive a benefit. This problem, that we can call NTU, is seen as a source of exclusion. Causes of NTU are identified. The complexity of the social system and the unwieldiness of the procedures that afford access to allowances are denounced. The lack of "skills" in some segments of the population if also pointed out. The increasing fragmentation of government institutions is seen as one of the main causes of NTU.

France. Commission nationale d'évaluation du RMI. Marie-Annick Barthe, Bernard Gazier, Frédérique LePrince et Henry Noguès. 1992. *Protection sociale et RMI*. Paris : Syros.

Among others, this report focuses on "target policies" and their consequences. It highlights a study by the CNAF on population groups that are entitled to the RMI but do not benefit from it. This study shows that only 130,000 out of 300,000 people eligible for the RMI receive it (1991).

France. Conseil économique et social. Geneviève De Gaulle-Anthonioz. 1995. *La grande pauvreté. Évaluation des politiques publiques de lutte contre la grande pauvreté. Avis présenté par Geneviève De Gaulle-Anthonioz. Séance des 11 et 12 juillet 1995*. Paris : Direction des journaux officiels.)

This report was presented to the ESC in 1995 by Geneviève De Gaulle-Anthonioz, an influential personality from the organisation ATD Quart-Monde. The objectives of the Council were to evaluate measures to fight against poverty in the perspective of the creation of a "comprehensive" law. By then poverty was seen has an established phenomenon that affected more and more people, especially a younger section of the population. This report links poverty to the question of access to rights and contains one of the first official studies about NTU. The following question was asked: "To what extent have existing targeted policies to fight against poverty reached the poorest members of our society ?"

The access to rights question is treated in relation to different domains or benefits such as the Fonds de solidarité logement (FSL) (solidarity fund for housing), the RMI, health care, the Commissions techniques pour l'orientation et le reclassement professionnel (COTOREP) (Technical commissions for orientation and reskilling) and bursaries for secondary school.

The report identifies some causes of problems in access to benefits. It says that people lack confidence in the capacity of the State to answer their questions. It insists on information problems, on the fact that too many documents are required when people apply for a benefit, on the fear of stigmatisation. The diversity of allowances and the complexity of procedures are also identified as causes of NTU. According to the author, the solution is to simplify, harmonise and coordinate. The State must also avoid delays and severance in payment of the social minima.

The report certainly had an influence in the drafting of the 1998 law to fight against exclusion. Note that it called for the creation of the Observatoire national permanent de la pauvreté et de l'exclusion sociale (Permanent national observatory of poverty and exclusion).

Centre d'économie des besoins sociaux. Denis Bouget, Jacqueline Cadio, Hervé Guéry et Henry Nogues. 1995. *Les politiques de lutte contre la grande pauvreté. Rapport de synthèse.*

Complementary to the Report of Geneviève de Gaulle-Anthonioz, a study was published by the CEBS. With this study, NTU was officially defined and detailed for one of the first times in a French official document.

In a section of the document, the authors refer to the different categories of the population. They speak about "people who are entitled to an allowance", "people who ask for one", and "people who are receiving it". These situations are classified according to the "recognition of a need", the "effective request" and the "final access". In that system, two categories of situations can be identified as NTU: first, a situation where people ask for an allowance and are entitled to it but do not receive it because of administrative problems; and second, the case of people who are entitled to an allowance but do not ask for it.

The typology developed by W. Van Oorschot is set out in this document.

Causes of NTU are identified, like the fear of stigmatisation. The authors propose, inter alia, that the administration begins to prospect for potential beneficiaries when an allowance is created.

CREDOC. Marie-Odile Gilles et Michel Legros. 1995. *Politiques sociales, l'épreuve de la pauvreté. Enquête approfondie auprès de 754 personnes en situation de pauvreté réalisée par les CREDOC pour le CES dans le cadre d'un programme d'évaluation des politiques de lutte contre la grande pauvreté.* CREDOC. (Annexé au document : France. Conseil économique et social. Geneviève De Gaulle-Anthonioz. 1995. *La grande pauvreté. Évaluation des politiques publiques de lutte contre la grande pauvreté. Avis présenté par Geneviève De Gaulle-Anthonioz. Séance des 11 et 12 juillet 1995.* Paris : Direction des journaux officiels.

This document was published with the report of Geneviève De Gaulle-Anthonioz. It gives a lot of importance to the NTU in the evaluation of the efficiency of social policies.

The document presents an inquiry on the access of a sample of poor people to social welfare. The researchers first asked questions to find out which social benefits the examined people were eligible for. They then asked to the person if he or she effectively received those benefits. If the person received the benefits, the point was to know about the steps taken to obtain it. If the person did not receive the benefit, the point was to know why.

In the third part of the report, the "penetration level" of a policy on a targeted population is calculated. This operation divides the total number of people who benefit from a policy by the number of eligible people.

The authors tell us that for almost all of the studied allowances, a important part of the targeted population is excluded. Many reasons for this situation are advanced. Some people think that they do not need a benefit. Others do not know about this benefit and/or they do not know how to benefit from it. Some others simply reject the possibility of asking for a benefit, sometimes because they fear stigmatisation or because they think that they do not really need it.

To change the situation, the authors suggest improving information on benefits. They also say the administration should systematically give an explanation when it refuses to grant a benefit to someone. The administrative steps must be simplified. The administration should always look for the potential beneficiaries of a new policy. The case of each person should be analysed with a more global view of their situation and civil servants should be more versatile.

France. Marie-Thérèse Join-Lambert. 1998. *Chômage : mesures d'urgence et minimas sociaux. Problèmes soulevés par le mouvement des chômeurs en France fin 1997-début 1998*. Paris : La documentation française. Coll. rapports officiels.

This report was commissioned by Lionel Jospin. In the 1990s the government decided to cut back on some unemployment programmes. In 1997 a movement of revolt took place among unemployed people. The report was commissioned during that revolt and had an important influence on the 1998 law to fight against exclusion.

In her report, Marie-Thérèse Join-Lambert does not speak explicitly about NTU. However, she denounces the situations in which people who have the right to receive an allowance must wait too long to effectively receive it. The report also concerns the stigmatisation that is linked to certain allowances. Some people wait before asking for some allowances or just do not ask for it because they are ashamed.

France. 1998. "Loi no 98-657 du 29 juillet 1998 d'orientation relative à la lutte contre les exclusions". *Site de Légifrance*, [En ligne]. <http://www.legifrance.gouv.fr>.

A law to fight exclusion was passed in 1998. It can be seen as the logical outcome of the problems in the social context in France since the mid-1970s. The "unemployment movement", in 1997, certainly played an important role in the drafting of the law at that precise time.

The law contains three sections: access to rights, prevention of exclusion, and social institutions. In the law, the fight against poverty is essentially conceived of as a fight for the recognition and the effectiveness of the rights of socially excluded people. The law does not create new rights. It only affirms that exclusion is often linked to the loss of the benefit of one or more rights. For the creators of the law, those problems of access to rights were even more important than financial problems in the fight against exclusion. References to past studies and reports were made to justify that view.

Informing the socially excluded about their rights was seen as crucial in the fight against exclusion. The law adopted a global approach, based on partnership. It represented a contextual view of problems, an individualisation of actions, a targeting of policies, often with contractual procedures, and a territorial vision of interventions.

The 1998 law created an Observatoire national de la pauvreté et de l'exclusion sociale (National observatory of poverty and exclusion). Regular reports on the application of the law, evaluations and studies on the impact of the law were

predicted. The law also created a Comité interministériel de lutte contre les exclusions (Inter-ministerial comity to fight against exclusion).

France. Inspection générale des affaires sociales. Laure de La Breleche, Blanche Guillemot et Michael Thierry. 2000. Premier bilan de la mise en œuvre de la loi relative à la lutte contre les exclusions. Rapport présenté par Mmes Laure de La Breleche, Blanche Guillemot et Michael Thierry avec la collaboration de Mme Benedicte Jacquy-Vazquez. Rapport no 2000.075. *Site du Ministère des affaires sociales, du travail et de la solidarité*, [En ligne]. [http ://www.social.gouv.fr](http://www.social.gouv.fr).

In 2000 a Premier bilan de la mise en oeuvre de la loi relative à la lutte contre la pauvreté et l'exclusion (first review of the implementation of the law against exclusion and poverty) was made by the Inspection générale des affaires sociales (general inspection of social affairs). The 1998 law required evaluations every second year. Maybe because of the short period evaluated, the document is more of a track record of the law and less of an evaluation.

The second chapter of the report is named Pour un accès plus effectif de tous aux droits de tous (For more effective access by all to the rights of all). This section concerns access to accommodation, health services, culture, education and employment. It presents the results of a study about CMU. Access to the programme Nouveau départ (for the unemployed) is also studied. In the field of employment, the report also concerns the "adult qualification programme". Results of a programme that aims to register homeless on the electoral lists are discussed.

Causes of NTU are identified. The authors speak about unreadable documents, about problems of comprehension, about discouraging rhetoric and about the lack of information. It also points to problems of transferring files, especially for the CNAF. The authors emphasise the need for improved communication between the administrations and users.

France. Observatoire national de la pauvreté et de l'exclusion sociale. 2000. *Le rapport de l'Observatoire national de la pauvreté et de l'exclusion sociale*. Paris : La documentation française.

France. Observatoire national de la pauvreté et de l'exclusion sociale. 2000. *Les travaux de l'Observatoire national de la pauvreté et de l'exclusion sociale*. Paris : La documentation française.

France. Observatoire national de la pauvreté et de l'exclusion sociale. 2002. *Le rapport de l'Observatoire national de la pauvreté et de l'exclusion sociale 2001-2002*. Paris : La documentation française.

France. Observatoire national de la pauvreté et de l'exclusion sociale. 2002. *Les travaux de l'Observatoire national de la pauvreté et de l'exclusion sociale 2001-2002*. Paris : La documentation française.

The first report of the ONLE was published in 2000. This report was completed by an important document that sums up the work of the ONLE for the period. It is particularly important for our work because it discusses NTU extensively. In the introduction to the report, the authors write that one of their main preoccupations is to know how to help the people that are unknown to the administration.

The third section, the most important for us, examines users' relations with the administration. The ONLE adopted two types of approach to the problems that can occur in this type of relationship. The first chapter concerns the problems encountered by various organisations and the second gives users the opportunity to express themselves.

The first chapter of this third section is signed by Jean-Luc Vieillerivière and is entitled: Les difficultés administratives des personnes les plus démunies face au système de protection sociale (The administrative difficulties of the poorest people as regards the social welfare system). The chapter is based on the number 43 of the CNAF magazine Recherches et prévisions. In this chapter, the causes of NTU are listed. The author speaks about the lack of information on people's rights, over-complicated procedures, delays in the payment of allowances, vagueness in the way of granting benefits, difficulties in filling in forms, discrimination and discouragement.

The second chapter is signed by Hayet Zeggar. It is based on an Enquête sur les personnes en difficulté face aux prestations et aux administrateurs (Inquiry on socially excluded people as regards social benefits and administrators). The author specifies that the purpose of the inquiry was to review the situation of disadvantaged people. The inquiry identifies the allowances that people receive, the ones that they could receive and the reasons why they cannot receive all that they are entitled to.

The 2001 Report is also about access to benefits, but in a more preventive and concrete way.

In one chapter Marie-Thérèse Espinasse speaks about the social rights of poor immigrants. Another chapter, by Bénédicte Boisguérin, Chantal Casès and Claude Gissot, discusses the CMU. It refers to an inquiry on access to the CMU, by the IGAS, and to an inquiry by the CREDED in 2000. Finally, Marie Avenel presents an inquiry about housing benefits. She studied the "feelings" of beneficiaries and (entitled) non-beneficiaries of those benefits whom she met at the payment agencies concerned.

Those reports are among the firsts to have developed the NTU problem and identified it as an important cause of exclusion in France. The subsequent French official reports about exclusion refer to them.

France. Conseil national des politiques de lutte contre la pauvreté et l'exclusion sociale. Groupe de travail sur l'accès aux droits. M. Gilbert Lagouanelle et M. Philippe Nogrix (rapporteurs). 2001. *Rapport sur Groupe de travail sur l'accès aux droits*. CNLE.

In 2001 the CNLE presented a report by the Groupe de travail sur l'accès aux droits (Working group on the access to rights). This initiative was inspired by the first report of the ONLE. The CNLE's thinking was situated in a context where the first national plan against exclusion was being drafted, where an administrative simplification programme was being developed, where the CNAF negotiated its new objectives agreement, and where the conditions of access to legal help were revised. The CNLE, with this report, wanted to present recommendations to facilitate access to benefits.

According to the authors, access to benefits had become the priority of social institutions catering for people in difficulty.

To combat NTU, the members of the group referred to "systematic" prospecting for entitled beneficiaries that has to be undertaken by the administration. For the CNLE, administrations must insist on the quality of their reception, on the accompaniment of users, on coordination and proximity, and also on participation of the users in the management of the administration.

To conclude, the authors asked the ONLE to undertake a study on NTU for their next report.

France. Inspection générale des affaires sociales. 2001. *Rapport annuel 2001. Les Institutions sociales face aux usagers*. Paris : La Documentation française.

In its annual report for 2001, the IGAS chose to focus on Les Institutions sociales face aux usagers (The social institutions and users). For the IGAS, in a more

fragmented and unstable society, the institutions must learn to help users, to adapt to them and not to expect the contrary as in the past.

*The third part of the report is about social rights "that do not exist if nobody tries to make them effective". The first chapter of this third part, especially important for us, is headed: *Connaître les usagers tels qu'ils sont* (Knowing the users as they are). The authors speak about the disadvantaged users that have to be helped to access services. The authors divide the users into three circles : customers, the target public and marginalised people (NTU).*

The constant fragmentation of the system, its specialization, and the partitioning between national and local solidarity and between social security and insurance companies, are denounced as causes of NTU.

As solutions to problems of access to benefits, the IGAS suggests that the social institutions enhance the quality of their services, search for potential users who cannot access services alone because of particular difficulties, bring people to participate in the drafting and implementation of social policies, put quality at the heart of social institutions, and create special budgets to deal with exceptional situations. For the IGAS, the simplification of the system and the modernisation of the administrative language must be priorities.

France. Médiateur de la République. 1996. *Rapport 1995 au Président de la République et au Parlement*. Paris : La Documentation française.

France. Médiateur de la République. 2002. *Rapport 2001 au Président de la République et au Parlement*. Paris : La Documentation française.

Some of the reports of the Ombudsman deal with NTU. By essence, the Ombudsman's work is linked to NTU. This institution offers users the possibility to complain when they are not satisfied with an administrative service received, when an allowance or a service is refused to them, and when they think that there is an administrative error.

In the Ombudsman Report for 1995, we read that the application of complicated rules can cause exclusion. The case of the national grant for students is considered. We learn that the complicated steps that are necessary to obtain this help exclude from the programme the students who need it the most.

In 2001 the Ombudsman, who is engaged in the reform to simplify administrative language, discusses NTU. As causes of NTU he mentions the inflation and instability of legal norms, the fracture between civil society and the administration, the impossibility for certain people to fill in complex forms or to supply all the necessary documents required by the administration, the complexity of rules, the coexistence of contradictory logics like solidarity and insurance, and the complexity of the administrative language

France. 2001. *Plan national d'action français contre la pauvreté et l'exclusion sociale*. Paris : La documentation française.

After the meeting at Lisbonne in 2000, each country of the European union was required to submit a national plan to combat exclusion to the European Commission by June 2001. Those plans were supposed to concern access to health care, housing, education, justice, culture, sport and recreation. In the French case, the plan was inspired by the older French programme to fight poverty. The collaboration of social institutions, local authorities, insertion structures and charitable organisations was requested.

*Access to fundamental rights is central in this plan. One section is headed: *L'accès à leurs droits pour les personnes en situation d'exclusion demeure difficile* (The access to their rights for excluded people remains difficult). We read in this section that NTU is difficult to apprehend. Nevertheless, the authors think that there are a lot of people that are not able to access their rights.*

As causes of NTU, the plan mentions forms that are too complex to fill in, the lack of information, the unpredictable delays necessary to obtain an allowance and the non-utilisation of available "advances" on the allowance.

France. 2003. "Plan national de renforcement de la lutte contre la précarité et l'exclusion". *Site du Ministère des affaires sociales, du travail et de la solidarité*, [En ligne]. <http://www.social.gouv.fr>.

The first objective of this plan is to concretise access to rights for excluded or poor people.

The plan considers problems of access for programmes like the Programmes régionaux d'accès à la prévention et aux soins (PRAPS) (Regional programme for access to prevention and care), the Programme d'Aide à la reprise de l'activité des femmes (ARAF) (Help for women to re-enter employment), and some under-utilised programmes, like programmes for access to culture or to telephones.

The authors speak about simplifying procedures, circulation information on programmes better, and shortening delays in access to allowances as solutions to NTU. They also say that the administration must reach for the potential beneficiaries of an allowance or service.

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Departamento de Trabajo y Seguridad Social del Gobierno Vasco. 1992. *Informe de evaluación del "Plan integral de lucha contra la pobreza en Euskadi"*. Vitoria-Gasteiz: Servicio Central de Publicaciones del Gobierno Vasco.

It refers to the "Estudio de la población potencialmente beneficiaria del Plan de Lucha contra la Pobreza", Study on Population potentially benefiting from the Plan against Poverty, performed in 1989 and 1992. It shows the population percentage with the right to receive the IMI, Minimum Integration Income, that do not receive it, how many asked for it, and about those who didn't know whether there are willing to ask for it. They have calculated the coverage related to the "short term potential demand", instead of the population with the right to ask for it. They also call coverage to the comparison with the monthly average of beneficiaries per year. They recommend fraud control systems and mechanisms that would imply an economical stimulus for labour reinsertion.

Raya Díez, E. 2002. *Política social y ciudadanía. La condición social de las personas demandantes de prestaciones sociales en la Comunidad Autónoma del País Vasco*. Vitoria-Gasteiz: Servicio Central de Publicaciones del Gobierno Vasco.

It refers to the "Estudio de panel de los beneficiarios del IMI 1990-1992", Panel Study on Recipients of Minimum Integration Income 1990-1992. It explores the citizens' self-perception of social benefit seekers in Eibar, province of Gipuzkoa. It shows the scepticism of these seekers around the benefits and the self-stigmatisation (difference and humiliation feelings) because of the institutional pressure.

Toharia, L. 1997. *El sistema español de protección por desempleo*. Papeles de Economía Española, 72. Madrid: Fundación de las Cajas de Ahorros Confederadas para la Investigación Económica y Social.

Assesses the Spanish Unemployment Benefits, the degree of coverage and three questions about those benefited (time span of the right, job searching and the family's dependency on the benefits). It analyses to what degree the changes in norms have affected in Spain. It reminds us that research on coverage depends on how you confront the concept itself and how you measure unemployment. Workers with high turnover rates stay behind the protection system. The benefits usually are complementary income sources for family units and they use to reach late, due to management problems in the INEM (Employment Public Agency).

De Pablos, L. 2000. *El Estado de bienestar ante la pobreza y la desigualdad desde una perspectiva de género. La política económica desde una perspectiva de género: la individualización de los derechos sociales y fiscales en la unión europea*, De Villota (ed.) Madrid: Alianza Editorial.

It analyses the degree of coverage of the minimum income systems in the European Union. The data is from Luis Ayala, 1997. He calls coverage to the amount of money and the percentage of population in need that receives it, taking into account poverty indicators. Around both aspects, coverage in Spain is very deficient in comparison to those of other European countries.

Solanes, Á. 2001. Sujetos al margen del ordenamiento jurídico: inmigrantes sin papeles. *Inmigrantes: una aproximación jurídica a sus derechos*. Alzira (Valencia): Germania Serveis Gràfics.

It remarks the situation of immigrants who are in the fringe of the judicial frame, studying closely the reduction in rights after Law 8/2000. After the unfounded scare of "Health Tourism", medical access is restricted, non-registered immigrants are left out (with the exception of emergencies). It identifies as barriers to access the lack of information, not knowing how the health system works and the fear of the state acting against them. Legal regulations provoke instability among immigrants. About the Residence Permits there is a range of administrative discretion even in cases when the legal requisites are fulfilled.

Gómez Rodríguez, Á. 1992. *Necesidades de salud y utilización de servicios sanitarios por los inmigrantes africanos en Granada*. Escuela Andaluza de Salud Pública.

Study on the health of African immigrants residing in Granada. It reflects their use of health services, marked by not having Medical Insurance. It explores the factors related to access of these immigrants to medical care. Disinformation, economic situation, bureaucracy-legal barriers and language and cultural barriers make access more difficult. On the other hand, health providers, social workers and NGOs ease the access.

Castillo, S. y Mazarrasa, L. 1999. *La salud de la mujer inmigrante en la Comunidad de Madrid: percepción, accesibilidad y utilización de servicios sanitarios*. Madrid: Instituto de la Mujer.

It studies the perception of Health among female immigrants in the "Comunidad de Madrid" (Region of Madrid). It explores their access and use of health services. It identifies cultural, legal and governmental barriers.

Aparicio, R. y Tornos, A. 2002. *El Estado de bienestar y la inmigración en España*. Madrid: Ministerio de Trabajo y Asuntos Sociales. IMSERSO.

Analyses the immigrants' relationship with the services, benefits and wellness guaranties in Spain: expectations, use and effect of the integration. It evaluates the access to training, labour protection, health and social services. It stresses that research on this topic mostly focuses in health assistance, pensions for the elderly and unemployment, minimum incomes and social services for groups in risk.

Maya Jariego, I. 2003. *La accesibilidad y pertinencia de los servicios sociales para inmigrantes. La integración social de los inmigrados. Modelos y experiencias*. Barcelona: Icaria Editorial.

This chapter covers three aspects of social intervention with immigrants, intervention sufficiency and effectiveness, pertinence about the intervention and access to benefits. About access, it says that there is a low knowledge of the available benefits, specificity of the resources searched (general services are not clearly positioned as resources for immigrants) and the importance of primary groups. It shows the case of Asians and Africans in Marbella with graphs about the utilized services.

Ministerio de Trabajo y Asuntos Sociales. *Plan de Acción para el Empleo del Reino de España 2002*. Madrid: Subsecretaría de Trabajo y Asuntos Sociales.

It includes the analysis of the effect of Employment policies in Spain in 2002. It displays data on the number of benefited in training and employment programs. Shows data on occupational and continuous education, and makes a prevision on its increase. The Plan reflects regional differences and inequality in employment access depending on groups. The actions proposed for facing inequality in access are employer bonuses, self-employment promotion and grants for care services, which can ease the worker's availability.

Urbanos Garrido, R. 1996. *Evolución de la desigualdad de acceso y utilidad en la salud pública española (1987-1993): una aproximación a la equidad a partir de las encuestas de salud*. Madrid: Facultad de Ciencias Económicas y Empresariales. Universidad Complutense de Madrid.

Analyses data from the "Encuestas Nacionales de Salud", Health National Surveys, made in Spain in 1987 and 1993. It gives indicators of access and use of health services, split in sex and age of the surveyed. It compares access to primary care and specialized care on social class and territory.

Boscá J., Fernández M. y Taguas D. 1997. *El gasto en protección social en España: índices de cobertura respecto a la Unión Europea*. Hacienda pública española 141/142. Madrid: Instituto de Estudio Fiscales. Ministerio de Hacienda.

Uses expenditure data on social protection, from Eurostat, for the European Union countries, in order to compare the relative situation of Spain in eleven expense functions. It uses the functional classification of the ESSPROS, European System of Integrated Social Protection Statistics. Includes coverage rates on expenditure in social protection from 1980 thru 1994.

Ayala L. y otros. 1997. *Las estructuras del Bienestar. Derecho, economía y sociedad en España*. Madrid: Editorial Civitas.

Analyses the Welfare State evolution in Spain, income distribution, education system, health and pensions, labour market, environmental protection, housing policies, social services, persons with disability protection, and consumers' protection. Includes coverage indicators and ONCE's (National Blind People's Organization) survey from 1996-1997.

Aguilar M., Laparra M. y Pérez B. (coord.) 2003. *Investigaciones de base para la elaboración del Plan de lucha contra la Exclusión Social en la Comunidad de Madrid*. Madrid: Consejería de Servicios Sociales de la Comunidad de Madrid.

Researches about social exclusion in the "Comunidad de Madrid" (Region of Madrid). It includes an analysis of the outcome of the "Surveys in homes receiving the Minimum Income of Madrid 1990-2001", assessing the benefits coverage and the participation in social and economical insertion programs. It explores the reasons of exclusion and access problems in education, health, housing and employment.

Rodríguez Cabrero G. y Sotelsek Salem D. 2002. *Apuntes sobre bienestar social*. Servicio de Publicaciones de la Universidad de Alcalá de Henares.

Analyses the general context of social policies and the evolution of fundamental social services. It describes the specialized social services and some of their programs. It proposes the importance of fundamental social services to face unemployment, immigration, childhood and teenage issues, and the relationship between poverty and exclusion. It assesses research done on poverty and exclusion in Spain and policies fighting poverty.

Adelantado, J. (coord.) 2000. *Cambios en el estado del bienestar*. Barcelona: Icaria Editorial.

Analyses changes in the Welfare State and their effects on inequality in the Spanish society between 1980 and 2000. It suggests the relationship between economical politics and social policies from a historic perspective: the Welfare models would be Nordic-redistributional, continental-assuring, Anglo-Saxon-liberal, and Latin-Mediterranean (including Spain).

Garde, J.A. 2003. *Informe 2003. Políticas sociales y Estado de bienestar en España*. Madrid: Fundación Hogar del Empleado.

Yearly report on Welfare State and the "Autonomias" state (semi-federal Spanish regions), incorporating input from diverse sources: academic, institutional, sociological, economical, sociopolitic and ideological. It assesses policies in Education, Health, Employment, Labour Incentives and Income Guaranties, Pensions, Housing and Fundamental Social Services. It includes a compilation of the main economical and social indicators in Spain, and the provincial social wellness index.

Defensor del Pueblo. 2003. *Listas de espera en el sistema nacional de salud*. Madrid: Informes, Estudios y Documentos. Serie III. Defensor del Pueblo Publicaciones.

It studies the volume and characteristics of the "waiting lists" in the public health system, around three specialized care services: first consultations with specialized doctors, lab tests or diagnostics and surgery interventions. It gives out information from the INS (National Health System) and the Autonomous Communities. It proposes some general recommendations in the health care management.

Calvo M., Gascón E. y Gracia, J. 2002. *La incidencia de la inmigración en el ámbito de la administración de justicia*. Zaragoza: Consejo General del Poder Judicial y Laboratorio de Sociología Jurídica de la Universidad de Zaragoza.

It provides a sociodemographic profile on immigrants that access the Justice administration. It analyses the treatment immigrants receive in court when they are demanded and as plaintiffs. It studies discrimination red flags in access to courts or in judges' sentences.

Secretaría General de Asuntos Sociales. Dirección General de Acción Social, del Menor y de la Familia. 2002. *El sistema público de servicios sociales. Memoria del plan concertado de prestaciones básicas de servicios sociales en corporaciones locales 2000-2001*. Madrid: Ministerio de Trabajo y Asuntos Sociales.

It collects the main data on implementation of the projects financed by the "Plan Concertado" ("Agreed Plan") during year 2000. It refers to aspects such as typology of projects, its municipal and population coverage, together with its funding. It analyses information from each "Comunidad Autónoma". It remarks the approval of

the "Strategic Plan on Primary Care Social Services", which should evaluate the impact or coverage of the public system of primary care social services.

Universidad Internacional de Andalucía. 2004 (no publicado). *Evaluación del sistema público de servicios sociales de atención primaria en Andalucía*. Sevilla: Consejería para la Igualdad y Bienestar Social.

This research analyses the scope of Primary Care Social Services in Andalusia and its capacity to response to population's needs. In the main balance, some conclusions have been added in relation to the non-take up and exit from these benefits, such as general lack of knowledge of the system, the expectations the citizens have and the negative answer to their claims.

Rodríguez Cabrero, G. 1998. *Servicios sociales y pobreza. Las condiciones de vida de la población pobre en España*. EDIS et al. Madrid: Fundación FOESSA

This work is based on a specific survey performed 1994 to 1996 in all Spain to families in a poverty situation. In the chapter "Social Services and Poverty" there is an analysis of the knowledge, use and evaluation of the effectiveness of Social Services by the empoverished population. It compares the public and private social services (Red Cross and Cáritas as the private sector).

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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. Papastyliaou, 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., Papastylianiou, A. eds. Athens: Pedagogical Institute: 217-236. Τεπέρογλου, Α. Μαράτου Αλιπράντη, Λ. Τσιγκανου, 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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