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**A Case Study Research of Power Relations within Policy  
Implementation for the Intellectually Disabled in Greece:  
Focusing on the Training Centers (2008-2013)**

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## Abstract

Greece in a period of financial crisis (2008-2013) is questioning the success of its policy implementation. The training centers for the intellectually disabled, as implementers of policies and programs on a national and European level, also question that success. Using Foucault's concept of power relations within society, it is aimed to find whether policies and programmes for the intellectually disabled, are currently succeeding or not in Greece. Through Foucauldian discourse analysis the Greek and the European legislation is examined, along with the European programmes. Questionnaires answered from the intellectually disabled and a training center's scientific employees, also aid the investigation process. In a country of limited resources and drastic austerity measures, a vulnerable population's policy and programme implementation success is questioned. The answer for the present situation is partly given through a deep historical analysis of the country's legislation since Greece joined the European Union. The rest of the answer is being formed from the answers taken from the population itself, and the training center's scientific employees. The two separate data sources reveal more answers to a question that still troubles the disability movement as a whole in Greece.

Key-words: intellectually disabled, policy implementation, power relations, training centers, legislation, Foucault, archeology, genealogy, implementation theory,

# 1. Introduction

An estimation of 1-2,5% of the Western population is Intellectually Disabled (I.D.). In the European Union with 500 million people, that 1-2.5% is translated to 5 to 12.5 million individuals<sup>1</sup>. The implementation of policies and programmes that target on the I.D. welfare and personal development, are based on a unique network. The advocacy of the I.D. has been taken over by their parents and their Training Centers (T.C.). The T.C. were created as forms of welfare, detached from the state's provision. They source from the close bonds of society, notably from the institution of family. Therefore, the policy and programme implementation is deeply affected by the goals and needs of the families for the I.D., which are connected with their implementer, the T.C.

Policies and Programmes deriving from the European Union (E.U.) and/or each European state influence the integration and development of the I.D.. Yet with the absence of a legislation that addresses separately the I.D. several implications arise. The lack of a comprehensive and united legal front of the EU, as well as each state's differentiating legislation, deems the success and failure of Policies and Programmes a burden for the T.C in Greece. The T.C. are appointed as the main implementers of the Polices and Programmes in Greece. They have become the connection link between: the I.D., the I.D. parents, the Greek legislation, the provided legislation and training of the E.U. legislation and mainly the European Programmes. In the time period of 2008-2013 due to the financial crisis in Greece and in extension in the E.U., certain provisions of generic welfare have been diminishing. In Greece the austerity measures taken by the government has affected welfare system deeply.

The successful implementation of policies and programmes in Greece is questioned frequently lately. For the policies and programmes for the I.D. that question runs deeper. Especially with the strong connection, they have to the power relations within the implementation process. The connection of the power relation networks of the T.C with (1) the individuals, the legislation on both (2) national and (3) supranational level and finally their entanglement with (4) the European Programmes, require a flexible analysis. With the aid of Foucault and his methods in uncovering the power relation to their full influential extent, the research question is set as followed:

*“How can we understand the success and failure of the policy implementation process, through the established power relations, for the Intellectually Disabled in Greece?”*

The investigation of the analysis begins with the research question. Greece joined the European Union rather early and with only distraction in the joining process, the 70's Junta. Greece is a country with a long history of European programmes and adapted policies which have benefited the I.D. greatly. Yet during the period 2008-2013 the austerity measures taken by the state lead the welfare provisions to a minimum. The aim of this paper is to place the research question within the time period of 2008-2013, and to the period between 1981-2007. By tracing the policies and programmes for the I.D. for the two and a half decades before the selected time period of 2008-

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<sup>1</sup> [http://ec.europa.eu/health/ph\\_projects/2002/monitoring/fp\\_monitoring\\_2002\\_frep\\_05\\_6\\_en.pdf](http://ec.europa.eu/health/ph_projects/2002/monitoring/fp_monitoring_2002_frep_05_6_en.pdf)

2013, an outlook of the existing foundations is being given, analyzed and compared efficiently. An analysis that would answer the research question though cannot be traced without answering along the analysis process certain questions.

With compass the research question certain other minor questions are surfacing. The answer of the research question cannot be granted without including the established meaning of certain variables. The variables include aspects that must be proven in relevance to the context of this thesis and the research question. For example, the T.C. have been acknowledged as the implementer of policies and programmes but to what extent that is true, it remains unanswered at the moment. During the progression of this paper, the following objectives are set as secondary questions to the research question. The aim is to answer these questions before the final conclusion is set towards the research question:

- Who is implementing the policies for the I.D.?
  - This question attempts to establish the T.C. as the main implementer. The T.C. in this paper is set as the driving force of the policy and programme implementation. The possibility of other minor implementers cannot be ignored, therefore by answering this question the main power holders are being revealed. This also connects this to the research question to the Theory chapter through the implementation theories.
  
- How the T.C. and the I.D. have access to policy implementation?
  - After establishing who is/are the implementer of the policy and programme implementation it is vital to know how the T.C. and the population has access to them. Consequently, this question may also empower the reason behind the existence of the main implementer/s.
  
- What kind of policies and programmes are implemented?
  - By knowing the implementer/s and their access to the implementation process, it is important to determine their limits within that process.
  
- How policies and programmes are implemented?
  - This question aims to the structural view of the policy implementation. The answer of how policies and programmes are implemented, is targeting on validating again the answers given from the previous questions. Additionally, triggers the analysis of the legislation from a historical analysis approach.
  
- Are the policies and programmes Successful or Not?
  - Along with the last secondary question, this is a simplified question that imitates the research question. The point of using this question is the divination of the analysis into sections which each requires the same question asked on different results.
  
- Why are the policies and programmes Successful, and why Not?
  - By answering the above questions, and in the main the one on whether policies and programmes are successful or not, this question is the

concluding remark. The inquire of “why” is the tie with not all the above questions. With the aid of the previous answers, the research question is being answered by merging the results of the analysis.

The analysis chapter is dedicated on analyzing the acquired data from both raw and second-hand, archival data. The results of each analysis are meant to be leading to the answer of the research question. Along with the main research question the analysis is also meant to answer the above questions as well. The analysis will be led by the Foucauldian approach of power, which will answer the questions with the aid of the power relations within the policy implementation process.

Keeping the route set above, implementation theories have been discussed in great lengths in the past decades, and are all focused on the shifting power during the process. Power relations between actors seem to exist throughout the whole process. In the three generations of theories for the implementation process, all perspectives include the importance of power. Policymaking and policy implementation are deeply influenced by the power relations that are leading the policies and programmes. In the case of I.D, power relations can be found commonly sourcing from the families and thus mainly from their T.C. It becomes therefore, once more, essential to examine the success and failure of polices and programmes for the I.D., from a perspective heavily based on the foundation of power.

With the theory heavily relied on the Foucauldian power concept, several terms and directions are introduced in the Theory’s chapter. Table 1.1 (See Appendix, p.61) shows the interconnections within the different concepts that are sourcing from Foucault and make their transition to Methodology. All interconnections are explained thoughtfully in the Theory and Methodology chapters. The methodology is introducing the applied case study of a T.C. that is supported by hermeneutic interpretation of the questionnaire analysis and the use of discourse analysis. The use of Qualitative research on a case study model is usually an indication of positivistic research. In this paper the qualitative research is combined with the quantitative in a non-positivistic interpretation of the results.

Finally, the analysis is being divided in different sections as specified from the Art of Speaking and Writing. The subcategories of the Analysis promote the wanted clarity upon each section. Individualising each section and merging the conclusions in building manner logic is put into an easier position for examination and suggestions. Beginning from the I.D. as the individuals and continuing with the T.C it becomes more flexible to built a close connection to the subject, the data and the results. Moreover the conclusions of almost each section are given separately only to be merged for further investigation in the end. In a paper of multiple sources of data, a separate analysis of each source is essential. By dividing the sources and clearly connect them afterwards to a main case examined, makes this multi-data analysis easier and less likely to lead to inaccurate conclusions.

## Chapter 2: Theory

### 2.1 The concept of Power and Implementation

Power is usually viewed unconsciously in out of academia, as a tool of oppression. It is so often linked with oppression that an alternative opposing term is usually never under consideration. This paper could have used numerous different theories to explore the power relations in the process of policy implementation with a given example, the one of Max Weber. If this paper was set follow Weber's concept of power then the power relation network would have caved according to the hierarchy of social relationship, no matter the resistance (Weber, 1947;152). It would have been easier and less complicated indeed, but the essence of dealing with the implementation of policies and programmes for the I.D. would have been lost to the obscurity of the most common terminology of power.

With that in mind Foucault's unique philosophical conception of power as a driving force, was not only prioritized but was established as the foundation theory of this thesis. On top of this foundation, we will find mainly Sabatier's writings on policy implementation and the history of policy implementation theory research. Both aspects are intertwined by their concepts of power and its influence on implementation. Therefore the cohesion of Foucault's perspective of power with the history of policy implementation process, as researched from various authors, aims to present the complexity of policy and program implementation in a unique field such as the ones of policies and programs for the I.D.

Consequently, this section aims to infuse the power relations to the research question considering the implementation of the policies. Moreover, it takes a step further and attempts to explain why the implementation of the policies might not be enough for the appointed strategies, in the past and the present, to succeed. The secondary questions set in the introduction are offering a path in which a discovery can be made on how the discursive objects, in this case the power relations, are formed and act with the purpose of accomplishing a fruitful implementation. In spite of that, crucial are the realizations that power acts, always carrying the possibility of acting differently. It is not often, where the population in question is seen to be fully represented by a third party that holds more knowledge on the subject and therefore more power. It is that point where Foucault questioned the ethical dimension expressing of freedom after 'The Subject of Power' (Foucault, 1982). For the I.D. the decisions are made in many different levels.

Foucault has been labeled as post-modernist or poststructuralist depending on the science used, although himself always denied such a connection to his work. His work is been often used to uncover the power relations within every possible relationship between subjects. He is also often used for discourse analysis even though he never offered an official approach. When he was starting writing a book, he claimed not to know the conclusion yet he had an exceptional clarity over the methods he would use. (Foucault 1954-1984, Faubion, 1994;240) His writing process makes it difficult for the researcher who wants to use his methods on identifying and applying them. This inability of whether the application is correct or not is what offers this thesis' route its



theoretical fragility. Yet is done in order to identify clearly the strengths, alongside with the limitations, of using primarily Foucault's concept of power as the main theoretical approach beside with the known theories of policy implementation. Both theoretical approaches will be presented in their correlation to power before they merge into the theory that will follow this theoretical foundation for the rest of this paper to finally the analysis and concluding remarks.

## 2.2 Foucault's conception of power/knowledge through Archeology and Genealogy

Foucault's concept of power, as it was presented above, was more connected to the force, which leads and manages actions and behaviour into guided outcomes (Foucault 1984; 424-427). That, he notes, is not the always the result of stripping free will and liberty from individuals. On the contrary, it may lead to an enforced empowerment towards action. (Lamke 2002;54) In this quest for how power really is dignified as something that can empower, govern or even oppress and yet stir the desire to act, we find Foucault's synonym of power. The power of knowledge. In his identification of what consists knowledge(/power) and how can be analysed by discourse we find his two works, the one an evolution of the first but still distinct enough to be used separately. Archeology (Savoir) and Genealogy (Connaissance).

Archeology (Savoir) is what forms the pillars of knowledge that is based on "*different bodies of learning, philosophical ideas, everyday opinions, but also institutions, commercial practices and police activities*" (Foucault 1954-1984, Faubion, 2000;262). The knowledge that can be found in Archeology also supports the existence of the Genealogy knowledge through the set of underlying conditions. Following Foucault's approaches for Discourse Analysis the above are seen as the tools he named Archeology and Genealogy. Both used to refer to knowledge(/power) and the means to uncover it.

Foucault's Archaeology used as a tool, is a domain of research and although perhaps still not noticed, a big part of this paper in the analysis section. Archeology is used to uncover the moment in time where knowledge change. This becomes more apparent by the analysis of the archival data i.e. historical analysis of legislation. Archeology is a knowledge placed in a society that has had different entities of learning and philosophical ideas, daily opinions as well as institutions and practices including political ones. It therefore the knowledge that is set in the society which can summarise Archaeology (Foucault 1954-198, Faubion, 1998;261) As we will see in the analysis section, Archaeology will be used to a review the history of the legislation (Policies and programs) in Greece and the E.U..

Genealogy as explained from Foucault is: "*The type of knowledge that is found in books of science and biology which are titled as the "bodies of learning"*" (Foucault 1954-1984, Faubion, 1994;256). In Genealogy (in a sense, a latter modification of Archaeology), history is the accountant of knowledge along with other factors (Foucault 1954-1984, Faubion, 1994;118). On that retrospect, the term 'knowledge' is a synonym of 'power' in Foucault's concept by the influence of the work done in Genealogy. The ability to consider knowledge as power for the methodology and later on for the analysis is influenced by the collection of data and their decoding. The Genealogical approach is being used at that point as a tool for the explanation of

power relations between the qualitative and the quantitative sections of the analysis. Firstly, the legislating bodies like the E.U. and Greece along with the programs are introduced through the use of Archeology. Archeology, as a co-method to the primer of Genealogy is used at first for decoding the power relations from the archival data. Secondary are the implementers of the policies and the affected population. Namely the data taken from the employees of the T.C. (focusing on the scientific team) and then the I.D. The tools used subtly by Genealogy are: The decoding of knowledge/power, through the subtle gravity of Governmentality and Bio-Politics as presented by Foucault in regards to power. (Foucault 1954-1984, Faubion, 1994;118)

In “The birth of Bio-Politics”, a course delivered in 1979, Foucault spoke about Governmentality. Governmentality is introduced for the discourse analysis, which shows how the legislation has a conception of expectations and behavior for the target population and the T.C. as the implementer. In governmentality, the rational part of that was the problem-solving aspect of a government and how it was manipulating artistically the administrative power. A power that in reality the government was holding through institutions, agencies and other forms of governing. For a second time Foucault manipulated a term into conferring philosophical bearing. After giving power and knowledge an equal standing, he gave to the work government a more general context (Lamke 2002;50). Government still holds the politician aspect of the term but now harbours meanings like: “*signifying problems of self control, guidance for the family and children, management of the household, directing the soul etc.*” (Lamke 2002;50)

The ‘raw’ part of Governmentality was that it was closely connected to power and its link to the process of subjectification. In that context we can see that it was the definition of the government as conduct: “*I only considered, and again this year will only consider the government of men insofar as it appears as the exercise of political sovereignty*” (Foucault 1979;2). It was therefore not only the power of government to govern itself but to govern others as well. For the course, the Bio-Politics it was explained how a government has the power to lower the mortality rate, encourage births and raise the life expectancy of the population (Bio-power).

Thus, Governmentality essentially is working as a link for microeconomics and macroeconomics. Although it is not my intent to step into a more technical field, the admission is what gives us the relationship of the political-economic with the ideological agencies according to Lamke (2001). In Lamke’s work, the analysis of the Foucault’s lectures of the period 1978-1979, gives us the importance of constitutions. In short how it all leads up to a harmony of institutions, corporates and states that, as he writes: “have to be “lean”, “fit”, “flexible” and “autonomous”: it is a technique of power.” (Foucault in Lamke 2001;203) Governmentality after all according to Foucault was and still is, an administrative power that targets the population regarding the expected behavior and needs. Its knowledge can be found in the political economy (i.e needs) and as a technical tool (i.e. legislator), in the contraptions of security of the state. This leads to the extended use of Genealogy in this paper.

By adopting Nietzsche’s Genealogy as it was conceived by Foucault, that knowledge is historical and circumstantial, it gives us the flexibility within the different characteristics of implementations and the factors that lead to their success or failure as explained before (Foucault 1954-1984, Faubion, 1994;12-13). This can be seen in

the analysis when the terminology for the I.D. is changing and a newfound flexibility of the new term is created in the legislation. By that flexibility the success and failure have to be resorted to the new abilities and rights given to the I.D. This can also be found at the new expectations of the state through the recent legislation of the past decade (2000's).

For the characteristics, useful example is the writing of 'The Birth of the Asylum' in *Madness and Civilization* (Foucault, 1965, McSherry 2013;41). From that section of writing, Foucault gives his view of the object of knowledge titled "mentally deficient". In the discourse of the medical field the "mentally deficient", is being carried to other areas even outside its contexts such as in the institution of the Family, the Asylum or even the court room and thus later being presented in the legislation with terms as "temporary insanity" etc. In relation to the asylum paradigm of Foucault's writings, the place of the asylum is being taken by the T.C.

After the de-institutionalization of the 70's in Greece the term of mentally deficient is being left behind. The I.D. as a term is being introduced in many variations that detach positively the population from the scope of the mental health. That has yet to be done to the legislation where I.D. and mentally deficient are still under the same welfare provision. In correlation to the above at Foucault's 'Surveillance and Judgment' Archeology can trace the formation of the Asylum. Through analyzation of its formation in a time frame that evolves through time, as mental illness changes in terms and treatment.

The investigation of power and in this case of power relations appears to be more complicated than what anyone would have imagined. Different variables and forms of data analysed should follow a precise path of approaches to be able to uncover the reality of how power relations influence various aspects of our society. Policy implementations are not any different. According to what we investigate as data, the correct tools should be in their proper place to help us surface 'truths' which were previously covered under uncorrelated indication given by the individualistic view we have about policies and their implementation (i.e. Picking the specific timeframe or using only the scientific employees and not the I.D. trainers) For that reason as it will be seen in the next chapters, Foucault's Archeology investigates the power relations within the legislations and programs for the I.D. sourcing from the E.U. and the Greek Government.

It is the nature of Archeology that possesses the instruments to analyse legislation from a historical perspective with main variable the existing power relations. Then comes the role of Foucault's Genealogy. Genealogy will be focused more on uncovering the actors of implementation, the implementers, and the target of the implementation, the beneficiaries. That in combination with the conclusions from the use of Archeology for the legislation will lead to a Genealogical Foucauldian Discourse Analysis. It was therefore important to be introduced not only to what consists Archeology and Genealogy but what is hidden behind these terms in regards on how power relations are expected to be acting and how that affects positively or negatively the policy implementation for the I.D. in Greece. Power relations are expected to uncover a truth appropriate and according to the culture in which they are found. Power relations are the connections of actors that act by constructing an understanding that is presented by them as truth. Thus, the "games of truth" on a post-structural environment, that

will be mentioned next.

## 2.3 Power Relations in Implementation

Power as seen above a very peculiar term and the approached towards it are not limited just on the philosophical field. The three generations of theories regarding policy implementation are mainly based on how power is distributed. From whom, to where, why and how. Mainstream questions that born three generations of different opinions and positions. The striking resemblance to Foucault's approach of power was the inclusion of knowledge into the power's attributes. Yet, the question that divided the implementation theories was the same question Foucault tried to clarify. Is power linear and consequently oppressive? If yes, to whom? These are the secondary questions found in the introduction simplified and theoretically explained.

The research of implementation started in the 80's, the same time Foucault was lecturing about Archeology and Genealogy. He was giving his view on what consists power and how different can it be from the first impression many had regarding the term. Since that time, three self-proclaimed generations/schools have been formed depending on the context of who is triggering a policy process leading to a policy implementation. The Top-down, the Bottom-up and the Hybrids.

The Hybrids was the generation, which tried to bridge the differences of the previous two by incorporating both generations in one theoretical model. The main distinction of the third generation, the Hybrids, was the more scientific approach towards implementation (Goggin et al., 1990;18). The Hybrids approach was familiar also to Foucault's approach. Power was not necessarily something of negative sourcing and it was not always acting versus the interests of others in a power relationship (Grassdorf, 2005;24).

The Top-down theory carried the belief that the central government was the main implementer, because it taking all the decisions. Furthermore, it the establisher of policy objectives that led to the implementation. By the Top-down generation's theories, is obvious that policy goals were predisposed from the policy makers. The linear concept of policy making and implementation was the first generation was based on. (Pressman and Wildaysky, 1973;xv, Pülzl and Treib, 2006;91). Hierarchy was meant to control the implementation at all stages according to this theory. Especially in cases of actors and beneficiaries which they were required to multitask as well (Pülzl and Treib, 2006;92). Therefore, the first generation still holds the catholic view of a repressive power which is not to be questioned as the knowledge belongs to the highest top of the hierarchy.

From the first generation of Top-down theory, Sabatier and Mazmanian drafted a list of what leads to an effective implementation. The investigation of policy implementation was based on power and hierarchy, which played the basic role for the implementation. The interesting conclusion is the authors' realisation on how the control over an implementation was not easy. On the contrary, in practice unforeseen negative variables were leading implementations to failure. That note was not surprising by the pessimistic atmosphere around implementation research at that time. Notably, after all the examples given by case studies did little to revert the attitude lumen over implementation.(Pülzl and Treib, 2006;89). Yet the list (Appendix Table

2.1 p.66) gave inspiration for the Policy Implementation Framework table to be drafted afterward.

At the second generation, the Bottom-up, the region's bureaucrats were implementing policies locally. The policy process and implementation for them was a labour of negotiations, within the networks that processed the implementations (Pülzl and Treib, 2006;90). From both generations it is shown that the main differentiation was who had the power to not only create a policy, but also eventually implement it. The connection between policies and outcomes was what mattered and therefore it was treated as a blackbox<sup>2</sup> of the policy process (Parsons, 1995;463).

For the Bottom-up theorists the opinion about implementation was the exact opposite from the Top-down. They seemed that the variables in the actor's networks and the objectives were not held as the guidance of the implementation anymore. Behaviour was the main variable for Lipsky (2010;160), which he analysed in different public service occupations. The interactions within the society for him were the key of policy implementations. And that was the main difficulty. How could someone control behaviour? Perhaps what led to this difficulty were the hierarchy networks that he didn't find accountable of the implementations. For other theorists of the second generation it was the problematic that should lead to actions, partly like the problematizations we've seen from Foucault. Finally, for Hjern two variables were important for an implementation analysis, the networks that occupied a plethora of actors and the network itself with its inter-organizational character. According to Hjern in his work with other collaborators between the years 1981-1982, it was the problem that surfaced and the desire of certain networks to solve it that made implementations work.

By having a short introduction to the implementation research through its connection to power and the power relations, we can see how the two first generations were divided. Power was of course not only the source of the implementation but the goals of the analysis, the different models regarding the policy process and the differentiation of what consists an implementation. Yet, the models of democracy made one of the most interesting collisions used as foundations for the theories due to the hybrid categorization in implementation theory.(Pülzl and Treib, 2006;94) For the analysis and methodology of this paper, it was opted to use the latest generation (hybrid) that combines the previous and use the researchers that tried to create a new alloy of both. Thus the fusion of the Hybrids (The third generation) with the Foucauldian methods in order to uncover the powering relations.

The given literature and theoretical perspectives have established that to investigate power relations, for the success or failure of the policy and program implementation in Greece for the I.D., is a research that requires the investigation of different layers of governance and implementation process. The existence of multiple actors in the process can be troubling but the linkage is nonetheless unbreakable even when the power relations are acknowledged but remaining comfortably out of the core of the investigation.. Conteh (2011) notices the ambitious attempts of the third generation (Hybrids) to smooth all differences from the first two generations and the attempt of synthesizing the two. He presents the inter-organizational partnerships that carry the

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<sup>2</sup> <http://escholarship.umassmed.edu/cgi/viewcontent.cgi?article=1012&context=pib>

implementations and how the complexity grows from the input of multiple actors in the policy process.

In Cohent paper, it is apparent that he is more interested on how the organizations are working and is searching the organizational platform model that may work the best for this type of policy process through so many different layers. (Conteh, 2011;124-127) Instead of power, he is exhibiting the influence of interactions within this structure of administrations. Those kinds of approaches are common but Conteh is correct to mention that “to integrate insights...-is important to identify their distinct elements.

## 2.4 Critical Theory

The critical theory helps to uncover hidden structures, in this case between the training centers and the authorized institutions that oversee the implementation of the directives and programmes on a national level. (Abel and Sementelli 2004;84) On a secondary foundation of the critical theory is to uncover the power relations that exist through the above political structures. (Abel and Sementelli 2004;121) Notably, the power relations are the ones that target (whether this is happening deliberately is unknown in each case) on the disempowering the structured construction. (Cannella and Lincoln 2009;55)

Despite being a strong type on theory and methodology the application on a research does not share the same merits. The employment of postmodernism<sup>3</sup> is added to this study to not only supplement the weakness of critical theory but to add in validity to this theoretical section. The merging of postmodernism and critical theory is not a common avenue in methodology that attempts to lead to a strong research and analysis. The main reason of being able to join them for this study was that they are constructed more as movements than theories, which may irreversibly collide in the process of the conclusive analysis of the research. An additional advantage is that they share the opposition to economic rationalism and managerialism. (James 2008;2)

While postmodernism is partly focused on power relations (power that comes from the acquirement of knowledge), according to Nietzsche’s perspective it also blends the Freudian aspect of that all knowledge is filled with certain power relations instead of “an essential world or knowing subjects” (Clegg and Hardy 1999;256) With the information about the Greek client relation amid institutions and the differences in opportunities of the T.C. to take part to E.U. programmes in the introduction, power relations are something that on a national level is essential for progress. The legislation is usually written but not executed by the authority supervisors. Ex. Ministry of Welfare (Stassinopoulou, 2002;221) That is one of the reasons why Critical Theory and Postmodernism were chosen for the methodology as they both react to specific social conditions. (Jermier and Clegg, 1994 in Clegg and Hardy, 1999;256)

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<sup>3</sup> According to Agger (1991) Critical Theory, Postmodernism and Post-structuralism share the same sociological relevance despite their differences. Moreover they have a non positivistic which blends with the non positivistic methodology. Despite the use of Case Study and Qualitative Research Ashworth (1997) shows how it is possible to employ hermeneutics and discourse analysis in the research to step aside from the positivistic environment a qualitative research sets.

According to Clegg (1994;259) Postmodernism and Critical Theory have a diagnostic role which in this study can help the research's analysis and the recommendations at the conclusion as: "*Both [Postmodernism and Critical Theory] agree that something fundamental has gone awry and that more technical, instrumental 'solutions' will not fix it. While their diagnoses are similar, they differ in their treatment*" (Clegg and Hardy, 1999;259 ) Even though this case study will not be based on finding a corrective path if the implementation of directives and programmes indeed do not progressing as they should. In the possibility that they do a short passage of recommendations will be devoted on the chapter of conclusion and the possibility for further research.

Finally the selection of using a case study to research the above relations in correspondence to the efficiency of implementing directives and projects is based on two advantages that come with case study: The research question will be able to be traced through time (Yin, 1989;18) and that it aid's "the disentanglement of a complex set of factors and relationships" (Easton 2010;119) Their explanatory nature help not only the researcher but the audience to grasp better the understanding of how and why directives and programmes from the E.U. are important. Specifically, to how they have such an influence to the national legislation and why the disruption of their implementation can lead to a dysfunction of the construction. That may lead to organizational problems of the training centers and endanger the integration of the intellectually disabled to the main population.

## 2.5 The Foucauldian Discourse Analysis

This section is in reality a transition between the Theory and the Methodology where the Foucauldian concept of merged with the discourse analysis. The Foucauldian Discourse cannot be presented and interrelated to this paper without adding segments that properly belong to the methodology. The section belonging to the Theoretical section will present to the reader the connection of the above parts with the tool of Discourse, the connection with Foucault and thus the power relations and of course the connection with the topic of this paper the implementation of policies for the I.D.

Discourse according to Pickstone (2001;125-128) and Powers (2013;6) co-exist in power relations and assist certain ways of thinking and living in the world. Discourse makes the productive knowledge become apparent as a form of text, speech, and actions of a certain subject that can be decoded by the researcher for that purpose. The decoding is meant to present a unique experience of human sourcing. Sheridan (1997) gives the meaning of discourse for Foucault at the place where knowledge is created by similar statements, events or fields that are connected to another knowledge. The information doesn't have any connections to each other due to the vast differences they have in depth and on the structural bases. (Sheridan 1997;97) In the matter of power, the compliance or resistance is what reveals the process of the dominating party. There are instances where the discourse of text, acting or even speaking shows that it doesn't support the dominant way of thinking or how someone would conceptualize certain issues and objectives (Foucault, 1990).

Willing and Staiton-Rogers (2007;102) talk a bout the clarity of the Foucauldian

Discourse and conclude in a remark that we think that it will be helpful for the reader at this point: *“After all, discourses are not ‘things but form relations between things; they are not objects as such but the rules and procedures that make objects thinkable and governable; they are not autonomous entities but cohere among relations of force; and, finally, discourses do not ‘determine things when there is always the possibility of resistance and indeterminacy.’”*

The above quote is supporting Foucault’s position on the subject as he referred of ‘Discourse’ not as a decoding of language or text etc. but as the deep description of rules, partitions and systems that could be found within knowledge in a specific part of knowledge. Discourse was meant to use the concept of discipline in the division of institutions of knowledge in science and to see the practices of certain objectives, which were forming concepts and strategies. (Hewitt 2009;2) In Willing and Staiton-Rogers (2007;101) rightfully they have the following passage to explain the production of Discourse and its relation to power according to Foucault: *“At the beginning of ‘The Order of Discourse’, Foucault asserts the hypothesis: ‘I am supposing that in every society the production of discourse is at once controlled, selected, organized and redistributed according to a certain number of procedures, whose role is to avert its powers and its dangers, to cope with chance event, to evade its ponderous, awesome materiality’ (Foucault, 1972: 216)”*

The challenge in discourse is to include both valid and invalid knowledge such as folklore stories, gossip myths etc. and justify their participation as an influential variable in the analysis. In Genealogy is the analysis of the historical context and the development the objective went through. For Foucault all discursive formations (Knowledge from all the fields) are important but the questions asked for their identification at Archeology of Knowledge are based on specific rules: surfaces of emergence, authorities of delimitation and grids of specification. (Suffolk, 2007;44-54) Those help the researcher identify the formations and the relations between each respectively knowledge. That leads to the discovery of the interrelated power relations between instates such as T.C. and the Government or even the E.U for example. It will also help us unravel how power relations are connected to the policy implementations through the third generation presented. As a consequence, we expect the Genealogy to help us have a clear picture of how implementations were carried out and from where they were originated, both briefly through a historical analysis with the aid of Archeology and then a specific historical context such as the period of 2008-2013 for Greece.

The analysis with Genealogy will allow from the epistemological which combines the sociological base of post-structuralism with postmodernism and as it will be seen the Critical theory. The perspective is used to uncover the intertwined political knowledge and power that is also shared with the Training Centers (Powers, 2013;9, Rawlinson, 1987;372). That complies with the search for a truth that might not be able to be discovered but in certain cases is constructed. By analyzing all three ‘voices’ the legislation, the Training Centers and the I.D, attempt to indeed discover the unspoiled and stripped off the influence of authorization of been hold true i.e. legislation through the authority of the law (Powers, 2013;9, Rawlinson, 1987;373). The analysis will assist on finding a truth with the service of science, under all the conditions of formation each objective has formed and is now tangled to a linkage of knowledge and power (Rose, 1979;58 by Willig & Staiton-Rogers, 2001;96).



It must not be forgotten that Foucault was always trying to find the truth and specifically: “*how the human subjects fit in certain games of truth*” (Rabinow, 1994;281). The games of truth<sup>4</sup> are vital for the power relations as the one that decides what we supposed to be true is the one that is higher in hierarchy and holds more power than the rest. It is that the nature of policy implementation that the truth may indeed be a game hidden behind client relations, reluctant authorities or opportunists. Hence our aim of baring the truth, off the dust of historical settings and presenting it free of the assumed power bounds which restrict the view of the implications of policy implementation in Greece. That is what gives the advantage of Foucauldian Discourse in the analysis of the research’s results findings. Finally, in a Foucauldian Discourse the analysis is always dictated by the quest of truth that the power relations will be called to uncover by the conclusion of this paper.

A discourse analysis is applicable to many different subjects but the theories and disciplines involved may control many variables in the process of the analysis. In the case of this paper, the most familiar setting is the one placed by Rawlinson. Rawlinson in her paper in 1987 proposed a genealogical approach of Foucauldian Discourse that was based on the discourse of power analysis on the field of medicine. As a post-modernist and feminist, her approach is again on the ground with the theory that this paper being built on. In her quest of finding the knowledge through the Foucauldian Discourse Analysis, she proposed a structural analysis of three axis. (Holms, Rudge and Perron 2012;69)

The three axes include: The axis of knowledge, the axis of authority and the axis of value of justification. The axis of knowledge has a setting on the exploration of knowledge through guidelines of discourse and the different conceptual views of the system. The axis of authority investigates the guidelines of who is in power of talking. Consequently it also investigates through discourse the system on the reasons behind its training into it, as well as how it is being multiplied as a setting and how it conquers other systems. Finally, the axis of justification or value is about how to have authority over control itself in a system over actual leaving individuals and how that action is justified. (Holms, Rudge and Perron 2012;69) Each axis was aiming to uncover the power relations on a different setting. By combining all three, a methodology of how to uncover power was conducted. As it will be seen in the chapter of Methodology, the three axes can be used on the construction of inquires in qualitative research.

Rawlinson (1987) and later Power’s (2011) by contributing the first’s work opened a stream of possibilities for using Foucauldian Discourse to uncover the power relations within the system as well as their influence on the system. That stream has been continuously passed through unnoticed as it has the senesce of belonging to the fieldwork of health care. Nevertheless, in a field as the policies and programmes for the I.D, and Disability in general what consists Health Care and what other kind of welfare is difficult up to impossible to distinguish if a progress is expected from the selected target group.

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<sup>4</sup> This is been placed here to explain the answers of the employees from a theoretical perspective. The employees within the “culture” of the power relations that exists in Greece have formed certain opinions that believe to be held true and thus with every questionnaire a slightly different truth is presented.

## Chapter 3: Methodology

### 3.1 Connection to the Research Question

Reminding the Research Question is again set as followed:

*“How can we understand the success and failure of the policy implementation process, through the established power relations, for the Intellectually Disabled in Greece?”*

With the techniques used and which will be explained in this chapter, the aim is on investigating the contribution of power relations on the implementation of policies. Whether an implementation is successful or not it is sourcing from a network of power relations that include the European Legislation, the Greek legislation, the agents of both and most importantly the European Programmes that correspond with both legislations through the T.C.

The T.C. as it has been mentioned before Parents and Guardians of the I.D. targeting on educating the individuals in a controlled place founded them. That would enable the Parents and Guardians to not only leave behind the days of institutionalization but also bring them together to demand the rights and responsibilities the society should give to the I.D. The population of I.D is idiomorphous<sup>5</sup> when it comes to advocacy as it requires a third party to act in their favour no matter the empowerment they have received for the past decades.

In this chapter, there will be an examination of all the methods used to uncover the power relations within the process of a policy or programme implementation. Additionally, the investigation of how victories of the Disability movement within the legislation will become apparent. The main goal remains as the verification of the hypothesis that the T.C. are the basic source of implementing policies for the I.D. on all levels of legislation regardless of the appointed monitoring agent. Additionally, the attempt to discover whether the power relations are starting from the T.C. or if they can influence both the European Legislation and the National Legislation and how will be left to be seen.

The main issues encountered with the implementation of the I.D. are that although in Greece (and in other E.U.member states) every ministry has a different legislation to implement the real implementation of policies is seemingly based on the T.C. This practice of the T.C. becoming networks where knowledge is circulated and only been shared by the European Programmes is not uncommon. When every individual with I.D. is different the T.C. have the ability to learn from this variety, something that the legislation makers seem to be lacking. The networks created on a national and

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<sup>5</sup> See Appendix p.61

European level with the acquired knowledge learn to adapt to this lack of flexibility but that doesn't mean that legislation can have the same flexibility.

## 3.2 Theory of the Methodology Used

### 3.2.1 Case Study

In search for how the implementation may be successful a T.C. was required with the I.D. it was training. A life paradigm of how implementation is taking place was required outside the archival data. With the limited recent archives regarding the process of implementation in Greece to question both the implementers and the target groups was reasoned to be of great importance. Through their replies the establishment of the present situation could be analyzed along with the knowledge they had from the timeframe of the historical analysis. By comparing the both a stronger and more reflective conclusion could be analyzed along with the legislation's analysis.

Yin in his work is citing Schramm's view on case studies that brings us momentary back to the Theory's chapter where it shows how the concept of power is flowing, not so subtly, through the whole thesis and how is so sternly anchored to the research question. It is a quote often used when illustrating the use of case study in a paper yet the use here is more symbolical. As policy, implementations are based on decisions and as it will be seen, the case study of Schramm's point of view has the same aspirations for the subject as this paper has for the power relations that seem to vibrate through the layers of actors in the process of implementation.

*“The essence of a case study, the central tendency among all types of case study, is that it tries to illuminate a decision or set of decisions, why they were taken, how they were implemented, and with what result.” (Schramm 1971;6 and cited in Yin 1989;22–23)*

The use of a case study is primarily sourcing from the selection of one T.C. in Greece for the collection of data from both the Training Center as the implementer and the I.D. as the implementation's target population. On a secondary reason of choosing case study is the specification of the region to Greece for the partial historical analysis of the legislation, the other half being the E.U.'s legislation and programmes. But what makes this case study so applicable to other Training Centers can be found on the ground similarities of Training Centers largely in Attica and consequently in the rest of the country. It is the formation of the Training Centers and how they came to existence in the Greek reality. As Greece's welfare model is not fully belonging to any of the customary models but is attributed with certain characteristics as a Mediterranean model where welfare is provided by the state to the extent of the family and not the other way around. It is therefore important to realise that the Training Center's in Greece of the Non-Profit Organization status share the same origins.

As a result, the basic services offered are usually the same and although they distinguish in the bundles of services offered, their tactics in policy and programmes

implementation are the same. Analytically the chosen sample was decided under the performance of the Center and the experience it had with the investigated variables of what makes a policy implementation successful or not, such as experience, facilities, services offered, number of programmes and policies implemented etc. According to Yin (2002;10) the answer is not simple when it come to the question of generalisation. His look upon the subject was that: “[...-case studies, like experiments, are generalizable to theoretical propo-sitions and not to populations or universes” (Yin, 2002;10)

The flexibility of the case study is also a valuable asset to the analysis of the conducted research. Case study thrives under the analysis of multiple data sources like the ones presented in this paper. The introduction of four official sources, one sub-source (Analysed in four sections). The validation according to Yin is easier where many sources are involved but with the limitations given, it is rarely executable. This opens the discussion for the triangulation of data (Yin, 2002;97). As seen from the Theory a triangulation of shorts has already been done using Foucault’s approaches and various implementation theories, yet focused on the third generation.

#### Official Sections

- Training Center’s I.D. attendants Questionnaire
- Training Center Scientific Employees Questionnaire
- Greek Legislation
- E.U. Legislation and Programmes

#### Subsection

- The Dummy Sample of a second Training Center through its archives (Within the E.U. Legislation and Programmes)

The selection of the case study as the methodology used is based on the in-depth investigation it offers over the chosen sample. The details of data gathered are rich in quality and the information extracted plenty. With the present sample it gives the research permission to investigate details that otherwise would not have been possible to be done due to ethical or practical boundaries. (Yin, 2002;8) Finally, it gives this research an opening for further study as it offers optimistically a new perspective on the mechanics of power relations into policy implementation where personal advocacy is questioned or it is not able. In short it explores empowerment on a different level and within multiple layers.

This case study is based on a theoretical approach that combines critical theory and postmodernism something that the use of case study is flexible with through the method triangulation. Hence leading to the combination of methods that bring together the observation. Although without the interviews and the understanding of socio-political hierarchy through the knowledge provided by qualitative questionnaires. In order to comprehend the structure of this socio-political hierarchy along with how the questionnaires were constructed and how the answers are now expected to be decoded, critical theory is introduced and used throughout the conduct of the research. Special weight is been given to the decoding of the methodology used as the analysis is focused on the Foucauldian approach but the structure of the technical side would be lost without the aid of the critical theory.

### 3.3 Case Study Selection of Data and Analysis

To answer the questions of the above section and consequently the Research Question itself we set a case study based on a qualitative research to two Training Centers in Greece. One will partake to this research by giving raw data and the other by second hand data of archival nature. The T.C. was selected for their long work with European Programmes, the number of students they had and their presence in the policy implementation for the I.D. on both the Greek legislation and the European Union's legislation.

Specifically, the Centers have been established in 1982 (ESTIA) and 1979 (Margarita) have an active role in vocational training and independent living. ESTIA is one of the most evolved Training Centers on Private Independent Living establishments for I.D., emergency housing for the students. The number of students is approximately 80 and the employees of the Center 30. The Training Center ESTIA will be analyzed by the raw gathered data through open-ended Questionnaires. Margarita is successful on vocational training (11% of the students the period 1984-1999 entered the labor market) and is currently trying to establish its first independent living housing. In the meanwhile, it prepares prospect students for independent living.

The students of the Center are approximately 60 and the number of the staff approximately 25-30. Margarita's process of implementation will be analyzed by second hand data and will be compared to the raw collected ones. As each Center accepts youths for vocational training between 14-25 exceptions are being made regarding the age limit so the age of the I.D. samples is the same. Important aspect is that both Centers are based in the Northern Suburbs of Athens where the middle and upper middle class leaves although the students resident in several different municipalities of Athens-Attica. This close proximity has enabled many of the scientific team employees to either individually collaborate for policies and programmes with the other Center or even exchange one Center for the other as their primarily workplace.

The requested sample from ESTIA was the scientific team employees of the Center (Approximately 8) to return at least half (4) of the recommended quantity of questionnaires given to be filled from their scientific team employees. The selection of the scientific employees was targeting the desire to investigate the power relations that this group holds in and out of the Centers. The scientific employees are the ones that are responsible for the admission of each student, the selection of European Programmes that the Center will pursue and with whom. Besides, most of the employees have a strong network within the Greek ministries and with Training Centers outside of Greece with which they are collaborating in different programmes.

The Questionnaires of the Employees as it will be seen in the next section aimed on uncovering the techniques of how they implement policies in the Training Center (if they did), what was the long-term impact of these implementations on the I.D. and how its networks (power relations) enabled them to proceed with the implementation. The respondents were also asked on whether the policy implementations succeeded or not with different questions and intentions of these questions being answered. This

questionnaire was constructed having in mind the Foucauldian Discourse Analysis that would follow and thus used Rawlinson's Three Axes of Structural Analysis (See Theory, Chapter 2 and Appendix p.66). Rawlinson (1987;371-395) with Genealogy gives examples for the construction of questionnaires based on knowledge, authority and value or justification.<sup>6</sup> In the next section it will be seen more clear of how they are formed and how they are executed.

A second questionnaire was also sent for the I.D. of the Centre. That questionnaire was sent for the verification of programmes and policy implementation. The questionnaire was a challenge to be made due to the illiteracy of the I.D. in many instances. The motivation behind this questionnaire was based on the suggestion of Alderson (1995) and Beresford (1997) in "Doing Disability Research" (Bernes and Mercer, 1997;38 and 1997;43) of finding imaginative and innovative ways to surpass difficulties with techniques for children that cannot speak and/or are illiterate. This led us to the practice that is used by certain hospitals to diagnose the amount of pain in children by illustrations which had a prompt of being used on individuals with learning disabilities (Reynolds-Keefer and Johnson, 2011;4) The illustrated questionnaires were constructed with a simplified Likert scale and contained three different kinds of answers of direct and indirect questions. According to Zarb (1995) instead of asking directly a disabled how far he/she can go, it's better to see how far the rails go. That means that you will have to see how the persons are experiencing their mobility within the available system.

### 3.4 Limitations

The most important limitation is that although the research can be reproduced, questionnaire wise, the results are not guaranteed to be the same with other Training Centers in Athens. The limitation comes mainly from the use of case study that makes the selection of the samples very specific and cannot be easily generalized if certain conditions are not met (Field Methods, 2001;349). Opposite to the above, the Discourse Analysis of the legislation can pass these limitations and offer the same results to other researchers. Regarding the sample taken from the I.D., the same limitations apply due to the case study on a specific sample and on a specific time. Other than the difficulty of being able to duplicate the results and the restrictions we can get from the generalization of the results one of the most challenging aspects for this paper was the tendency it has to be time consuming (Field Methods, 2001;342).

With generalization, not a guarantee a reproduction of the methodology for a research reproduction becomes a more difficult task. The reasons behind choosing the theories on peer relations and the methodology that would examine a certain T.C. was mainly focused on the limitations a case study unfortunately has. A case study is awfully time consuming. From the suggested number of questionnaires the barely minimum was returned. The explanation is given from the strong tides of the T.C. to the political mood and in this case this year's municipality's elections. The municipality's elections can affect directly the funding of a Center. Moreover, a T.C.'s scientific team employees are not always available or whole.

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<sup>6</sup> More details on the Axes is given in the Theory and at their application in the chapter of Analysis.

It is not uncommon for employees to offer their experience to other Center their employment to take them to errands outside of the Center or even abroad if a European programme or interstate collaboration is achieved. With this time challenges a wide timetable of research was not possible. On the contrary, the sample taken from the I.D. was easier to approach and take the needed data. To conclude the case study limitations my bias towards the population and the personal experiences and knowledge of the Training Centers and their employees was a factor that had to be carefully tranquillized. As a result, the employees questionnaires fell into a pitfall. That presented another limitation.

Regardless of the outcome, the questionnaires were usable for the analysis but would have been more successful if they had been interviews and the questionnaire was not customized from its draft to a foreign language and then translated. It was noted that although both a Greek and the English prototype questionnaire was given, the prototype was language challenging while the translated one missed some technicalities that exist in the Greek language. That problem is listed under the methodology limitations due to the nature of the problem that began from the methodological construction of the questionnaires.

# Chapter 4: Analysis

## 4.1 Introduction

The analysis chapter is being divided in four sections<sup>7</sup>. It would be impossible to decode all the data given from all the sources in one section. The differences of each source hold a different variation of power involved and the differences call for a different set of approach while still under the same theory and methodology. The first section begins with the target population of the implementation, the I.D. By examining the answers of the questionnaires to different levels we will have an introduction of what may be a determinant of a successful implementation or not by investigating seemingly casual questions of their present everyday life, their desires of life and finally their conception of the Greek reality.

The second section is closely connected to the first as it is targeting to the scientific personnel of the selected Training Center along with the archival data from a second Center. These employees are viewed as the key implementer's. Their questionnaire regardless of the pitfalls is analysed by discourse and in correlation to the acquired data from the other sources. The third section is moving this paper to a wider implementer and policy maker, the historical analysis of the Greek Legislation for the I.D..

Finally, the fourth section is divided in two subcategories of equal importance: The E.U. legislation and the E.U.'s programmes for the I.D. Both undergo the same historical analysis of the Greek legislation. By the end of this chapter the power relations will have been uncovered within their layers and a merging point of all four section will be created to give its place only to the conclusive remarks.

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<sup>7</sup> According to the Art of Speaking and Writing on the matter of subcategories and chapters.



## 4.2 First Section: The Intellectually Disabled

*“[Because there were some considerations of deep interest beyond]...[And while I thus spoke, did there not cross your mind some thought of the physical power of words? Is not every word an impulse on the air?]” E.A.Poe in ‘The Power of Words’ (Mabbot, 1978;1214)* This extract from Poe’s poem was found appropriate to introduce the first section of the Analysis. The poem is essentially Poe’s belief that the accumulation of knowledge is unbreakably linked to the reasons of the creation of happiness. Even at the end of the world, the ones who remain no matter who that will be crave for knowledge. The same can be attributed for the aim of the questionnaire for the I.D. The investigation in this questionnaire begins with the knowledge of experience that an individual has, the desire or the refusal to be introduced o a new form of knowledge and how able is the individual to maintain that knowledge. In the last part the question is also how easy is for the implementer to maintain the acquired knowledge alert and continuous.

It is common for research to avoid politely the involvement of a group that does not fill the criteria of a sample that can be easily validate much less be coherent and understandable. Children are supposed to be a challenging group but the intellectually disabled often are considered more than difficult and equally unhelpful to toodlers when it comes to questionnaires much less to a research of policy implementation. When they are interviewed they are treats as “passive subjects” (Abberly 1987;141) It is true that this group is culturally and linguistically not easily translatable. (Bearners and Mercer 1997;12) This research will not attempt to enter to the dimensions of welfare and the individual’s rights within Greece. The desired outcome from the provided questionnaire would be to attest on whether those individuals have taken part in successful implementations (Employment, Education, Independent Living, Special Olympics etc.). Yet, the dimensions of welfare and the individual will be a great part of how implementation is achieved and how.

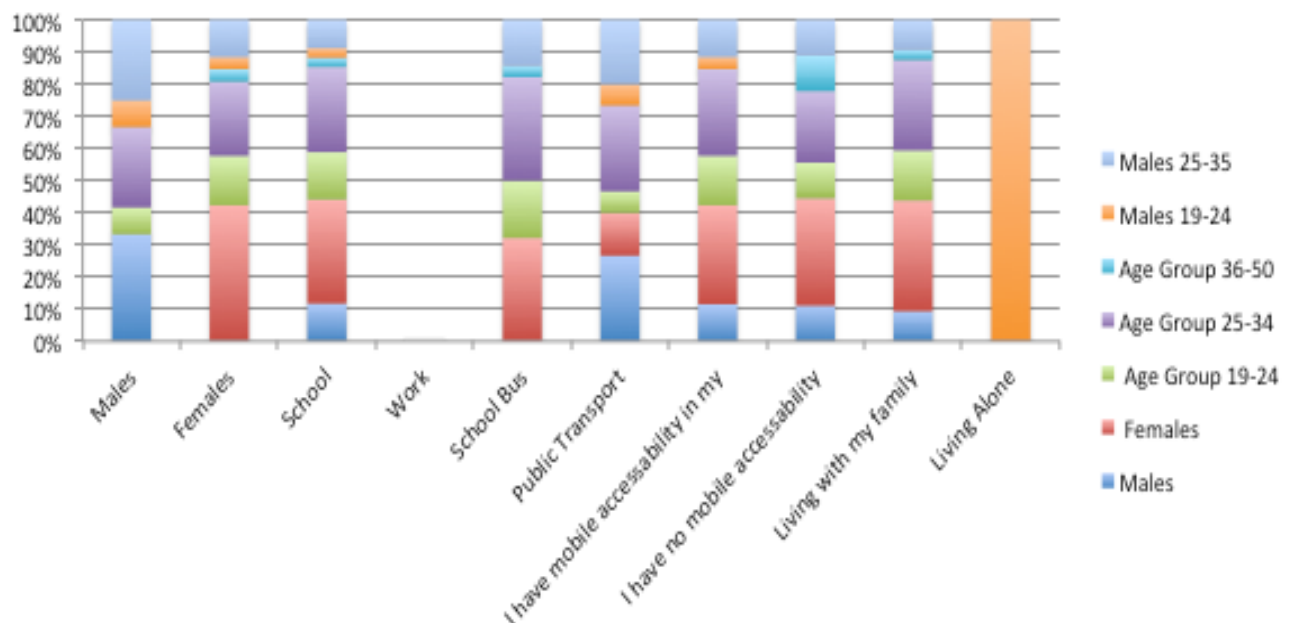
The sample is between 18-40. This allows a clear point of view on the past experiences of the individual and it will increase the possibility for the individual to have passed through as many directives and programmes implementations as possible. Nevertheless, the prospect of interviewing the so called “survivors” was be limited. That group is the one that usually is criticized mostly from the political media, the social climate and increases the hostility towards that group and makes implementation of certain policies such as independent living a responsibility of the family(Bearners and Mercer 1997;76). T.C. in their curriculum are required to continue implement the acquired knowledge from the years of compulsory education even partly. The sample selection that answered the questionnaire is based in the same class for at least a year and that helps us uncover how well the Centre’s is on implementing certain programmes. The Questionnaire has three parts of different methods used. For it’s part of the questionnaire, a new subcategory of this section will take place. In total 15 individuals filled this questionnaire with a high score of understanding the questions. Only two had a slight problem of figuring out the second part of the questionnaire but the practice questions helped them realize what the questionnaire was asking from them. The index of this questionnaire is available in the Appendix page.

### 4.2.1 First Part of the Questionnaire

The first part of the questionnaire is a dichotomous illustrated questionnaire. The respondent was asked to circle accordingly the answers that answered some ground questions of the sample. The teacher’s input in the process was to read the given instructions from the researcher and leave the individuals to fill the questionnaire. The Questions of this section were simple: Gender, Age, Student/Employed, I take the School Bus/Public Transportation, I live/don’t live with my family, I have accessibility/ I don’t have accessibility (Literally, I can/can’t cross the road by myself). These first sets of question established basic abilities of the individual and gave us a brief profile of the person who is answering the questionnaire.

The results of the first part of the questionnaire are illustrated in the Graph 1. An index was created from the answered questionnaire, which enabled the creation of a graph per part of the questionnaire. The aim of this was for the reader to have a clearer concept of the results and their analysis that is following each graph. For the first graph the answers are been given in percentage of the answers received for each question. Note that males of 19-24 (1), and 25-35 (3), have their own separate bars, a reason that will be explained in the analysis. Finally the sample is divided in three age groups of 19-24, 25-35 and only one (female) was between 36-50. The majority of the sample was field by females (11) but there was a respectable number of males (4).

Graph 4.1 Answer of the First Part of the Questionnaire for the I.D



The first obvious difference in the results is that the females are almost three times over the number of males in one classroom. This is explained easily by the history of the Training Center that was not gender integrated until almost a decade ago. Although in a decade there should have been a better balance of males and females, in the region of Athens, Attika the Private Non-Profit Centers are receiving a large

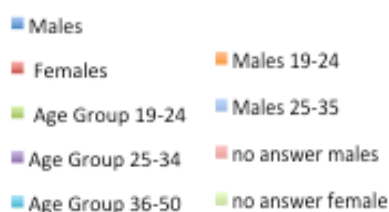
number of applicants every year but cannot accommodate more than their strict limit. Centers that are in the Northern Suburbs are usually favoured from the high socio-economic class of the region due to their accessibility and adjusted neighbourhoods they are set. It should also be noted that the accepted applicants are not moving quickly (if ever) towards employment or independent living thus making the Centers to not have vacancies often.

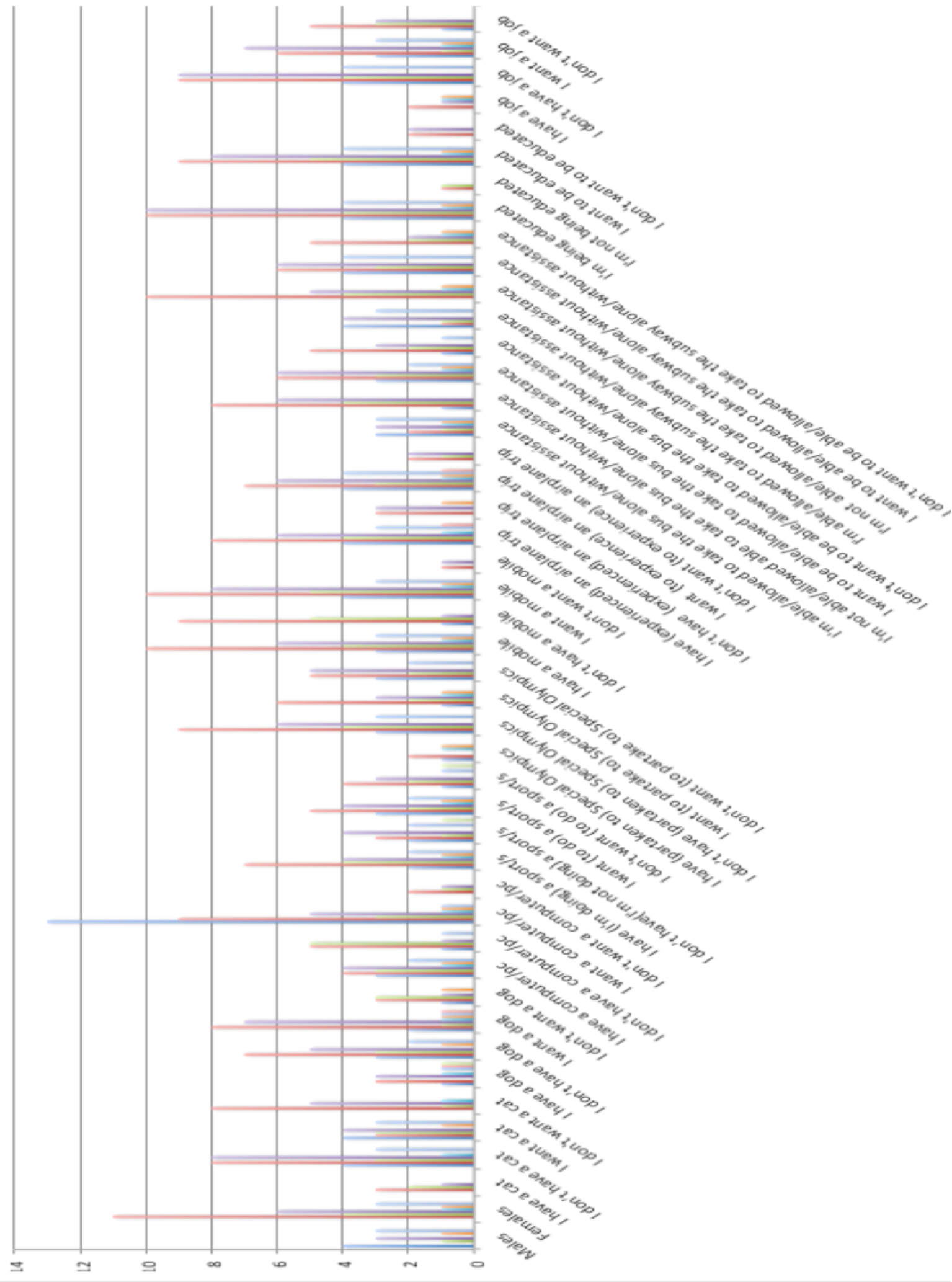
Notably, from the sample only one out the fifteen is living without his family (through the independent living program of the Center) while only one had a work experience but currently continues her training at the centre (further explained in the second part of the questionnaire). Finally, in regards of their accessibility the circled answers seemed to reflect more their opinion about the present situation in the streets of the region than their personal accessibility to the region. Nonetheless, the accessibility question is being asked again in two separate question in the second part of the questionnaires. As it is shown the first part of the questionnaire is present mostly for the individuals to get a grasp of the questions that will follow. The secondary use is to draw certain occlusions from the answers given at the second part of the questionnaire and on whether they validate the first part or not.

#### 4.2.2 Second Part of the Questionnaire

The second part of the questionnaire is a modified Likert scale of illustrated genderless faces that conveyed the answers: “YES, NO, I WANT TO, I DONT WANT TO”. The absence of a middle option “I’M INDIFFERENT” was not included as it should in a Likert scale questionnaire, as the researcher wanted the respondent to answer with two illustrated faces in every answer. For example: “NO” I don’t have a cat, but “I WANT” a cat. This part of the questionnaire began with the cat example given and continued with a dog to assure that the respondent could repeat the technique according to how the researcher wanted him/her to. They were thus treated, as dummy questions that proved to be of great value as the respondents tended to misunderstand the first question, practice on the second and finally being great on giving the answers in the way this questionnaire was formed for the questions given were an illustrated and a word or phrase explaining the illustration. More precisely: A cat, a dog, a PC, Sports, Special Olympics logo, Mobile Phone, Plane Trip, Taking the Bus Alone, Taking the Subway Alone, I Study, I Work. The questions such as “I Work” were partly validating the first part of the questionnaire and secondly were to detect which policies and programmes are/were implemented successfully and which could work by the motivation of the individual. Although this part of the questionnaire was a lengthy one Graph 2, shows all answers given by how many persons at each time.

Graph 2 Answers of the Second Part of the Questionnaire for the I.D





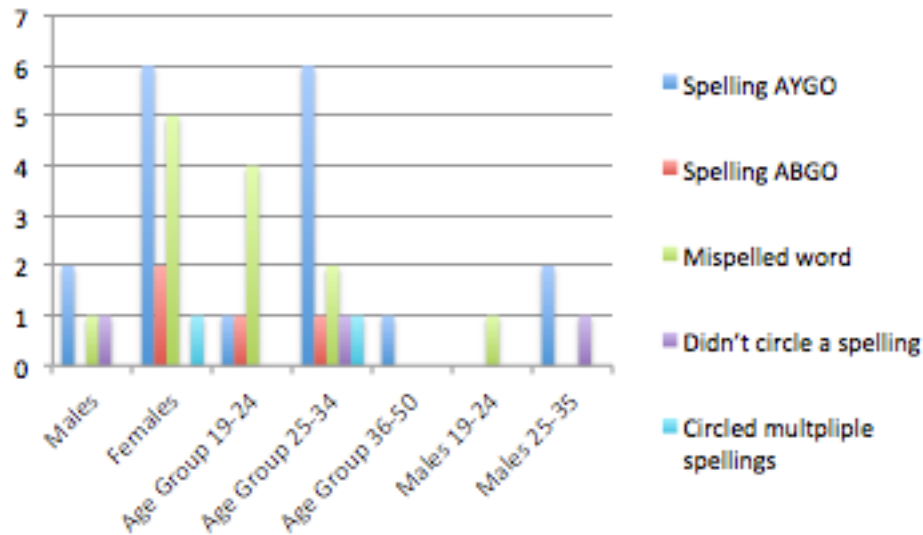
The individuals that were between 25-50 had better chances of being able to use the public transports than their younger classmates as we've seen already from the first part of the questionnaire. Moreover, this age group had a better chance of having a work experience. The most interesting findings were that the males of the sample had a better affinity with public transport and working experience. Also the only part of the sample that was experiencing independent living was one male between the ages 19-25. This can be traced to the cultural differences in Greece where the daughters tend to be more sheltered than the sons and in this situation; the protectiveness of the family becomes even more profound.

The same findings can be found with the use of technology through PC and mobiles. All the males have access to both but only half of the female sample has it as well. Sports seem to be enjoyed by the majority and only 3 out of 15 don't have access to the sport they like. Special Olympics is a matter of prestige for the Center the sample was taken (One of the scientific employees is active member of the Special Olympics). The majority of the sample is taking part to some sport and the responses match the responses of the previous question regarding sports. Great interest is based on the fact that the majority of the sample has gone to a trip by plane and the only part of the sample that is not willing to attempt a trip has never had that experience. The last answer that is presented here will have to take into consideration that the Training Centers are scheduling several trips and that the Special Olympics is a good chance of the I.D. traveling monitored without their parents supervision.

#### 4.2.3 Third Part of the Questionnaire

The third part of the questionnaire was based on a selection of a four-letter word that the individual thought it was correct. The question had three columns of 12 words that began with the letter "A" and two of them meant the same thing. The differentiation in the spelling was helpful for the simple reason that the word could be written as 'ΑΒΓΟ' or ΑΥΓΟ'. The explanation lies on the fact that in Greek the alphabet is formed as Α,Β,Γ (Α,Β,С). All individuals that have a basic knowledge of the alphabet can recognize the word ΑΒΓΟ as correct, even if they do not know anything else. At the same time, the individuals that have a more "superior" knowledge of spelling and are able to recognise both words will pick the word 'ΑΥΓΟ'. The reason behind picking the second selection is that in Greek the 'ΑΥ' is equivalent of 'В' (v) and although both are used as a correct form, the individuals that have picked the 'ΑΥΓΟ' had that formation of the word as their basic learning which leads to a more focused and grounded knowledge of the Greek language. The answers are given in Graph 3.

Graph 3 Answers of the Third Part of the Questionnaire for the I.D



Half of the sample picked the spelling AYGO, while only 2 the spelling ABGO. Not surprisingly, the majority that misspelled the word belonged to the age group of 19-24. On the contrary, only the minority of the age group 25-34 misspelled the word. That is encouraging as the implementation of the elementary curriculum is still active in the Center. The conclusion of this comes from the fact that the younger members of the sample are usually new admissions of the last 5 years. Yet, the half of the sample that misspelled the word showed not complete ignorance of the alphabet as they picked the third most similar spelling of the word although it was incorrect (ΑΦΓΟ). Phonetically the third choice can explain the reason behind the selection but not the choice of the spelling.

From this questionnaire, we can see that the implementation of several policies as described above in the legislation and programmes are having a positive effect on the individuals. The limitations of this questionnaire were apparent at the question regarding accessibility in the first part as the individual had different views on accessibility in correlation on his/her ability to take the public transportation. Ultimately, The main drawbacks that the individuals seem to experience is either because of the Greek culture and because of the policies that have not been implemented outside the Training Center such as accessibility to public transports, employment and sports non relevant to the Special Olympics.

### 4.3 Conclusion of First Section

The analysis of the answers given from the I.D. is making aware the fact that their preferences are largely motivate their attitude towards the policies and the programmes that are introduced. For majority of the sample we see that the males are indeed more adapted to the Greek reality and that although they are motivated for more experiences than the females they express a reluctance to continue certain activities such as sports and especially when they have taken part to the Special Olympics. This is an aspect that seems really interesting on how such an opinion was formed. The respondents that have not taken part to the Special Olympics whether they are actively doing a sport they want to partake to that experience but the once that have they show a resistance to the idea of doing it again or continue doing the sport they are currently active on.

The majority also wants a job opportunity but the younger generation is once again less confident to straight denying such an option of getting a job. The reasons could be many but the one respondent that belongs to the age group of 34+ shows a better understanding of language, wants to have a job and doesn't want to continue her training in the Center. According to her she can take some transportations but not all due to her preferences. Finally she has a mobile. Her answers would have been a desired example of a young respondent but that didn't happen. The group age of 25-35 is on a medium advanced stage but it shows that certain policies or programmes have not worked for the young participants. In the next sections this is explained in depth with the additional information extracted from the analysis of each of the next sections accordingly.

The power relations here are apparent from the training that the T.C. is providing along with the objectivity of the parents towards certain activities. The T.C is either promoting or pacifying the wants of the population according mainly to the families' outlook of risk or endangerment of the individual. The Internet, the mobile and the free access to transportation is consider to be troublesome for the parents, especially to the ones that have daughters. The T.C. and the parents do not trust the "outside" world according to the actions taken and the shown protectiveness.

## 4.4 Second Section: Scientific Team of the T.C.

### 4.4.1 Analysis of the employees' questionnaire

This questionnaire was designed based on Rawlinson's work for the Foucauldian Discourse Analysis on the field of medicine about the concept of power in relation to knowledge. Her work was adapted to the needs of the new field it was introduced into and the inquiries the researcher wanted to pursue. The questionnaire for the respondents was not divided in sections, but had a clear structure of questions targeting the Centre, their knowledge on policies and programmes, questions on implementation and lastly a synthesis of questions on policy implementation and the I.D.

The questionnaire was built to convey unbiased responses with efficiency similar to the one taken from a vis a vis interview. Although that helped the questionnaire in structure and responses, its strength turned to be its greatest weakness as well. The questions didn't give the desired results/responses when it was translated while the length of the questionnaire posed an almost foredooming barrier for the respondents thus having only the basic minimum number of respondents. Regardless the responses from the questionnaires that were returned were sufficient for the analysis of this section. The questionnaire was divided by the Three Axis of Rawlinson and was targeting mostly on the description of power relations in and outside the Centre.

The Three Axis was introduced in the Theory chapter but here the analysis of the scientific employees questionnaires calls for a more in-depth acquaintance of her work. Rawlinson used the Genealogy to analyse the historical context and development of the discourse. This was based on Rawlinson's desire to follow Foucault's approach and provide the researcher with the political knowledge and power that is waiting to be discovered (Rawlinson, 1987;372). The First Axis aimed to describe how concepts about systems are being made and how statements are established. It is the Axis that includes epistemological considerations that tries to answer questions on the reality we try to investigate.

The Second Axis covers the authority. Authority can be taken by many alternative scopes and usually includes questions on rules followed like policies, requirements that lead to the execution/implementation in this case of rules/policies and who are "allowed" to speak and perform for these rules and executions. Finally the Third Axis, is dealing with how the justification is created from the previous two axis' as it includes the "*systems of regulation and technologies of power, and how the deployment of the discourse on the bodies of actual human beings is justified*" (Power, 2013;10). The Third Axis is where the power analysis is being placed. The advantages of this construction are probably evident by now, if not they soon will be, but in practice, this is also, where the questionnaire was found to be lacking when translated in Greek. For better comprehension of the information taken from this questionnaire, this section is going to divide the answers according to their subject and according to the disciplinary under the Axis by Rawlinson.



#### 4.4.2 The Axis of Knowledge

In this subcategory of the Second Section, we aim to find the foundations of the respondent's place of occupation, their knowledge regarding the Center they work and their answers can be easily be validated through archival records and the personal experience of the researcher. The personal experience of the researcher is strictly limited for validating the already validated answers by other sources. This happens as a precaution of avoiding bias and preconceived knowledge on the analysed knowledge that is offered by the employees' responses. As Philip (1985) explains is this the questions where the researcher has to ask certain questions to uncover as he writes: What rules permit certain statements to be made? What rules order these statements? What rules permit us to identify some statements as true and some as false? What rules allow for the construction of an explanatory map, model, or classificatory system for this text? (Philip,1985;69 in Given,2008;356)

All of the respondents know the legal status of the Center something that is established as a Non-Profit Charitable Organization with the prime service delivers is that of a Day Occupational Center for I.D. The legal status of the Center knowledge can be attributed to the title given to the Center and which is repeated in all archival records, advertisements and informational pamphlets. The mission of the Center is focused paradoxically on local (municipal) level and E.U. by the answers of all the respondents. The respondents cover the technical questions regarding the operation of the Center and the services offered with ease but have difficulty on keeping track of the national legislation or the legislation and programmes that were under consideration over approximately the past decade.

They answer with unanimity to all the basic questions regarding the main problems of the Center and the implementation of the policies and programmes. Bureaucracy, financial programmes lack of interest from the authorities or the appointed supervisor of implementation are what is filling the majority of the first page and a half of the questionnaire. The answers are predictable and almost stereotypical until the middle of the second page where the matter of authority is being taken into consideration. The system is described as it should for the first axis but the authority behind it it's still hidden. Through the predictable answers, something else is also being revealed. The foundation of the rules and concepts that whirl a T.C. in the present Greek Reality are formed the same statements. It is irrelevant if they are true at the moment, whether they are or not it will be uncovered by the analysis of all the sections, is what sets us look for the evidence of what makes those statements truthful. It is the involvement of the epistemological consideration that makes this part of the questionnaire so important regardless of the absence of a breakthrough so far (Powers, 2013;10).

#### 4.4.3 The Axis of Authority

In the subcategory of Authority, the exploration comes from the realisation on who is in the position to give the asked information in the questionnaire. The respondents through

their answers ask for a change on all levels of implementation even theirs as a Center. To the question regarding the failed creation of a prime organization, that would be the main implementer of policies in Greece and would regulate policies and programmes as well as forming a more effective power relationship with the Greek state and its legislation. the answers were mostly guarded but with a positively affirmative, yet wishful almost note. Change is agreed that is not coming easily and that the programmes are not always successful or are mostly completed but not evolved to something else or even better for the Center to implement. Besides, the I.D. according to the respondents get their empowerment and advocacy through the Training Center and its programmes. The reply of the question regarding how the access of the I.D. is being done towards the policies and programmes was he following:

From question 45: How do the I.D. have access (for admission) to the training center and its services?

1. "Through their everyday life, during their education they have the access to the services of the Center"
2. "Direct Participation"
3. "There is an effort for advocacy and self-advocacy."
4. No Reply

The above answers give a more colourful variation that places the I.D. to a deep connection to the Training Center but the meaning of the question was altered slightly to the connection of the I.D. towards the policies and the programmes provided. Every respondent had a different outlook of the situation. Either the Training Center was an almost physical extension of the individual or a willing partner that enabled the individual access to the policies and programmes. yet according to the most well informed and more grounded respondent the opinion was based away from the Center and on the individual. That answer is what opened the authority over the policies and programmes to be held from something other than the Center and broke the bondage of the I.D. to the Center as the notion of Student-School to the environment of Individual-Service Center.

In general, the answers unveiled the concept of the I.D having a really strong connection to the Center that reached the same volume of emotions and language used usually from teacher for their students. The relationship therefore was really hard to distinguish the individual out of the Center and participating to a program or a policy without the Center's knowledge or involvement. According to the Center, the evaluation of programmes and policies is internal and it has being authorised after an international organization's inspection. Finally, the connection to the Greek Ministry of Solidarity and Health is rarely mentioned, if ever and its supervising role is not included in any of the given answers.

#### 4.4.4 The Axis of Justification

In the justification axis essentially there is a review of the previous axis and a discursive justification is given for the given answers. It is essentially a power analysis where it uncovers from what the responses are being influenced from, what they are trying to tone down due to its invasive or distributing nature and which course they prefer to follow and why. Consequently, the respondents were fully aware of the practices of the Center and its position within the society and the European Programmes. The targets of the Training Center were clear to them as well as their position within the Greek legislation and responsibilities.

The intruding revelation is that most thought of the center as a link between the I.D. and the European Union and not the Greek state. The programmes for the I.D. were increased in the period 2008-2013 but they are not providing the same amount of funding the Center would hope for. The funding is a rather bitter aspect of what is grounding the center on providing services and care. Notably all the respondents highlighted the tiring bureaucracy necessitated for many of the requirements the Center needed to function.

For Question 46: “Which are the constraints of the Center regarding accessibility (for admission) and services”, the responses were:

1. “The lack of funding and the unchanged behaviour”
2. No answer
3. “There are no specific constraints as everyone receives the best quality of all the services and have access to all the services”
4. No answer

The above question was the final question of the questionnaire. It is worrisome that only two replied and only one specified constraints. From the 2006 report on I.D., T.C. in Greece, more than a few constraints are mentioned like the lack of funding, the dependence on the indirect government funding and the direct municipality’s one as well as issues with the number of the staff, the access of all the population to equally good T.C. and the criteria of admission. So, the final question was in reality a way to discourse an unseen meaning behind each statement or lack thereof of one. It is after all the “The task of the discourse analyst is to make explicit the ways in which discourses operate and their effects within particular contexts.” (Cheek in Given, 2008;356)”

## 4.5 Conclusion of Second Section

The numbers of training centers in Athens, Greece are almost at a ratio 2:1 per municipality. They are either regarded as municipality centers or most commonly charitable organizations, which were founded by the families of intellectually, disabled a couple of decades ago. What differentiates the sample I'm choosing is that the Center (Estia) has a twenty-year experience on European Union's Programmes and is collaborating with many others as the "leader" for other programmes and projects. The Center has implemented programmes and directives for employment and independent living successfully but not without challenges or the irrelevance of the financial means of the family itself.

The most frustrating factor according to the responses for their function with the national level but not included in the constraints is the limited influence they have towards the policy making but that the state does not realize the requirements of the policy implementations on a grader level, other than planning and publishing the legislations. Networks are extremely important for the establishment of new programmes and policy implementations and one of the most empowered part of the network is considered to be Parent's and Guardians organizations.

The lacking of knowledge was found on legislations that are more specific and on matters that had to do with the national legislation and the Greek requirements from the Training Centers. Apparently, the T.C. have developed an identity closely related with the European character of the programmes they are implemented. Additionally, the collaborations with other T.C. and mainly with the ones outside of Greece are considered to be important achievements of the Center and its employees.

The challenges that this study encountered was not only the limited information that was acquired afterwards but mainly the rejection of the Center being subjected to the Greek reality. Many comments were done not only for the financial situation in Greece but for the impact it has on the I.D. and the Center. In the last question only two replied and the comments were targeted mainly towards the inability again of the national level to sustain the legislation that the Centers were called to implement.

The questionnaire although formulated to uncover the power relations it did less than expected but gave some rather interesting information that validate the main hypothesis of power relations controlling the policy implementation by the T.C. By their focus on the European level the Centers surpassed the difficulties of the National level, although not fully or unwounded and have managed in a time of great financial difficulties to use their networks and implementation practices to expand their activities outside of Greece.

Lastly, the method used to acquire the raw data for this questionnaire was chosen for two reasons. The questionnaires can be used in the same terms of discourse analysis as the legislation tests and the wordings that express each question are expected to reveal a discourse of power relations and variables that otherwise would not have been available. The open-ended nature of the employees' questionnaires gave the respondents the

freedom of time to review the questions and answer with the best of their ability. The second reason was the limited time and resources of the researchers.

By supplying the employees with a lengthy questionnaire, the expectations were core answers to be given and the length of the questionnaire has as a purpose to limit the respondents from giving fixed answers. Thirdly, the possibility of implications due to the financial crisis is questioned as well but we avoid the words that could predispose the respondents. The addition of these questions was the accountability of the possible causes in or out of the training centers that could affect the policy implementation. The bias here is a possibility if the questionnaire were not set properly. It was Foucault's approach of discourse to treat the answers as "a set of statements" that enabled the answers to give more to this paper. As they were analysed from multiple view perspectives to achieve the best reconstruction of power relations that exist within the Training Center and find the discourse of a variety of concepts as formed within the minds of the scientific staff (Given, 2008;218).

Finally, as Burnman and Parker stated an issue is that through the researcher's analysis, "*[...-some of these will undoubtedly appear in criticisms of discourse analytic studies a researcher may produce.*"(Burnman and Parker, 1993;155) Therefore it should not be overlooked that a discourse can be also be extracted by the discursive analysis that was used to uncover all the above meanings within the different statements (Burnman and Parker, 1993;155)

## 4.6 Third Section: The Greek Legislation

With the third section, this paper enters a new field of practical understanding of the Theory chapter, according to the archival analysis. Also, the analysis differentiates from what has been used so far in the previous two sections. Legislation is a unique piece of the policy process and therefore a very important variable of policy and programme implementation. Throughout the analysis of the Legislation, the Foucauldian approach is going to be primarily focused on the Archeological approach before a holistic Genealogical analysis is performed. The reason is the distinct differences of data sources from the first raw data section, which will be analysed based mainly on archival sources etc.

Most importantly, this new formatted section is giving us the opportunity to explore the Theory in more detail according to the conclusions drafted by the Foucauldian Discourse Analysis. As it is formulated by Foucault's analysis on law and legality: "*Ultimately, legality and associated techniques of knowledge and control expand to define and to provide empirical knowledge of every aspect, every fiber of society. Most especially, legality combines with other discourses to form the individual as the locus of ever greater networks of administrative control*"(Turkel, 1990;170).

To associate Foucault's analysis of power relations within the legislation, it should be clear that the juridical aspect of the subject that has been discussed, analysed and referenced in countless of academic papers is of no consequence in this paper. The legality is been defined in Foucault's writings, lectures and interviews and the law is becoming an element of the power/s that is conquering new horizons (Turkel, 1990;170).

With this disposition power is an ever moving factor with different elements which can be found in living-breathing beings, concepts and creations of intellect. In a sense is a continuously evolving entity. On this grounding Foucault places the state and grand's it a similar fundamental trait. That of mobility as "*a regime of multiple Governmentality*" (Lamke, 2002;60). The Governmentality therefore is going to surface in the legislation sections frequently as an aid and part of the analysis, according to Foucault's perception, it is not but "*a guideline of historical reconstruction for those who question how power relations can historically focus on the state without a consequence of the state itself*" (Foucault, 1997;67 in Lamke, 2002;50)

As an aftereffect of the theory, the analysis is calling for a historical approach of the legislation apart from the original focused period. That happens due to the conviction of Foucault's genealogical method that in order to understand the modern history and find the power relations within the political structure, in this case the legislation, this appeals for a tracking of the historical changes that happened and led to the present formations (Tadros, 1998;76). In conclusion, the legislation will convey the theory to take a decisive place in the analyses of the sections. Furthermore, it will also introduce aspects of phonemically unrelated, so far, positions until the analysis of the elicited information have been presented.

Beginning, in Greece the percentage of disability was given annually by a committee until 2012.<sup>8</sup> The annual certification from that agent grants the individual to disability benefits and rehabilitation as well as training and other forms of support. Even though this practice carried on for over three decades, two problems raised that were settled only two years ago. The first had to do with the nature of the disability. In the Definitions of I.D. it is obvious that the condition of an individual can be a mosaic of different issues and thus, that a genetic explanation it is not guaranteed. I.D. do not always fit the same profile much less when cases arise where an individual is diagnosed with I.D. due to an irreversible injury.

The committee held by the appointed ministry (Solidarity and Health) was responsible for monitoring I.D. with Down syndrome or Prader–Willi syndrome annually for example. Ironically the diagnose will always be the same no matter the training and rehabilitation an individual receives. The second problem was that the benefits and pensions of the disabled in more than a few instances, were stopping until the submission of the new annual certification of disability. This alone shows the power that the legislation has over the individuals where it came easily found within the construction of the lives of the I.D., their families and the T.C. The reason simple, without the annual diagnose the interference affected the funding of the Centers through the I.D. public insurance register. Indeed the power relations within developed a connection towards the state that was both deductive and productive (Tadros, 1998;77-78). It is also where bio-power can find found through the techniques of governance (Tadros, 1998;79). Fortunately, in this case the bureaucracy faults were realised and were corrected accordingly.

Many changes have been done but the core of the legislation's transformation is more based on the austerity measures in Greece during the period 2008-2013, that brought a more neo-liberalistic reform on the legislation than ever before. Due to the introduction of neoliberalism in the policy making and implementation at a state, according to Campbell and Pedersen (2001;5), would lead to *“a flexible labor market and decentralized capital-labor relations unencumbered by strong unions and collective bargaining; and the absence of barriers to international capital mobility.”* Yet, the relation between neoliberalism and institutions is therefore fundamental for “reforming” the state through the existing institutions. Institutional inflexibilities is on the other hand considered to add to the economic problems (Windhoff-Héritier, 2002;121-123).

At present under the law 4025/2011 for Reconstruction of Social Welfare, Rehabilitation, NHS Restructuring and other provisions the beneficiaries of all disability benefits need a mandatory examination by the Healthcare Commission as a condition to enter the beneficiary legislation for the Disabled etc. The provisions included are informative of the reforms of the regulatory framework for the implementation of programmes of financial assistance for the disabled. The UN Convention on the Rights of Persons with Disabilities, was ratified by the Greek Parliament with N.4074/2012

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<sup>8</sup> The same committee formation is still evaluating the disability percentage of I.D. and other disabled in Greece.

(Official Gazette 88 A '2012). It states in Article 4 the General Obligations: This is the Decree (Official Gazette B 2906/2013) which specifies the conditions on which the duration of the disability for the insurance is continuing indefinitely and the insured does not need to “pass” through K.E.Π.A. (Disability Certification Centers), At this point the Bio-power executed ‘on’ the I.D. gets to its dividing on the poles of Discipline and Governmentality (Tadros, 1998;78).The expectations of the state are not relevant on the needs of the population and yet the state is taking an action of controlling the individuals through the insurance registers. The only census of the I.D. exists through the insurance registers and a recent inquire towards the T.C. in 2003. By controlling and legislating towards individuals according to their registry, it would be as relevant as expecting all working women to have the same desire and ability to produce children for as long as they are registered.

On December 22 2011, the Ministry of Health and Welfare (Today: Ministry of Health and Social Solidarity) announced the overhaul of the regulatory framework for implementing programmes of economic aid at disabled individuals (no 46 N.4025/2011). That was done to ensure interoperability with the new framework for certifying disability by the Disability Certification Centers (K.E.Π.A.). It was an action that was aiming on collecting further information for the population since the start of the 21st century in a form of Governmentality which tries to technically to identify the population and regulate its economic condition (Tadros, 1998;78). In Greece the I.D. are invisible if they are not register to a public insurance register through their parents. Therefore, the aforementioned reformations are consider to be the most important ones at the moment along with the 3232/05, the reformation of 61; 3518/06 and article 140 of 3655/08 that grant the disabled offspring to receive part of the parent’s pension after the parent’s death.

Yet the law seems at fault with certain mandatory clauses that the other parent should not have a pension from an organization or an institute agent of the state if the desire to “activate” the benefit for their child. Furthermore, a requirement is for the parent/s to be employed for 25 years before they get their pension. Culturally this requirement comes in collision with two kinds of categories where the parent can retire before that time. The first is for mothers of children under the age of eighteen and the second for certain jobs where the environment is dangerous or heavy so at some point the parent cannot continue being employed without exhibiting long-term health defects. i.e. Garbage collection, ship constructions etc. Finally, some of the beneficiary legislation comes to effect after a certain year for example for those who got their pension under the law of 612/77.

At the moment, the POSGAMEA (Greek Organization of Parents with Disabled Children) asks for the alteration of those laws in order to include the full pension amount, which is actually received by the deceased parent, or insured person who acted as a lawful guardian. It is an act of advocacy that targets on the discipline of Bio-power of the I.D population Without that alteration the individual was becoming invisible to the state after the passing of the parents and the only provision of care was the institutionalization or the unofficial welfare of the extended family. In the modern society, the Bio-Power’s Discipline pole is found through POSGAMEA as an extension of the family and in



addition, the advocacy for the I.D. acted by the T.C, which replace Foucault's idea of hospitals as an institution of discipline.

Furthermore, they incorporate the institution along with the knowledge holders such as psychologist, social workers etc. Additionally to the reaction from the aforementioned organisation, POSGAMEA requires the amount entitled to be received only by the truly eligible individuals: provided that they do not work or engage in an occupation outside of working and to get their pension at the level of the national pension as long as established by the time of certification of their disability. Other demands have been made but the above are considered to be the most vital for the decent living of the I.D. after the passing of actively employed parent or both parents eventually.

The target population always desires improvements but in some instances, the implementation of a policy was never successful or was abruptly stopped. Two very well known examples in Greece that either focus solely or greatly influence the I.D. are Article 6 of Law 3106/2003 (A 30), renamed with Article 20 of n.3402/2005 (A 258 ) and overseen by the Minister of Health and Social Solidarity and the 2643/98 if the Ministry of Employment. The Article 6 of Law 3106/2003 or Article 20 of n.3402/2005 is dealing with the national Center of Individuals with Disabilities (EKKA). The purposes of the Center were close to the Legislation Proposal submitted in 2001 for the foundation of a Center for Equalization of Opportunities for Individuals with Special Needs and the Equality in Accessibility.

The action of the center were meant loosely to implement the Council Decision 2000/750/EC (mentioned in the European Legislation Section) and would be responsible for the following:

- 1) The systematic research, analysis and presentation of developments and trends on the rights of persons with disabilities in Greece and internationally .
- 2) The promotion and monitoring of the implementation of measures and programmes made for people with disabilities, with a view to its active and equal participation in economic and social life .
- 3) Monitoring the implementation of norms and standards relating to access for people with disabilities in the physical environment, transportation, communications, computing, education, vocational training, employment, entertainment and sports and submitting comments and proposals to the competent bodies of the central government.
- 4) Support research to develop technologies and devices for people with disabilities .
- 5) Monitoring , recording and recovery practices and initiatives in the field of social integration of the disabled developed by International Organizations .
- 6) The submission of recommendations to the Minister of Health and Social Solidarity for the adaptation of national legislation on mandatory actions of international

organizations .

7) To create and update bank information databases on the institutional framework , policies and practices , statistics and indicators relating to people with disabilities in Greece and internationally.

8) Monitoring the implementation of existing legislation for people with disabilities by central government agencies .

9) The custody encoding the national institutional framework for people with disabilities.

10) The development programmes deinstitutionalization and supported living, especially for people with intellectual disabilities through counseling and scientific support to public and private bodies active in their field. "

11) Provision for the envelope function of the National Center for Persons with Disabilities, Ministry of Health & Social Solidarity. For the operation of the National Center for Persons with Disabilities, the Ministry of Health and Welfare had asked the Ministry to review the preparation of the State's budget for 2005, predicting the distribution of the amount of 400.000 €(the implementation's estimated worth). As well as the allocated budget for the creation of the Center.

The first reason explicitly gives all the responsibilities of this new Center and why it was never created. The second reason is that out of the two strategies between 2000-2010, 2010-2020 and the Action Plan 2006-2015 that Center should have been the leading institution for the implementation, the monitoring and the evaluation. The budget of this project was never released. It is also interesting how "The [Greek] National Confederation of Disabled People" (E.S.A.meA) in 2010 tried to set its creation in motion by string an open competition auction for the best offer for the creation of this project titling it as " Strategy Design for the Reformation and Expansion of the Role and Responsibilities of the Observatory for the Disabled". The legality of the project was tangled, as the Confederation is an NGO and the questions raised about the funding of the project as well. (See Appendix p.68 for paradigms of the Greek legislation regarding the I.D.)

The legislation targeting especially on I.D. as it has been mentioned is rare but none existent and perhaps that explains partly the notion of that modern society's law involvement "does not always subject an individual to the loving force of bio-power".(Tadros, 1998;103) At this point it would be useful to add a proposal for a legislation targeting only at the Intellectually Disabled in 2001 which was never voted by the Parliament falling under the restriction of the Article 73;3.

The proposed legislation was titled "For the Rights of Accessibility and the Foundation of a Center of Opportunities Equalization for Individuals with Special Needs". The legislation was promoting strategies for the integration and equality of the disabled in Greek society according to the targets set by the European legislation. The main boundary and the reason of its dismissal four months after its submission, according to

Article 73;3 was the matter of the Greek State funding what was included in the proposed legislation.

In the Greek legislation, we can see that the major fault is that although the state is providing the existing legislation with new provisions or altering the already existing it fails to provide the target population with recommendations of how to implement those policies. The effort to harmonize the European Directives in the national legislation is becoming therefore a brief-lived attention entity, which finds it difficult to survive without proper nutriment. Good example is the legislation regarding the qualifications of a residence to become an independent or co-dependent, living establishment.

National legislation regarding the above example, can be found since 1985 and 1998<sup>9</sup> in Greece but although most of the demands within the legislation seem to be carefully planned how the plans are going to be executed it's of no concern of the state. That form of legislation seems to exist as equivalent as to how to build a residence near the seaside, which has had a rather meticulous planning, but lack of practical execution since the 80's. Independent and co-dependent living is considered to be a social issue only for I.D. without relatives that were de-institutionalized from mental establishments in the 80's. We can thus see the apprehension of the parents and guardians towards any new legislation. Usually the new legislation is taken up from Training Centers that as charitable organizations can raise funds to establish such implementations but require the inflow of new donations or the family's input to keep them up to date and functioning.

Through the historical transition of the legislation for the I.D. in Greece and the analysis of the legislation that changed we see that before the period of 2008-2013 we see that the bio-power as described from several authors finds more points correlated to the disciplinary pole than the Governmentality one. Relations in the social sphere and behaviour are swayed by economic criteria while the government evaluated society on market concepts. In neoliberalism the government no longer determines the market and that was something, that Foucault familiarized to the concept of a permanent economic tribunal (March 21, 1979). Foucault considered himself part of the neoliberalism as it was conceptualized through the Chicago School, which had debatably more absolute terms to the relation between Governmentality and Economics. This connection to neoliberalism would explain the effect of the austerity measures on the power relations and in extent to the policy implementation.

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<sup>9</sup> Appendix 71-76 and the site of the Hellenic Parliament.

## 4.7 Fourth Section I: The European Directives

For building a brief review of the background of decisions made by the European Union for the I.D. we would have to go back not at the 80's but in 1995. With the Barcelona Declaration in 1995 and the Amsterdam Treaty (1997, February 19th) that was the first to mention the disability discrimination. The Maastricht Treaty in 1993 just brushed the issue of disability although the Horizon Programme was being implemented at the time (Appendix). With the Amsterdam Treaty, the Disabled gained an official non-discrimination mentioning, which was the foundation for the later on Standard Principles of Equalizing Opportunities. That way we perform the same historical analysis of the legislation as it was done in the Greek legislation.

In 1996, the council of Ministries extended the previous agreements to the first legal document for the equal opportunities for the Disabled. It was the development of the sociopolitical conceptions regarding disability at the time in the region that offered a change not only on defining and addressing disability, but the beginning of policies formation. The most important aspect of this evolvement was how the implementation stopped to be considered like in every other field of legislation and different practices began appearing in the European Union. The visibility of what constituted disability changed and the alliance with the Disability movement was then increased (Tremain, 2005;1).

The progress on the Union level still brought many issues as only a decade ago the de-institutionalization had began (Greece included) in certain member states. Moreover, other states were starting to encounter problems with independent living while other was experimenting under the influences from abroad. All the above documents included the I.D. as part of the Disabled population, which is still being done by both the European Union's legislation and the National legislation.

The European Commission was and is working on the directions of equal opportunities, participation and dissolving boundaries. At the same time the European Parliament influenced by the other institutions developed legalizations in the forms of Directives that even today set common grounds on terminology, employment, advocacy, exemplars solutions and oversees the evolution of the Disability Movement. That concludes the analysis of the mechanisms of power and the basic functioning of the European Union in regards to the formation of I.D. legislation.

The motivation behind this is that statically 1 out of 10 in the E.U have a disability of some short and 1 out of 1000 will be I.D. out of the whole population so the commitment of the E.U. was not taken lightly as the year 2003 was titled, Year of the Disabled. If we take this from a discourse perspective and set the objective on the motivation behind this decision we will see that it is following the legislative steps the Union took in 2000. Yet more than ten years have passed and certain challenges withstand the turn of the years and in extension the implementation of Directives as a consequence of the national legislation implementation. The organization for the objective of that discourse was not met although according to the first generation of implementation theory it should.

We can see that the procedures were lacking in the implementation of that strategy, on setting the year 2003 as a year for the disabled. If we see Foucault's "The Order of Discourse", he expresses a hypothesis that if a "certain number of procedures" are not: redistributed, organized, selected and controlled, then even the power within the knowledge that sets the motion for an policy implementation is in danger of failing (Foucault, 1972;216). This is relevant to the direction the state had towards creating database of the I.D. in 2003. Additionally with other policies due to the Olympics of 2004, despite the knowledge that was invested by experienced individuals familiar with the T.C and the I.D., the failing results were not expected. The certainty of the organization and the knowledge invested failed to change what it was aspired to change in the long term. In that context, the most recent and well-known Directive is 2000/78/EC, which is targeting on establishing the framework for equal treatment in employment and occupation something that affects the I.D. The directive was introduced in 2000 and halted all provisions in 2006 without an apparent reasons. Unrelated to the austerity measures or the financial crisis, the directive 2000/78/EC in Greece was resumed in 2012-2013.

Alongside with the above, the Directive 89/654/EC that concerns the safety regulations at workplaces, and takes in mind the needs of disabled employees were the foundations for officially opening safely the labour market to the I.D. and thus affecting them on a Bio-Political level. It is important for the reader to understand that very few Directives are entirely focused on the Disabled population of Europe and none is directly focused on the I.D. thus making the effect of Bio-Power very limited as the individuals can slip undetected. Governmentality is difficult to be achieved for the I.D. and their advocates. Something that is almost non-existent in certain regions such as Greece.

The Directives give the push for new national legislations or the modernization of the already existent ones which is the link between the micro and the macro political levels that the Governmentality can be found in (Lamke, 2002;62). This is one of the reasons of why the European Programmes are included in this section and why neoliberalism was introduced in the previous section within the policy process and implementation. Apart from the Directives, the Strategies issued for a certain time frame have the same response from the Member States as the Directives. The Strategies have specific targets to reach in a specific time and they use either Articles of the European Council or/and Directives to achieve that. If we want to comprehend, better the period 2008-2013 it is vital to introduce to the reader the major Strategies that span over two decades, from 2000 to 2020.

As it has been presented, many breakthroughs in legislation were made in the early 2000's. The Lisbon Strategy 2000-2010 included a Plan of Action on Equal Opportunities for Individuals with Disabilities that would span from 2004-2010. With the Council Decision 2000/750/EC for combat against discrimination included in that Action Plan many member states had to take action of updating their legislation.

Greece had an action plan of social inclusion that was compiled in 2006 while the

Olympic games of 2004 gave the country the opportunity to make some practical improvements and institutional reforms for people with Disabilities. Those reforms benefited the I.D. as an extension of the Disability Population (Ex. Bus stop Voice Announcements). Unfortunately, it is not a secret that most of those improvements were on a pilot stage (and there they remained) and used for the most popular routes in Athens-Attica while they were left unattended of maintenance, thus leading them to obsolescence. It is that discontinuity that the Foucauldian Discourse is being called to reveal from instances like that which represent society and functions of a political truth (Lamke, 2002;57) In Governmentality that aims for a sustainable development of self governance and decentralization of power, this paradigm leads us back to the “neo-liberal rationality” (Lamke, 2002;57)

The needs of the population never changed and so the dependency of some remained the same but the offered services stopped being offered for various reasons. A critic was being made for that the implementation of accessibility by voice information was reserved only to meet the requirements of the Olympics event. Another was that the implementation of that project was done only in more upscale neighborhoods. The motivation was clearly lacking for both sides as the dependent although disappointed weren't forming a strong power base to ask for the continuation of this project. On the contrary, the accessibility a completely different power base implemented project for bridges over dangerous avenues. The death of a young student motivated the municipalities to fund the accessibility projects but not the majorly dependent population. Noteworthy is the information that the bridges that were funded completely by the municipality do not have elevators, easy access or strong safety planning.

Leaving accessibility behind we come to the Plan of Action on Equal Opportunities for Individuals with Disabilities that was set between of 2004-2005 and was targeting on accessing and remaining in employment<sup>10</sup>, lifelong learning<sup>11</sup>, the use of new technologies<sup>12</sup>, accessibility to the public built environment<sup>13</sup>. The second part was set to last two years from 2006-2007. It was focused on the active integration and independence with four priorities: The encouragement of finding and maintaining employment, the promotion of accessibility at services of care and support, the pursuit of accessibility at products and services for all and last the increase of the Union's capability of gathering and analyzing data. The year 2008 was the year of evaluating the achievements of this Plan of Action. Finally the “deadline” was set for 2010.

Europe 2020 is the current strategy in implementation. Although it is a broad strategy of all issues that can be found in the European Union at the moment one separate section is dedicated to the disabled. Specifically, the European Disability Strategy 2010-2020 was announced at the 15th of November of 2010. The EU Disability Strategy is titled as: A Renewed Commitment to a Barrier-Free Europe. Quoting the Plan of Action it attempts

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<sup>10</sup> Implementing the 2000/78/EC Directive as well as the Directives 2204/2002/EC, 89/654/CEE.

<sup>11</sup> Implementing the COM 751 Final of 2002, OJ C 134 of 2003 and COM 501 Final of 2001.

<sup>12</sup> Implementing the 14680/02, OJ C 39, 18.2.2003, p. 3

<sup>13</sup> Implementing the OJ C 134 of 2003, OJ C 135 of 2002, Council of Europe Resolution of 15.2.2001 and COM 370 final of 2001.

the following: “The empowerment of people with disabilities which will enable them to relish full use of their rights and benefits that come from participating in the European Society and Economy.”

The areas that plans to influence by igniting the legal sparks of decisions made by the European Council, the E.U Fundamental Rights Charter and the European Council’s Action Plan (Appendix 4.1 p.67): This plan integrates the timeframe before 2010 with the future. With the Action Plan 2006-2015 that finds itself being in motion along with the two aforementioned strategies. The Council of Europe Disability Action Plan 2006-2015 is an Action Plan of development and implementation of the strategies into the member states.

The issue of being disabled in the European Union according to the motivational strategies (appendix) is addressed by the Union’s legislation and is not restricted to that. Priestly M. in his review for the 2010-2020 Disability Strategy at the ANED (Academic Network of European Disability Experts) seems to find a problematic on how the strategies seem to lack “‘hard’ law measures such as Directives and/or Regulations while “soft policies” are the Strategy’s reliant for its implementation by using indicators, guidelines and mainly desired targets.

This is partly true due to the differences of the Member States and the different levels of changes or adaptation they have to study before introducing the strategy on a national level. This can be seen on which legislation field is targeting and what kind of percentage the I.D. have per policy field (Appendix 4.2 p.67). Unfortunately, although the legislation is clear about the responsibilities of each field the monitoring and funding does not necessarily being supplied by the same source as it can be seen at the above table (Appendix 4.3 p.68, 4.4 p.69). Consequently, the correlation between monitoring and funding departments and legislation is not always equal. On the contrary always the percentage falls under the percentage of the legislation. Education, Health and Social Welfare seem to be the priority of the European States but they seem unwilling to invest and monitor in the legislation the term Intellectually Disabled occuppies.

The critic on how states tend to “cut and sew” directives and strategies is important to not been overlooked. In 2008, ANED monitored how states are coordinated towards reaching the targets of the strategies and the deadlines of the E.U. legislation. Again according to ANED and Priestly.M “they discovered inconsistency between reporting between states and the lack of references with the disability statistics or indicators”. Main reasons behind that dysfunction were deemed the lack of transparency and monitoring. The organization and implementation is left for the state agents (ex. ministries) and the major social partners the monitoring though is a more complex task especially between the European Union, the State, The Agents and the Social Partners.

## 4.8 Fourth Section II: The European Programmes

One of the most important initiatives in Greece was the programme Horizon that was in particular intended for people with disabilities. The funds available for this initiative were used to finance a vast variety of programmes associated with improving qualifications and education of people with intellectual disability, to organize conferences, and finally to fund an aid to those who were partaking a business activity. Between the years 1994-1999 the budget of the Horizon initiative was 500 million Euros which made it possible to finance 1200 programmes. Since 2000 the Horizon initiative was merged to the programme "Equal" that was used to finance all programmes for people with disabilities for improved opportunities in education and employment. The most of those benefited were from urban areas and were able to be involved with the development of the programmes.

The monitoring of those programmes were done by an inspection mechanism that involved a 24 month implementation of the targets and were reporting directly to the Secretary General of the European Council. That way the decisions included what was implemented, how with what tools, the conditions met the challenges, the methods etc. The implementation of the programmes was assisted by a comity that was bodied by two governmental representatives per Member State and which shaman was a representative by the European Committee. According to Europa,<sup>14</sup> the implementation was following the following steps:

*"The Commission representative submitted to the committee a draft of the measures to be taken. Before consulting the committee, the Commission obtained the opinion of a liaison group chaired by the Commission representative and consisting of the governmental representatives, nine representatives of disabled people or of their families, one representative of organizations representing employers and one of organizations representing employees. The Commission finally submitted an interim report and a full report to the European Parliament and the Council on the implementation and results of the programme."*<sup>15</sup>

By the Council Decision 63/266/EEC of 2 April 1963 for implementation of a common vocational training policy (which were the majority of the programmes in addition to integration), states that certain measures have to be respected when dealing with programmes that concern specific sectors of activity or specific categories of individuals. For the actions and programmes implemented in the past twenty years in Europe and from two centers along with what every program entails it can all be found listed in the Appendix (4.5 p 69, 4.6 and 4.7 p71). Regarding the nature of the programmes along with what each programme entailed for each of the two T.C. the establishment of a network through the years enabled them to gain as much as they could from new opportunities in Greece and within the European Union.

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<sup>14</sup> Official Site of the European Union

<sup>15</sup> [http://cordis.europa.eu/programme/rcn/217\\_en.html](http://cordis.europa.eu/programme/rcn/217_en.html)



The implementation of certain policies is based on co-existence or/and succeeding new policies of the same or similar thematology. While this might seem to be happening repeatedly the inflow of new students and the “maintenance” of the existing ones that are not able to “graduate” into the labour market and/or the independent or co-dependent living is an issue that has been previously addressed in the first section.

#### 4.8.1 Brief Conclusion of the Legislation

From the sections dedicated to the legislation, it is apparent that the Strategies in the span of two decades have already faced multiple obstacles. The difficulty of implementing something on a grand scale is not always successful or is partly accomplished. Focusing on Greek reality the time frame chosen tries to uncover the general pitfalls that the policies encountered highlighting the years of 2008-2013 for the already above explained reasons. It would be easy to assume certain factors but the position of a research and the presentation of this thesis is not to assume. The only truth that is firmly unquestioned is that Europe has experienced an unforeseen factor in the past few years and undoubtedly Greece as well.

Through that we can see a “retreat of the politics and a domination of the market” nowadays that change the legislation and how implementation is being processed under a different set of rules. (Turkel, 1990; ) What seems to remain the same is the desire to understand the rationalities behind each course of action which bring us back to what it was established from the Theory. Power and knowledge are dependable to each other they are tangent and yet they overlap as well (Turkel, 1990;178-179). It is this that brings us to the conclusion that Foucault was indeed right when he questioned the autonomy of the law and as Turkel writes that: “[...the law must be analysed in terms of its relations of power and knowledge as well as its relations to other discourses and sources of power.”(Turkel, 1990;189)

## Chapter 5: Analysis Results and Recommendations

With the conclusion of the analysis, the results are still divided in sections. A discussion regarding the results that came forth and the conclusions from each section will lead to the final conclusions of this paper. Furthermore, the recommendations added are given as an opening for further research and as a point in the horizon on the goals that are still waiting to be conquered. With that established a more technical analysis of the result is due that will cover all theoretical bases and will include all the findings from the conducted analysis.

Implementation is principally the creation of a systemic knowledge (O'Toole, 2000;268). But for Foucault it is a knowledge constructed within social interaction. The reality is that no matter the knowledge and thus the power relations that are lurking within the networks in Greece, the implementation success or failure has an apparent culprit and a shadowed one. The variables selected to be analysed were mainly institutional and one of the most common variables taken in implementation research (O'Toole, 2000;274). However, the power relations are rarely acknowledged as anything else as an oppression that leads them to their success or impending failure.

For implementation, theory the power is mainly linear as it was presented in Theory. Nevertheless, the questionnaires and the legislation analysis presented anything than that. The first impression of a policy process in implementation appears to be a façade of direct commands towards a very specified target. In reality implementation in the case of the I.D. seems to be scattered pieces of almost equal importance like gears of a bigger construction. With this concept the gears cannot be placed in a line or deduct the importance of a gear according to each size. The issue though is how well these gears are maintained and greased to offer the expected results. In the case of the analysis conducted in multiple sections, the answer is not as clear but is definite at the same time.

The legislation fails to focus on the variety of the disabled population. That is one of the consequences of merging the I.D. population under the scope of disability. At the same time by taking into consideration the needs of the population through programmes and policies it fails to either secure the means of the construction the policies and programmes envision. One of the most well known "reason" or better scapegoat of an implementation failing is the lack of funds. At the same time though in Greece the programmes are implemented with difficulties but successfully from the part of the T.C. At the same time, the policies that are implemented outside of the T.C. with the Greek state as their prime implementer are given a very promising start only to be forgotten and abandoned in the process. Is the same lack of focus that makes the legislation falling short that affects the Greek state as well?

The answer is certainly not easy and the variables for it are not clear. At the same time the goal of this paper has been achieved with the main questions to have been answered and now presented. The implementations of policies and programmed in Greece are

progressing and although they are successful it can be seen from the I.D questionnaire answers for example that the time needed is not the same as it would have been before the period 2008-2013. The individuals that received the implemented policies before that they 'scored' higher but the environment they were set in can be only be characterized as overprotective and possessive. Stripping the negativity from these terms it is apparent that the parents and guardians of female I.D. are more hesitant to provide them with the same liberties and opportunities that are linked with the success of the implementation, than with the male I.D.

The feedback received for the I.D. questionnaire from the scientific team was positive with exception the limited expectations that the researcher appeared to have from the sample. This is mentioned as in the answers of the scientific team the answers appeared to have a rather possessive opinion over the students of the Center. The I.D. were viewed as part of the Center and their advocacy and 'rehabilitation; training was rarely if ever set outside of the Center. The Center was viewed as the main implementer of policies and programmes and as it has been mentioned before, it consciously created a distance from the Greek reality in exchange to the E.U. one.

It is evident that the implementation of policies and programmes has to be filtered through so many actors and implementers. Hence, it is not uncommon for the policy or the programme to have to be readjusted to the abilities and the conceptions of every actor. With this realization, how is it possible progress an implementation that has been reformed constantly?

With the present financial situation in Greece and the neo-liberalistic attitude of the austerity measures, it is difficult f not impossible to expect the state to make the required adjustments. Funding and other reconstructions within the welfare system are next to impossible for the near future but to readjust crucial parts of the legislation itself it is not as difficult. If a provision exists for the support and encouragement of the basic caregiver of the I.D. a major step could be taken. With the modification of a few sections of the legislation, as it was done in 2012, with the termination of the requirement for the I.D. to go through an annual inspection in case the I.D. miraculously changed it's disability status, a more efficient welfare system would be operating today.

The T.C. were created by the same parents that are now in control of the operation of the Center. Therefore they have staff that has gained their knowledge mostly empirically. The needs may remain the same but the (Greek) reality does not. That subsequently does not lead to the recommended changes, which are yet bound to happen in time. When the Center's will start to become staff wise, more scientifically efficient and less empirically effective, great change may happen. This supposition concludes the analysis and this paper itself with only thing to follow the Conclusion.

## 6. Conclusion

To uncover what makes an implementation successful or not, in a field such as the policies and programmes for the I.D. is not an easy task. Indeed the analysed sections were too many to be analysed thoughtfully in a Master's thesis and a further investigation would have been welcomed but for this paper the given information and the uncovered relations and eventually reasons per each variable that may prevent an implementation to set roots was satisfactory. The Theoretical part explored implementation from the concept of power relations as an objective boost and not as an oppressive matter. Foucault and Sabatier were explored for their views on power and implementation while the methodology was heavily inclined towards a discourse analysis of all the available data. Questionnaires provided the raw data while the Legislation allowed this research to dive to the archival ones.

The analysis that followed was discursive in meanings of actions and language used within the answers and the documents/legislations that were investigated in a historical analysis of Foucauldian parameters. The analysis offered many outlooks of how an implementation is processed in Greece and that the success and the failure of the implementations usually is one main factor that is unseen to almost all the implementers. It is something simple and is moving within the power relations investigated and uncovered, it's the assumed power holder. The implementations seem to be working successfully when the implementer is assuming a power position that can lead the implementation successfully to the end. Although when assumptions or convictions are being made, then the position of power is transferable or is lacking authority. That leads essentially on losing what Foucault named the productivity power relations of the network.

The I.D. seemed to have set wants and desires but are limited even from the cultural aspects of the Greek society. The advocacy offered from the Training Centers is in a sense a Bio-power of the Classical Age according to Foucault that is found in schools like what the Training Center's sometimes represent for the I.D. and it thus becomes a disciplinary network with a bio-power that seems to forget that: "power is tolerable only on condition that it mask a substantial part of itself" (Foucault; 1978;86) In the end it was the outlook of the implementation itself and the power that would be shifted behind each design. Greece has exceptional networks of power relations that are unconsciously (most of the time) interact but the boundaries are clearly set. This makes the implementations to be successful where the networks are active and not always relied on the state. Alas the country is still a state of welfare that will keep its Mediterranean characteristics of family solidarity and protection above the official system especially with the present financial situation.

## Executive Summary

Why does and implementation is successful and why is a failure? In reality the question is what makes an implementation to survive and thrive or shrink to obscurity. This is the main question this paper asks in a setting that proves to be the most challenging up to date. The Intellectually Disabled (I.D.) are lacking the empowerment of advocacy and the policies and programmes that are targeted on their welfare and development are relying on networks that are moving relied on the power networks in a national level, Greece in this paper and on a supranational one as the E.U.

Those power relations are intertwined with everything that is known for the implementation theories and the discovery is that power is not linear and certainly not oppressive. Terminologies are changing meaning and with the aid of Foucault, a structured analysis is being formed to explore the power relations within the actors of the implementation, the population and the legislation itself on all levels. Parents and Guardians 'are' the I.D. movement, the Training Centers share their experiences with the parents and the Guardians, and the National legislation is prompted to recognize the demands while the EU legislation is struggling on enforcing rules that would act in favor of that population. From this pattern it can be seen that knowledge is scattered through different institutions with different results and in that knowledge lies the power relations that will lead us to the answer on why policy implementations are working or not.

Using as a case study a Training Center in Greece the Intellectually Disabled and the scientific team that the center employees give a different view of what makes an implementation work. It is a peculiar setting where many variables are being introduced through the power relations that set the gears into different speeds in a country that for the past six years is reforming its welfare system and introduces various neo-liberalistic legislations. Austerity measures are more of a challenge than a barrier in this case as the legislation analysis shows how through a historical analysis the change is coming regardless.

The I.D. with the help of an imaginative questionnaire are able to give their input and change the conception of their disability through this form of empowerment. The results are revealing more than it was first expected as the cultural power relations are deeply grounded in their answers. On the contrary, certain answers are being met with bewilderment but are explained thoughtfully as the result of the current financial situation of their families as well as the state's problematic policy implementations.

The employees' questionnaire is provided to be enlightening but due to a pitfall is not as explicit as it was expected. Certain answers are showing the deep connection of the I.D. to the Center as well as a form of possessiveness from the Center towards the I.D. and their advocacy. The knowledge within the Center is apparent but the technical knowledge

it seems to be limited. In relation with the power and its relation to the networks, the Training Center has established it can be seen that it preferred the E.U. programmes and policies to the ones that are adapted or provided by the state. That makes the Training Center to have a more European consciousness above the national one.

The legislation had several section in which the analysis was historical and was targeting to detect the changes within the Greek legislation and the E.U. legislation for the Intellectually Disabled. The analysis provided results that were concluding that the legislation has a severe lack of focus on the population of the I.D. Despite the efforts, no great changes of what has been promised have been implemented but the change is welcome nonetheless. Although numerous implementations have achieved a remarkable progress, the fact that the strategies of the promised implementation are not always been seen in time is a rather important downside in the policy making process and implementation.

Concluding, the analysis of all the sections offers a point of view previously not seen and the power relations are the ones to make this happen. The reasons behind the success or failure of the implementations in Greece are explained with a special notice in the period 2008-2013. The results are not unexpected but the influence of the power relation as it was never been conceived before is.

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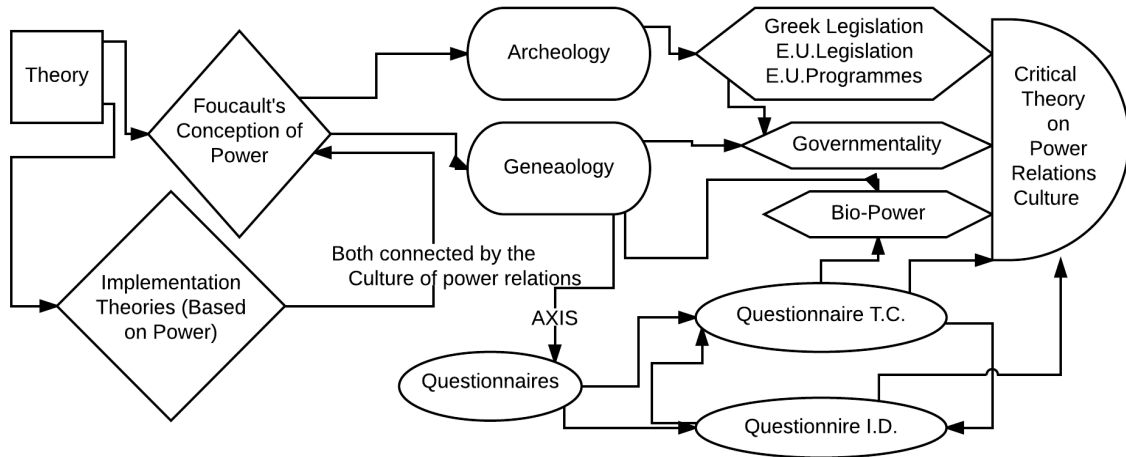
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# Appendix

## A.1

Table 1.1



## A.2 The Definitions

The Definitions section in the Appendix is present to help the reader familiarize with fundamental concepts that will be used and analyzed in this paper. Definitions like the I.D. (Intellectually Disabled), European Union’s Directives, Greek Legislation and European Programmes. To avoid confusion and misleading assumptions we include this section with useful information related to the topic that will make the reader able to follow conceptually all the chapters.

### 1.1 The I.D. (Intellectually Disabled)

The most common question is what constitutes intellectual disability on an individual? That brings the need to define I.D. It is not rare for many to confuse the term or assume certain characteristics that fit the profile of what they believe it’s I.D. Ironically the definition of that term is the most infuriating as it will shown later on.

Table 1 Terminology used for the Intellectually Disabled population in different countries of Europe in 2007

Developmental Disabilities	29.8%
Intellectual Disabilities	59.6%
Learning Disabilities	27.7%
Mental Deficiency	19.1%
Mental Disability	34.0%
Mental Handicap	34.0%
Mental Retardation	70.2%

Mental Subnormality	6.4%
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Source: WHO 2007 [http://www.who.int/mental\\_health/evidence/atlas\\_id\\_2007.pdf](http://www.who.int/mental_health/evidence/atlas_id_2007.pdf),page 17

With the term Disability we can easily associate the conjunction of the term with Intellectuality to the impairment of a human function. The factors of such an impairment of function are not at the moment important as long as it is understood at this point that certain functions are missing or altered on a person with I.D.. The multidimensionality of human functioning (Wehmeyer et al., 2008) is a field where not long ago such an impairment could have had labeled by biological and/or social causes. It is thus important firstly to remember that psychiatry is not involved with the I.D. as they are not a priori mentally ill. An individual with I.D. has mental retardation but is not necessarily mentally ill. As is the case of a mentally ill that is not mentally retarded and therefore I.D.

The most common problem when defying I.D. is not only the many different labels we might come across in bibliography and the legislation but mostly because it is a term that applies to thousands different cases by different factors and different levels of function between the same cases and even by the same factors. The most common example can be given by an individual born with Down Syndrome. Trisomy can be easily explained as that the chromosome 21 during the formation of the fetus instead of being doubled is tripled.

An individual with D.S. can be different by each peer on the ability to read and write, learn and be semi-autonomous by independent living. The chances for a heart disease are not absolute but are significantly raised than that of a newborn without D.S. The same is noted with the probability of solid cancer versus increased risk of leukemia or testicular cancer. It might seem frivolous to use D.S. as an example but the above was important for the reader to understand why individuals with autism do not belong to the I.D. population and therefore bibliography and the legislation always differentiates its position towards autism (traditionally an area studied by psychiatry) by adding it as “plus one”. In a recent paper (Hoekstra et al: 2009) regarding the matter the conclusion was that “Extreme autistic traits are substantially genetically independent of intellectual disability.”

Table 2 System used for the classification of Intellectual Disability in Europe in 2007

AAMR	6.4%
DSM-IV	27.7%
Professional Opinion	23.4%
ICD-10	89.4%
ICF	14.9%

Source: WHO 2007 [http://www.who.int/mental\\_health/evidence/atlas\\_id\\_2007.pdf](http://www.who.int/mental_health/evidence/atlas_id_2007.pdf),page 20

The term Intellectually Disability is used by the American Association of Intellectual and Developmental Disabilities and is the exact same term as mental retardation. The difference lies on the rephrasing of the term in the recent years from Mental Retardation to Intellectual Disability. Such rephrasing has been done within the European Union as well. The reason behind begging with the American Association is the solidity of the term and the problem of finding a similar concert definition within the European Union that would apply for all member states. The majority of the European Union is using

DSM-IV<sup>16</sup>. Greece, Spain, Portugal, Belgium and The Netherlands do not.

Table Policy and Programme that is addressed to the Intellectually Disabled

Presence of national policy on I.D	53.2%
I.D. in other policies	31.9%
Absence of national policy on I.D.	14.9%

Source: WHO 2007 [http://www.who.int/mental\\_health/evidence/atlas\\_id\\_2007.pdf](http://www.who.int/mental_health/evidence/atlas_id_2007.pdf), page 22

According to the AAIDD association historically there were four approaches on defying I.D.

Social: By the failure to adapt socially (adaptive behaviour) to their society's environment. That was the first classification of not being able to meet the requirements of the society and when an individual was lacking the etiquette to function within that environment.

Clinical: A symptomatically approach which belonged to the medical model and integrated the genetic aspects of I.D. and its perimeters (organicity, heredity, pathology).

Intellectual: Emerged from the mental testing movement and added for the first time the concept of measuring intellectuality. IQ scores can be found as the first frontier when I.D. is diagnosed.

Dual-Direction: According to AAIDD the first attempt to systematically use both intellectual functioning and adaptive behaviour. This perspective passed through many stages of formation and it was the first that took into consideration the importance of age as an accompanying element (2010:6-7)

**Definition of Intellectual Disability by the American Association of Intellectual and Developmental Disabilities (AAIDD) (2010:1)**

*“Intellectual disability is a disability characterized by significant limitations in both intellectual functioning and in adaptive behavior, which covers many everyday social and practical skills. This disability originates before the age of 18. The following five assumptions are essential to the application of this definition*

*1. Limitations in present functioning must be considered within the context of community environments typical of the individual's age peers and culture.*

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<sup>16</sup> DSM IV (American Psychiatric Association, 1994) definition, DSM IV (1994) states that ‘*this mental disorder is diagnosed in individuals who, from whatever cause have intelligence below an arbitrary level beginning before adulthood and whose adaptive functioning is impaired in any of a variety of area*’

2. *Valid assessment considers cultural and linguistic diversity as well as differences in communication, sensory, motor, and behavioral factors.*
3. *Within an individual, limitations often co-exist with strengths.*
4. *An important purpose of describing limitations is to develop a profile of needed supports.*
5. *With appropriate personalized supports over a sustained period, the life functioning of the person with mental retardation will generally improve.”*

### 1.1.2 The Training Centers for the Intellectually Disabled

The Training Centers are usually private entities and are recognized as a charitable non-profit organization (NGO). They offer education and training in sheltered workshops for people with mild and average mental retardation (I.D)

They facilitate as licensed rehabilitation Centers for the I.D. - Day Centers and Day Cares. They are certified providers of social care (non-profit) and they also hold certifications as Specialty Centers for Social and Vocational Integration of young individuals with ID .

The financial resources are coming from the municipalities, separate funds (as Rehabilitation Centers - Rehabilitation for the Disabled - Day Center and Day Care), the Ministry of Labour and the Ministry of Social Security and Welfare, national and European programs and donations . Additional revenue sources from sales of products and the provision of laboratory services , attended by the students with I.D.

### 1.1.3 Can the I.D. be assumed to be a vulnerable population?

The European Union Agency for Fundamental Rights has a project for vulnerable groups where it is apparent that intellectual disability along with mental health problems are considering to be their target group. At the outline of that project and in order to provide more information the author writes:

*“The project aims to assess the fundamental rights situation of some of the most vulnerable groups of persons with disabilities, namely those with intellectual disabilities and those with mental health problems.*

› *Persons with an **intellectual disability** are sometimes described as ‘mentally disabled’ or are said to have a ‘learning difficulty’. These terms refer to the effects of permanent conditions, which are characterized by a significantly lower than average intellectual ability, resulting in limitations in intellectual functioning.*

› ***Mental health problems** can affect a person’s thoughts, body, feelings, and behaviour. These problems can be severe and seriously interfere with a person’s life. Mental health problems include depression, bipolar disorder, attention-deficit/hyperactivity disorder,*



*anxiety disorders, and eating disorders.”*

Source: [http://fra.europa.eu/sites/default/files/fra\\_uploads/1292-Factsheet-disability-nov2010.pdf](http://fra.europa.eu/sites/default/files/fra_uploads/1292-Factsheet-disability-nov2010.pdf)

## 1.2 Intellectually Disabled in the European Union's Directives

The European Directives (European Union's legislation as it will be used for the majority of this paper) are certain productions of legislative nature that have to be implemented by each Member State. Article 13 EC gives the route of making a new Directive. The Commission proposes a Directive on a certain social issue for example and it is introduced to the Parliament for discussion. It returns to the Commission and from there to the Council that will decide on whether the final draft of the proposal is going to become a Directive or not. The vote is unanimous but unanimity is needed to pass. Directives are the most obvious part of the state's sovereignty that is bestowed to the European Union by a state member. The Member state although obliged to adapt to the Directive it's unrestricted of how they will include the Directive to their legislation but are bounded by a deadline. The reason is the recognition of differences by each state and the time is needed to handle the various unforeseen by the E.U. implication a hardest Directive might have arise. The main reason of their existence is to smooth the differences between Member states and find a common ground on the ideals the Union was created for.

The Directives that are target for the Intellectually Disabled usually include the Disabled as the main target population without differentiations. The social policy that the European Union is called to stabilize between its member are based in equality and the conditions within different socio-economic realities. Like poverty and unemployment, the Directives are meant to blunt the social issues and find ways to create a society of and for citizens. Directives for the I.D are usually specified on equality. Within the desire for achieving that integration is required. Thus action is taken on promoting employment, opportunities, and health policies by encouraging co-ordination at their implementation. At the same time unemployment, discrimination and factors that disturb the fulfillment of these actions are taken, researched and create Directives, proposals, national legislations and in an extent European Programmes.

### 1.2.2 The Intellectually Disabled in the Greek Legislation

In the Greek Legislation, Directives that found their way to the national legislation are proclaimed as harmonization with the European Directives not adaptations. The Constitution of Greece is the main legislation body that grants the Intellectually Disabled rights and obligation the same like every other Greek citizen 1975 (1975/1986/2001/2008). The reason behind it's recent precedes in the modern Greek history was the change of the system of governance from Militia Junta (1967-1974) to Parliamentary Democracy after many interludes of Monarchy between of 1935-1973. Note that the articles in the constitution are generic to the Greek Population (Articles: 2, 4;1, 5A;1, 21;2, 22;1, 25;1, 116;2). The Constitution of 2001 changed the term

of “Individual with Special Needs” to “Individuals with Disabilities”. (Nikolaidis, Mizamtzi & Mourouzis, 2012)

Most of the legislation, which mentions the Disabled part of the Greek population is usually targeting on a social issue or new legislation that has to set some restrictions on the “beneficiaries”. Beneficiaries are the part of the population that is excluded from certain measures or take priority in certain positions or benefits given by the state such as pensions, insurance health benefits, employment positions etc. Usually the disability legislation in Greece is recognized by a certain percentage of disability that is given at each case. The disability percentage that constitutes an individual as eligible for benefits no matter of the kind of the disability is 67%. Therefore the wording intellectual disability is not usually in most of the Greek legislation.

### 1.2.3 The Intellectually Disabled in the European Programmes

The European programmes are projects that promote the exchange of information and experiences between the member states of the European Union. They give the opportunity for agents from all over Europe to develop new approaches on the social issues they work on, aiming to find new ways to lead to innovation and integration. The funding of these programmes comes from Union and is meant to cover areas of education, health, humanitarian aid, environmental protection, consumer protection etc. As the Europa site is describing the funding of such programmes it states that is a complex matter and that different bodies manage the programmes. The 76% of the

funding is managed by the states themselves and is given as two different types of funding. Grants and the public contracts. The Grants are given for specific projects and they are in reality a call for proposals. The recipient is dual as it comes from the E.U and another funding source to cover the total. The second type is the public contracts (for services, goods and work). In a sense they exist to ensure the operations of the EU institutions or programmes. The contracts are administered to different kinds of institutes of social policy that will cover areas of training, education, equipment purchasing etc.

The Training Centers that are questioned on their ability to implement the recipes of the European and Greek legislation are using both kinds of programmes for innovation but for funding as well. The obscurity of the funding field was always challenged and the time period 2008-2013 even more so. The reasons behind the constant struggle of survival of the centers might have to do with their charitable, non-profit characterization. In Greece that follows a welfare model closely connected to the abilities of the family to step in as the first wave-breaker before the state has to interfere the reality is that they created by the institution of the family but they are supported financially by tuition fees (in reality for rehabilitation and training or other running programmes), charity and a low form of trade. The programmes either as proposals or as implementations give the Training Centers the opportunity to innovate in care and training methods as well as built a foundation towards the implementation the European Union requires from the Member State.

The two initiatives of programmes that deserve to be mentioned for the historical importance and their foundation to the present programmes are: Helios I, implemented in

1988 1992, and its successor Helios II (1993 1996). They aimed to promote economic and social integration while they included actions for the independent living for people with disabilities. These programmes made it possible for many entities operating at local, national, and community levels to share their experiences and not only contribute but actually be a part of the discussion on disability on a European level. The programmes were represented by the communities that were managing it for the benefit of the disabled while progressing to innovating discussions on the issues around the population. The importance of the Helios programmes, is that finally Europe was taking notice of Disabilities were started to be taken into account by being driven on creating and implementing various initiatives of the European Union. Therefore, changes were made in such programmes as: Socrates, Youth for Europe, Equal, Leonardo da Vinci, Horizon, Daphne, Phare, Tacis, BENE etc The Leonardo da Vinci II for example was a programme whose objective was to improve the quality of vocational and specialized education provided to disabled students.

## B. Theory

Table 2.1

List of Sabatier and Mazmanian

(1) policy objectives are clear and consistent
(2) the program is based on a valid causal theory
(3) the implementation process is structured adequately
(4) implementing officials are committed to the program's goals
(5) interest groups and (executive and legislative) sovereigns are supportive
(6) there are no detrimental changes in the socioeconomic framework conditions.

Source: Pölzl and Treib, 2006;92

## C. Methodology

Table 3.1

Examples of Axis questions per category

Category	Suggested Question
<b>Genealogy</b>	“What historical context influenced the development of the discourse?” (Power, 2013;9)
<b>First Axis: Knowledge</b>	“What does the discourse do to the resulting subjects? How does the discourse organize its words and expressions in order to create desired particular effect?” (Power, 2013;10)
<b>Second Axis: Authority</b>	“How is the discourse preserved, transmitted, disseminated?”(Power, 2013;10)
<b>Third Axis: Justification</b>	“What social agents are mobilized in order to control the deployment of the discourse and how are they trained?”(Power, 2013;10)
<b>Third Axis: Power Analysis</b>	“Whose autonomy and responsibilities are enhanced or reduced by this discourse?”(Power,2013;10)

## D. Analysis

Table 4.1

EU Disability Strategy and Council of Europe Disability Action Plan

<b>Areas for Action in the E.U. Disability Strategy 2010-2020</b>	<b>Key Action Lines in the European Council Disability Action Plan 2006-2015</b>
Accessibility	Information and Communication The Built Environment Transport
Equality	Legal Protection Protection Against Violence and Abuse
Education and Training	Education
Participation	Participation in Political and Public Life Participation in Cultural Life Community Living Awareness Raising
Health	Health Care Rehabilitation
External Action	Research and Development

Source: Developing a Strategy to Promote the Rights of People with disabilities Key Areas for Action. European Network on Independent Living December 2013 p.5  
(<http://www.opensocietyfoundations.org/sites/default/files/Developing-Strategy-Promote-Rights-People-Disabilities-20140131.pdf>)

Table 4.2

Presence of a specific policy or programme in which Intellectually Disabled are addressed

Disability Act	77.8%
Education	92.6%
Health	81.5%
Housing	59.3%
Human Rights	77.8%
Family	51.9%
Income	55.6%
Labour	66.7%
Mental Health	48.1%
Social Welfare	81.5%
Youth Protection	40.7%

Source: WHO 2007 [http://www.who.int/mental\\_health/evidence/atlas\\_id\\_2007.pdf](http://www.who.int/mental_health/evidence/atlas_id_2007.pdf) ,page 24

Table 4.3 Departments Monitoring or Funding Services for Children and adolescences with Intellectual Disabilities

Disability	48.9%
Education	83.0%
Health	78.7%
Family Welfare	42.6%
Housing	23.4%
Justice	29.8%
Income	23.4%
Labour	25.5%
Mental Health	36.2%
Social Welfare	76.6%
Youth Protection	27.7%

Source: WHO 2007 [http://www.who.int/mental\\_health/evidence/atlas\\_id\\_2007.pdf](http://www.who.int/mental_health/evidence/atlas_id_2007.pdf) ,page 25

Table 4.4

**Paradigms by the Greek legislation, regarding the I.D. by Title of law, appointed ministry and year that got approved for implementation**

Special Education of persons with disabilities or special educational needs	Ministry of National Education and Religious Affairs	3699/2008
Ratification of the Agreement between the Ministry of Health , Welfare and Social Security of the Greek Republic and the Ministry of Labour and Social Insurance of Cyprus for cooperation on welfare / assistance on issues relating to people with disabilities	Ministry of Health and Welfare (Ministry of Health and Social Solidarity)	2195/1994
Inspectorate of Health Services and Welfare ( S.E.Y.Y.P. ) and other provisions.	Ministry of Health and Welfare (Ministry of Health and Social Solidarity)	2920/2001
Amending and supplementing the pension legislation of the State and other provisions	Ministry of Economy and Finance	3075/2002
Reorganization of the National System of Social Care and other provisions .	Ministry of Health and Social Solidarity	3106/2003
Part-time employment and	Ministry of Interior	3174/2003

social services .		
Setting educational issues and other provisions .	Ministry of National Education and Religious Affairs	3194/2003
Organization and Functioning of Public Health and other provisions	Ministry of Health and Social Solidarity	3370/2005
Changes in income tax simplifications in the Code of Books and Records and other provisions	Standing Committee of Economic Affairs	3522/2006
Special Education of persons with disabilities or special educational needs	Ministry of National Education and Religious Affairs	3699/2008

Source: Hellenic Parliament Site 2013

Table 4.5

Programmes Implemented in the past 20 years

<b>PROGRAMME</b>	<b>DURATION</b>	<b>OBJECTIVE</b>
HELIOS 0	Resolution (EEC) on the social integration of handicapped people, 1982-1986	To continue and, if possible, intensify measures to promote the economic and social integration of handicapped people, in order to enable them to make a productive and creative contribution to society.
HELIOS 1	Second Community action programme (EEC) for disabled people (HELIOS), 1988-1991	To promote vocational training, rehabilitation, economic integration, social integration and an independent way of life for disabled people.

HELIOS 2	Third Community action programme (EEC) for disabled people (HELIOS II), 1993-1996	To promote equal opportunities and the integration for disabled people.
HORIZON 1	Community initiative concerning handicapped persons and certain other disadvantaged groups, 1990-1993	To improve the conditions for access to the labour market and the competitiveness of the handicapped, in particular through vocational training in new technologies, notably distance training, and the adaptation of infrastructure which takes into account the specific needs of the handicapped; to improve the knowledge of the problems of long-term unemployment and the deterioration in the socio-economic situation of certain groups of the population and consequently of responses to be applied
HORIZON 2	Quality validation date: 1997-08-14, Duration 1994-1999	Community initiative on employment and development of human resources - "Employment - HORIZON - (improving the employment prospects of the disabled)



Table 4.6 Programmes Implemented by the selected Training Centers: ESTIA and MARGARITA

<ol style="list-style-type: none"> <li>1. European Programme for Vocational Training (1981-1995)</li> <li>2. Horizon 1 (1993-1995)</li> <li>3. Horizon 2 (1996-1998)</li> <li>4. European Programme Against Discrimination in Employment (1997-2000)</li> <li>5. National Programme (EΠΕΑΕΚ) (1998-2000)</li> <li>6. European Programme of Public Investments (1999)</li> <li>7. European Programme “Youth and Culture” (2001)</li> <li>8. National Project on Employment and Vocational Training (2003)</li> <li>9. European Programme “Youth” (2003-2004)</li> <li>10. European Programme “Leonardo Da Vinci” (2004)</li> <li>11. European Programme “Equal” (2006-2007)</li> <li>12. Business Programme “Employment and Vocational training” (2007-2008)</li> <li>13. European Year Against Poverty and Social Exclusion (2010)</li> <li>14. Leonardo da Vinci/Bene (2010-2012)</li> <li>15. Transition and Adult Learning - Grundtvig Project 2007-2013</li> </ol>
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#### 4.7 Programmes per Center in Chronological Order

##### Margarita

- **European Vocational Training Programme (EIP) of the ESF (1981-1995)**
- **European Project Horizon I (1993 - 1995)** The program trained staff and students and was semi-independent living residence of the parents of the occupants. Also worked for two years store selling products in Halandri and garden maintenance team consisting of students of the Centre.
- **European Project Horizon II (1996 - 1998)** Under the program titled "Demeter" in collaboration with three similar bodies, local and prefectural government and the GPC, the ESAs 'Margarita' participated in the implementation of the following actions in order to expand its activities in regard to Service Integration Employment for people with mental retardation.
- **European Project "Combating Exclusion from the Labour Market" (1997 - 2000)**
- **National Operational Programme "Education and Initial Vocational Training" (OP) (1998-2000)** The ESAs 'Margarita' implemented program on "Upgrading program Special School N Heraklion training methods in independent living and prevocational skills." Proceeds of the program was the "Handbook of Special Education."

- **European Public Investment Program ( 1999)** Completed the construction of a new building for the Department of Professional Practice .
- **European 'Youth and Culture "(2001)** Implemented project entitled "Experimental Troupe Persons with Mental Retardation" The little troupe under the auspices of the General Secretariat for Youth .
- **National Operational Programme " Employment and Vocational Training" ( 2003)** Under the program "Support and Preparatory Actions for the Promotion of Equality of Opportunity ." Implemented program titled " Bridges to Work ". The program for the provision of Support Services 30 students.
- **European 'Youth ' (2003 - 2004)** Through the program " Youth Exchange " was implemented program called "Mediterranean - Baltic : Contact Points / Offers Acceptance : Environmental Activities for young people with mental retardation " from Greece and Latvia . General Secretariat for Youth
- **European Programme «Leonardo Da Vinci» (2004)** The program entitled «ATLAS», through the entity ' Meledoni " developed tools for assessing social skills for people with intellectual disabilities , who wish to work .
- **European Programme «Equal» (2006 - 2007)** The program entitled «Market on Wheels», organothike a standard ( pilot ) company of people with physical disabilities , to promote and sell the products of the productive workshops for people with mental retardation . The program included three training our students as members of the company, whose head office will be a branch ( report ) products from ESA ' Margarita '.
- **Operational Programme "Employment and Vocational Training" (2007 - 2008)** Under the program implemented two projects : " Integrated Interventions for specific disadvantaged groups (people with disabilities and former drug users ) " The project involved training 57 people with intellectual disabilities in the following items: " Gardening - Fytotechnia " , " gift items and component assembly " , " Screen Printing Services , " Weaving - Plechtiki 'and providing accompanying support services" Providing Support Services " The project focused on providing accompanying support services to 55 individuals with mental retardation . The title of the action plan was "Professional Diode" ECB – ENA
- **'European Year against Poverty and Social Exclusion ( 2010 )** The Workshop Special Education " Margarita "and theCenter for Social Care AmNY " Hearth " began to implement a set of actions titled " Like Everyone ' to combat social exclusion of people with mental retardation in the project "European Year against poverty and Social exclusion ( 2010 )" as part of No. 1098/2008/EC Decision of the European Parliament and of the Council of 22 October 2008 . the work performed by co-financed by Greece and the European Union . Specifically, the set of actions includes : organizing meetings and artistic events, publicity and information campaign , research and study , training and seminars .
- **BENE/Leonardo Da Vinci (2010)** Since September 2010 the ESA "Margarita" participates in the interstate Lifelong Learning / 'Leonardo Da Vinci' / Partnership with the acronym: BENE. The program is based on the welfare of people with disabilities in institutions that provide them with support and accompaniment. The program aims to develop a framework of education professionals who support and

accompany people with disabilities into fostering a perception that will include a set of attitudes and behaviors. Thus will serve in defending rights, interests and dignity of people in a vulnerable position with the ultimate goal to improve the quality of life of these individuals (In this case I.D.). To achieve this goal a translational research studied the existing perceptions in relation to the welfare of people with disabilities in the context of support and escort them on having the individuals as motorway links, their families and professionals of the field.

## ESTIA

- 1984 -2011 Operation of the first training workshops , funded by the European Social Fund . Consulting - support services to individuals and their families .
- 1986 -2011 Establishment and operation of the first club leisure for people with I.D. ( WALK ) .
- 1987-1995 CreationCenter sheltered employment for employment of graduates of the training workshops . Disposal of produced products in the open market .
- 1992-2006 Organized an annual sports conference called " KONIALIDEIA ' , in which players from all over Attica .
- 1994 - ... Create premises of ES.E.P.A , Showroom for disposal.
- 1998 - ... Create vocational rehabilitation services with the aim of placing persons in the open labor market .
- 2000-2005 Establishment and operation of the Center Daily Employment in Halandri aimed through programs to enhance the quality of life and autonomy of individuals.

## Additional activities

- 1990 -2004 In partnership with Special Olympics Greece female students of the Body are the ceremonial lighting of the Olympic flame to start racing in Greece and abroad.
- 1991 International conferences in collaboration with the Municipality of New Psihico on : "The journey of vocational and social rehabilitation of persons with mental retardation "
- 1997 At the initiative of the Agency and within the associations support people with I.D. retardation named " Meledoni " and collaboration channel MEGA CHANNEL, Telethon organized in order to raise funds for the construction of residential living individuals.
- 1998 After approximately two cooperations in artistic expression of people with I.D. , the Swedish Center Linderpaken, group of individuals from the two centers showed happening on the ' Sea ' in the cultural Capital " Stockholm 98 ' .
- 1999 Workshops held in cooperation with the Municipality of New Psihico on : "Employment of people with disabilities"
- 2002 Tour European Conference on " Youth with mental retardation and Leisure
- 2003 – 2005 Version monthly brochure " first step" in the form EASY TO READ

- 2002-2004 Organisation of the Educational Programme Education and Specialization special education teachers . STERXIS “ ”.
- 2005 European Organization Plan Training on " KLEPSIDRA »
- 2007 Took part to the European competition for young photography with mental retardation “FOTOEFKAIRES”.
- 2008 Organising awareness campaign SYNTAXIDIOTES
- 2005-2011 Co-organizers of the first four Greek-Cyprus Conferences on I.D
- 2008 Organisation of the European Court “ The person with mental retardation active citizen in the European Union

#### 4.6 European Legislation: The 8 Areas of Action

##### **Accessibility (Parker C., Anguelova-Mladenova L. and Bulić I., 2013:8)**

<b>EU Charter:</b>	Article 21 (Non-discrimination)
<b>Regulations on the European Structural and Investment Funds 2014 – 2020:</b>	For example, Article 5(2) European Regional Development Fund (“ERDF”) Regulation and Article 3(2)(b) European Social Fund (ESF) Regulation identify enhancing access to ICT [information and communications technology] as an investment priority; Article 3(1)(b)(iv) ESF identifies access to affordable, sustainable and high quality services, including health care and social services as an investment priority; Article 8 ESF refers to the promotion of equal opportunities and non-discrimination, including “accessibility for persons with disabilities” “through mainstreaming the principles of non-discrimination”.
<b>Europe 2020 :</b>	(Digital agenda for Europe and Innovation Union)
<b>Proposal for a Regulation of the European Parliament and of the Council COM (2013) 246 final:</b>	(Cross cutting policy objectives: Accessibility) Guidance on Ex Ante Conditionalities for the European Structural and Investment Funds
<b>CRPD:</b>	Article 3 (b) (Non-discrimination), Article 4 (General obligations), Article 5 (Equality and non-discrimination) and Article 9 (Accessibility)
<b>ESC (Revised):</b>	Article 15 (The right of persons with disabilities to independence, social integration and participation in the life of the community)

<b>Council of Europe, Disability Action Plan:</b>	Action line No 3 (Information and communication), No 6(The built environment) and No 7 (Transport)
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**Participation (Parker C., Anguelova-Mladenova L. and Bulić I., 2013;9)**

<b>Treaty on the Functioning of the European Union:</b>	Article 9 (in defining and implementing its policies and activities, the EU shall take into account a range of 9 factors including “the fight against social exclusion”)
<b>EU Charter:</b>	Article 26 (Integration of persons with disabilities)
<b>Regulations on the European Structural and Investment Funds 2014 - 2020:</b>	For example, Article 9(9) of the Common Provisions Regulation identifies “promoting social inclusion, combating poverty and any discrimination” as a thematic objective for the use of EU funds; with the ex ante conditionality including “measures for the shift from institutional care to community-based care”. Article 5 (9)(a) ERDF Regulation specifies “investing in health and social infrastructure which contributes to [...] reducing inequalities in terms of health status” and the “transition from institutional to community-based services” as action under the investment priority “promoting social inclusion, combating poverty and any discrimination”; Article 6 ESF Regulation refers to the involvement of stakeholders, including non- governmental organisations in the implementation of operational programmes and Article 8 ESF Regulation refers to the promotion of equal opportunities and non-discrimination, including actions with a view to enhancing the social inclusion of people with disabilities and “facilitating the transition from institutional to community- based care”.
<b>Europe 2020:</b>	(European Platform against poverty and social exclusion)
<b>CRPD:</b>	Participation is integral to the CRPD, for example: Article 3(c) (General principles) refers to the “Full and effective participation and inclusion in society”  Article 9 (Accessibility) sets out the purpose of actions to improve accessibility, namely “To enable persons with disabilities to live independently and participate fully in all aspects of life...”  Article 19 (The right to live independently in the

	<p>community) sets out the right of people with disabilities to “live in the community with choices equal to others” and requires that states develop “a range of in-home, residential and other community support services, including personal assistance necessary to support living and inclusion in the community, and to prevent isolation or segregation from the community”.</p> <p>Article 12 (Equal recognition before the law) requires that states “recognise that persons with disabilities enjoy legal capacity on an equal basis with others in all aspects of life”.</p>
<b>Council of Europe, Disability Action Plan:</b>	Action lines 1 (Participation in political and public life), 2 (Participation in cultural life), 8 (Community Living) and 15 (Awareness raising)
<b>European Social Charter (Revised):</b>	Article 15 (The right to independence, social integration and participation in the life of the community)

**Equality (Parker C., Anguelova-Mladenova L. and Bulić I., 2013;11)**

<b>Treaty on the Functioning of the European Union:</b>	Article 10 and Article 19 (which both concern action to combat discrimination, including on grounds of disability)
<b>EU Directive 2000/78/EC:</b>	Establishing a general framework for equal treatment in employment and occupation (“the Employment Directive”)
<b>EU Charter:</b>	Article 1 (Human Dignity), Article 21(Non-discrimination) and Article 26 (Integration of persons with disabilities)
<b>Regulations on the European Structural and Investment Funds 2014 - 2020:</b>	For example Article 5 (9)(a) ERDF Regulation specifies “investing in health and social infrastructure which contributes to [...] reducing inequalities in terms of health status” and the “transition from institutional to community-based services” as action under the investment priority “promoting social inclusion, combating poverty and any discrimination”; Article 3(1)(b)(iii) ESF Regulation identifies “[c]ombating all forms of discrimination and promoting equal opportunities” as an action under the investment priority of “promoting social inclusion, combating poverty and any discrimination”; Article 8 ESF Regulation refers to the promotion of equal opportunities and non-discrimination, including “accessibility for persons with disabilities” “through

	mainstreaming the principles of non-discrimination”.
<b>CRPD:</b>	Articles 3 (b) Non-discrimination; 3(d) respect for difference and acceptance of persons with disabilities as part of human diversity and humanity and 3(e) equality of opportunity; Article 4 (General obligations); Article 5 (Equality and non- discrimination); Article 10 (Right to life); Article 12 (Equal recognition before the law) Article 13 (Access to Justice); Article 14 (Liberty and security of the person); Article 15 (Freedom from torture or cruel, inhuman or degrading treatment or punishment); Article 16 (Freedom from exploitation, violence and abuse); Article 17 (Protecting the integrity of the person); Article 22 (Respect for privacy), and Article 23 Respect for home and the family).
<b>ECHR:</b>	Article 14 (Non-discrimination in relation to the exercise of rights under the ECHR) Protocol Number 12, ECHR, Article 1 (General prohibition of discrimination)

**Employment (Parker C., Angelova-Mladenova L. and Bulić I., 2013;13)**

<b>EU Treaty:</b>	Article 9 (promotion of a high level of employment)
<b>EU Charter:</b>	Article 21 (non-discrimination); Article 15 (Freedom to choose an occupation and right to engage in work); Article 26 (Integration of persons with disabilities)
<b>Council Directive 2000/78/EC</b>	of 27 November 2000 establishing a general framework for equal treatment in employment and occupation
<b>Regulations on the European Structural and Investment Funds 2014 - 2020:</b>	For example, both Article 5(8) ERDF Regulation and Article 3(1)(a) ESF Regulation specify the promotion of employment and supporting labour mobility as an investment priority; Article 8 ESF Regulation refers to the promotion of equal opportunities and non-discrimination, including actions with a view to increasing the labour market participation of people with disabilities.
<b>Europe 2020</b>	(European Platform against poverty and social exclusion)
<b>CRPD:</b>	Article 3 (b) (Non-discrimination), Article 4 (General obligations), Article 5 (Equality and non-discrimination) and Article 27 (Work and employment)

<b>ESC (Revised):</b>	Article 1 (The right to work), Article 10 (The right to vocational training, Article 15 (The right of persons with disabilities to independence, social integration and participation in the life of the community)
<b>Council of Europe, Disability Action Plan:</b>	Action line No 5 (Employment, vocational guidance and training)

**Eduaction Training (Parker C., Anguelova-Mladenova L. and Bulić I., 2013;14)**

<b>Treaty on the Functioning of the European Union:</b>	Article 9 (Promotion of a high level of education and training)
<b>EU Charter:</b>	Article 21 (Non-discrimination); Article 14 (Right to education); Article 32 (Prohibition of child labour and protection of young people at work)
<b>Regulations on the European Structural and Investment Funds 2014 - 2020:</b>	for example both ERDF (Article 5(10)) and ESF (Article 3(1)(c)) Regulations specify the investment in education and lifelong learning as an investment priority.
<b>Europe 2020</b>	(European Platform against poverty and social exclusion)
<b>CRPD:</b>	Article 3(b) (Non-discrimination), Article 4 (General obligations), Article 5 (Equality and non-discrimination) and Article 24 (Education)
<b>ECHR:</b>	Article 2 (The right to education)
<b>ESC (Revised):</b>	14 Article 1 (The right to work), Article 15 (The right of persons with disabilities to independence, social integration and participation in the life of the community) and Article 17 (The right of children and young persons to social, legal and economic protection)
<b>Council of Europe, Disability Action Plan:</b>	Action line No 4 (Education) WHO European Declaration on the Health of Children and Young People with Intellectual Disabilities and their Families.

**Social Action (Parker C., Anguelova-Mladenova L. and Bulić I., 2013;15)**

<b>Treaty on the Functioning of the European Union:</b>	<i>Article 9</i> (in defining and implementing its policies and activities, the EU shall take into account a range of factors including “the guarantee of adequate social protection”).
<b>EU Charter:</b>	Article 34 (Social security and social assistance)
<b>CRPD:</b>	Article 28 (Adequate standard of living and social



	protection)
<b>ESC (Revised):</b>	Article 13 (the right to social and medical assistance); Article 14 (the right to benefit from social welfare services); Article 16 (the right of the family to social, legal and economic protection); Article 23 (the right of elderly persons to social protection); Article 30 (the right to protection against poverty and social exclusion) and Article 31 (the right to housing)

**Health (Parker C., Anguelova-Mladenova L. and Bulić I., 2013;16)**

<b>EU Charter:</b>	Article 21 (Non-discrimination); Article 35 (Health care)
<b>Regulations on the European Structural and Investment Funds 2014 - 2020:</b>	For example, Article 5 (9)(a) ERDF Regulation specifies “investing in health and social infrastructure which contributes to [...] reducing inequalities in terms of health status” and the “transition from institutional to community-based services” as action under the investment priority “promoting social inclusion, combating poverty and any. 16 discrimination”; Article 3(1)(b) ESF Regulation identifies “[e]nhancing access to affordable, sustainable and high-quality services, including health care and social services of general interest” as an investment priority; Article 8 ESF Regulation refers to the promotion of equal opportunities and non-discrimination, including actions with a view to reducing health inequalities in relation to people with disabilities and “facilitating the transition from institutional to community-based care”.
<b>CRPD:</b>	Article 3 (b) (Non-discrimination), Article 4 (General obligations), Article 5 (Equality and non-discrimination) and Article 25 (Health)
<b>ECHR:</b>	Article 8 (Right to private and family life)
<b>ESC (Revised):</b>	Article 11 (The right to protection of health)
<b>Council of Europe, Disability Action Plan:</b>	Action lines No 9 (Health care) and No. 10 (Rehabilitation)
<b>WHO European Declaration on the Health of Children and Young People with Intellectual Disabilities and their</b>	

<b>Families</b>	
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**External Action (Parker C., Anguelova-Mladenova L. and Bulić I., 2013;17-18)**

<b>CRPD:</b>	Article 11 (Situations of risk and humanitarian emergencies) and Article 32 (International Co-operation)
<b>European Consensus on Development</b>	(2006/C 46/01) Council of Europe, EU Common Position for the Fourth High Level Forum on Aid Effectiveness

## Questionnaire for the Training Center

- Name of the Centre
- Legal Entity of the Centre
  - ☐ Private
  - ☐ Public
- Aim (Στόχοι) of the organisation

1. Definition of I.D. according to your center. (if possible)

2. The center is focused on

- ☐ Local level (providing a type of care and training)
- ☐ National level (Implementing National and European legislation with training)
- ☐ E.U. level (Providing all the above and takes part to European Programmes as well.)

3. What is the purpose of the training center?

- ☐ Further Training
- ☐ Employment of I.D.
- ☐ Other (define)

4. Type of training that is given and it's relation to implementing national or EU legislations.

5. Are there any obstacles on delivering your services?

- ☐ Time
- ☐ Financial Reasons
- ☐ Policies

- Lack of:
- o Local interest
- o National interest
- o EU interest
- Other (define)

6. What is the Centre's basic understanding of policy implementation?

7. What kinds of policies is the center implementing, if any?

8. Are there difficulties of implementing policies or programmes in the center?

9. Are policies received or related to the center and the trainees, made on a EU level, a National level or are they a product of equal collaboration of both?

10. How do you expect the policies to be implemented in policies regarding Employment, Training, Independent Living, Equality and Accessibility?

11 a. Do Centers help on the implementation of policies and programmes? If yes, how?

11 b. Since 2008 how has the implementation benefited from the EUROPE 2020 strategy?

11 c. What are the objectives your Center is called to achieve this year?

12. Name examples of policies that you are implementing or have implemented in the past 5 years.

13. According to your knowledge, have the policies increased or decreased the past 5 years since the year 2000?

14. The same question since the year 2008.

15. Are the implementation practices the same?

16. From where did you fund the implementations since 2000 and are the sources the same since 2008?

17. If they have been shifted what do you think that is?

18. Does the implementation of policies and programmes meet the needs of the I.D.? If yes how?

19. If not how?
  20. Are the policies implemented viable in the long-term?
  21. What is your experience on the implementation of policies?
  22. Why policies are succeeding and why not according to your opinion?
  23. Does the training Center influence national or EU policies? If yes how? If possible give an example.
  24. How does your Center or the appointed authority, monitors the implementation of policies and programmes?
  25. Is the monitoring successful? Are there any obstacles?
  26. Do you believe that the present monitoring agent, influences the implementation in a positive or a negative way?
  27. Do you believe that the proposed Center for Equal Opportunities of the Disabled in 2001 would have monitored and implemented the policies better?
  28. What do you know about the never implemented Center for Equal Opportunities of the Disabled?
  29. The adjustment of polices in your Center are they positive or negative for the I.D. for the past 5 years? Give an example if possible.
  30. Is the impact of policies the same as it was between the years 2000-2007?
- YES/NO
31. What is your opinion on legislation N.3699/2008?(Greece only)
  32. How has your Centre implemented it?
  33. Is there any other law that you thing it needs more attention from Training Centers?
  34. Which programme was the most successful at your Centre? (ex. Horizon, EPAEK, Leonardo Da Vinci 02-03, Equal, Leonardo Da Vinci 03-06, European Year for Equality, BENE)

35. Is there a reason on why it was successful?
36. Is it still implemented?
37. If not/yes why?
38. Does policy implementation need changes? Are you able to contribute or influence those changes?
39. Does the Training Center meets the targets of policy implementation?  
→ Yes  
→ No  
Give an example if possible.
40. Is there a possibility to exceed the expectations of the targets placed? (In Greek it has been translated differently)
41. Are you responsible for the evaluation of the policies/ programmes etc? If yes how do you evaluate them?
42. What are the criteria of that evaluation on whether the implementation is successful?
43. Which is the newest policy/programme for the I.D. you are aware of?
44. Which is the most recent policy/programme implementation for your Centre?
45. How do the I.D. have access (for admission) to the training center and its services?
46. Which are the constraints of the Center regarding accessibility (for admission) and services?