Country Report

Greece

Client: European Commission

Rotterdam, London, 11 November 2011

Country Report PES PMS

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ECORYS

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Summary

ID	
Country	Greece
Name PES	Manpower Employment Organization (OAED)
Name researcher	MC, EvN
Additional remarks (e.g. source gaps, problems, challenges)	Country visited

1 Background information

General information PES		Source*
Mission & tasks & targets	The OAED is the main institutional body which implements government employment policy and assesses the impact of this policy on employment. It also works towards improving the qualifications of the labour force and offering them support. To this end, the OAED operates in various fields: Matching labour supply and demand through labour market intervention and job placement. These tasks are carried out by the employment offices, which have a threefold function: 1) They inform the employers on financial incentives for the creation of new job positions and mediate in the labour supply and demand matching process; 2) They register vacancies and find the appropriate registered jobseeker to fill them. 3) They provide advice to jobseekers from disadvantaged groups who are having difficulty finding work and provide all registered jobseekers with information concerning new developments and trends on the labour market, particularly with respect to new skill needs. data. The OAED is responsible for paying out benefits and social security allowances such as unemployment benefits, special seasonal allowances, children's allowances, maternity allowance and military service allowance. The OAED also provides vocational guidance through its special services, offering information on training and employment prospects especially to young people aged between 15 and 18 and newcomers to the labour market. The OAED subsidises employers who create jobs for particular groups of the population, e.g. youth, unskilled workers, women, etc., as well as so-called new self-employed (first-time entrepreneurs). The OAED also promotes the vocational rehabilitation of disabled persons and other vulnerable groups such as those recently released from prison and ex addicts, by adopting special	http://www.eu-employment-observatory.net/ersep/g_uk/00600007.asp

General information PES		Source*
	measures which are carried out in six employment offices for special social groups. The OAED subsidises seasonal enterprises, enabling them to maintain turnover during slack periods	
Organisational setup (nr. of central, regional and local offices)	According to the OAED website there are 121 Centres for the Promotion of Employment (KPA - local offices), 7 regional Directorates and 1 central office.	http://www.oaed.gr/Pages/SN_166.pg
Human resources (nr. of staff if possible fte's) Please mention the year	3.183 (data taken on the 20/12/2011). staff (not available in FTEs), 2011.	Interviews.
Financial resources (annual budget) Please mention the year	The biggest part of the resources of OAED is approximately the following: 63,6% comes from social security contributions. Government and other public resources: 16,8%, ESF: 14,5%, other resources: 5,1%.	http://www.oaed.gr/Pages/SN_163.pg

Institutional context		Source
How closely linked is the PES to relevant governmental body? (*deconcentration*: is this a part of a ministry, is it a legal form, a separate agency?)	OAED is a Legal Entity subject to Public Law, supervised by Ministry of Labour and Social Security of Greece and administrated by a by a Governor and an Administrative Board.	http://www.oaed.gr/Pages/SN_163.pg
How much autonomy is given to regional and local level in PES? (*decentralisation*: who designs budget, the strategy etc.)	Not available.	
To what degree are services or tasks outsourced to voluntary or private sector? (*Privatisation*: which services are outsourced and to whom?)	Not available.	

Country information		Source
Sending or receiving country?	Sending country.	Eurostat data on immigration and emigration.
Background information: • % of employment; • % of unemployment; • the main challenges	• Employment rate: 61.4% (2007); • Unemployment rate: 8.3% (2007); • Business cycle: recession; • Main challenges:	• Karamessini et al Bank of Greece (2006); • Karantinos (2006); • National Reform

Country information		Source
on the labour market.	- Intense graduate unemployment among young cohorts (HE graduates aged 20-24: 32.6%, aged 25-29: 20.9%, 2005 data) and women compared to the EU average; - A low level of part-time employment compared to the EU average; - Over-education phenomenon due to intensified competition; - Duration of unemployment amongst the longest in EU15 (percentage of long-term unemployed: 53.6% in Greece versus 41.8% in the EU-15); - Highly unstructured and regulated labour market; - Low labour mobility, especially for women; - Low level of regional variation in employment and unemployment rates; - Need for employment protection for the new forms of employment in order to make them more attractive; - High rate of immigration with a resulting higher participation in the labour market for non-nationals than for nationals. It is thought that the immigrant population actually represents more than 10% of the total working population (Employment Observatory, Spring 2001); - High public sector employment when compared to the EU average; - Very high degree of self-employment in small-scale family businesses, with a resulting low level of job vacancies in the public employment service; - National Employment strategy; - Facilitating access to employment for the young, women and older workers; - Enhancing the adaptability of employees and enterprises; - Promoting social inclusion and equal opportunities; - Combating undeclared work.	programme for growth and jobs (2008); • Gladstone (2002).

2 PES performance measurement systems – Design

Purpose		Source
For which purpose was the performance measurement system established and for which level? (check for accountability; management information)	To measure the effectiveness of the offered services and to measure productivity. Initiative of the OAED. PMS is a tool to reorganise or redesign policy in order to achieve better results. Using the tool to set targets can increase productivity / efficiency.	Interviews.

Indicators		Source
What types of indicators are used to measure performance? (in terms of: inputs, outputs, results, impacts)	Output and intermediate result indicators.	Interviews.
Which (sub-) indicators are used for each type? (if there many, please put them in an annex)	List of scorecard indicators that are currently in use (as of March 2010) and for which data has been collected twice now: A1 – number and characteristics of registered unemployment in local PES. Characteristics include age, sex, geographic region, nationality, disabled, educational level, work experience, years of work experience, duration of registration at OAED (PES), unemployment duration; A2 – reason for registration at OAED; A3 – number and characteristics of job seekers compared to total number of registered unemployed; B1 – number of unemployed for whom OAED has completed a personal action plan (with the aid of a job councillor of a local PES); B2 – time between the completion of a personal action plan and placement of the unemployed person in a programme (ALMP, training, work experience/subsidised job) or new job; B3 – ratio of persons placed in subsidised job (by OAED) or in non-subsidised job (by matching a job seeker to a vacancy registered by an employer at OAED) including self employment; B4 –ratio of job placements by OAED by economic sector (by month); B5 – number of new vacancies for each local PES, by month and by economic sector; B6 – ratio of services that can be realised electronically compared to total services; C1 – ratio of registered unemployed people who have benefited from active labour market programmes before being unemployed for six months (ratio available for each type of	Interviews.

Indicators		Source
	programme). A number of the new indicators (still in development) have also been discussed during the interview. Not all the provisional indicators were discussed so the below list is not complete nor is it definitive. Indicators for the coordination unit: A1 –number of internal meetings between central employment Direction, local PES and 'peripheral' directions; A2 – number of instructions and tools designed centrally for each local PES, by month; A3 – number of phone contacts per month with local PES, for technical support / with citizens / with other organisations.	
Do indicators presuppose causal relationships (input-output; output-results; results-impact)? How?	There are links between outputs and (intermediate) results.	Interviews.

Targets		Source
Do targets exists, i.e. are indicators quantified? For who are targets set (central office, local offices, individual employees)?	Yes. Targets are set at the central level for the local PES. They are set already for current set of indicators. For the indicators that are being further developed, targets will be set after data on the indicators has been collected once.	Interviews.
Are targets SMART?	Targets for most indicators are smart.	Interviews.

Tools		Source
Does the PES PMS includes a Data Warehouse (DWH) and to which other administrations is this DWH linked?	Yes. The Data Warehouse is not linked to other administrations.	Interviews.
Is a tool (e.g. Balanced Scorecard) for presenting management information available?	No.	Interviews.

Quality assurance		Source
Is quality of client satisfaction measured? How and frequency?	Quality of client satisfaction is not measured at the moment but it will be measured in the future.	Interviews.

Management and support		Source
What are the main data sources of the PMS?	Information from local PES that is collected centrally in a database.	Interviews.
How is data collected and updated?	Through a central database in which information from local PES is collected.	Interviews.
Who has access to the data generated by the PMS?	Not covered.	

Tagging customers		Source
Are customers willing to work abroad or willing to hire foreigners especially tagged in the system?	No.	Interviews

Tracking customers		Source
Is contact maintained with clients to ascertain the results of activity/support provided? For example, are any follow-up surveys undertaken?	No.	Interviews.

Influence PES resources on PMS		Source
In which ways and to what extent is the PES PMS influenced by the PES resources, business models and national priorities?	Not covered as the PMS is currently being expanded.	Interviews.

3 PES performance measurement systems - Use

Performance management areas		Source
Is performance measurement being used for the operational, tactical or strategic level? By whom?	The PMS is used mainly for performance management. In order to make full use of the information that the PMS provides, human resources are needed. These are scarce as the OAED currently cannot hire new staff (staff that retires is not replaced) at the moment and the number of unemployed in Greece is growing (current total number of staff is 3,300 persons).	Interviews.
At which level(s) of the organisation is performance management practiced?	By the central PES management.	Interviews.
In which management areas (Human resources, Financial resources, Quality management, and Strategy development) are the findings of performance measurement used?	The Greek PES started last year in designing the PMS. A first set of (balanced scorecard) indicators was designed in March 2010. Currently, a working group is studying further indicators (to be added to current set of indicators). This is in its final stage. After completion, an external consultant will review and advise on the work of the working group. There will be indicators for all **four directorates, which are 1) employment, 2) unemployment benefits and** allowances **3) coordination unit (responsible for coordination of local PES) and 4) professional vocational training**. Indicators will be geared towards performance management.	Interviews.

PES mission and target setting		Source
Please describe the target-setting process: actors involved, frequency, etc.	Targets are set at the central level for the local PES. They are set already for current set of indicators. For the indicators that are being further developed, targets will be set after data on the indicators has been collected once. There is an explicit link between the PES performance measurement system and the PES mission & targets. During the design of the indicators the PES mission and targets were kept in mind. Targets are negotiated at various organisational levels PES.	Interviews.

Benchmarking		Source
Are sub national PES offices benchmarked for functional reasons, including	Yes.	Interviews.

Rewards		Source
Is target-realisation rewarded? How?	No.	Interviews.

4 EURES

Information about EURES		Source
General information about EURES (number fte's, cooperation with PES)	There are 24 EURES advisors and 17 assistants and one IT support person. EURES is part of the PES. Therefore there is a high level of cooperation. E.g. there is IT support and support from OAED management, and from the administrative and financial departments. The cooperation is also qualified as being good.	Interviews.
Most important stages and tools	1. There are EU job days twice a year (in Athens and in Thessaloniki). EURES advisors from other MSs attend. The job days are preceded by research into the interests of job seekers in Greece, e.g. in terms of Member States they would like to go to work in; 2. There are events organised in cooperation with University career councillors that provide information on job opportunities and possibilities to continue studying abroad to students. EURES advisors from other Member States also attend these events; 3. Information days are organised by EURES advisors in their region. These activities are aimed at job seekers who are interested in finding work in another Member States and at employers who are interested in hiring foreign workers. Information on how to use the EURES portal etc. is provided by EURES advisors. Through advertising on local television and radio job seekers and employers are made aware of the information days; 4. There is bilateral cooperation with other EURES offices. For example with Germany where there is a shortage of doctors while in Greece there is an oversupply. An event is organised where German employers are invited to Greece and are matched to job seekers (next year it will be for engineers instead of doctors). With Austria there is cooperation for the tourist sector. In Greece the peak for the tourist industry is in summer and in Austria in winter. There is also bilateral cooperation with the Netherlands and Sweden. Between Greece and Cyprus there is mobility due to the two countries having the same language. A training programme on social media is being set up together with the Cypriot EURES colleagues – EC funding has been applied for; 5. Provision of information on living and working conditions in Greece, on social insurance, on how to find a job and accommodation and on the labour market of each region in Greece (vacancies, unemployment levels, information on how	Interviews.

Information about EURES		Source
	difficult/easy it is to find a job by ISCO category) is published on the EURES portal and updated every six months; 6. OAED registered vacancies are uploaded into the EURES portal daily; 7. Pilot project on video conferencing (between employers in other Member States and job seekers in Greece, through facilities at OAED and using Skype). EURES advisors already use Skype while communicating with each other. Skype can also be used to contact the helpdesk in Brussels; 8. Training of EURES assistants (1 – 2 days) on the use of the portal, which is an important tool for EURES; 9. Workshop with local PES line managers to increase their knowledge on EURES and the role of EURES advisors. This is important as many EURES advisors work in local PES and spend a lot of their time on other (PES) tasks. As over 500 PES personnel retired last year and no new personnel can be hired and as there is more unemployment in Greece, there is a shortage of human resources in the PES. It is the aim of the EURES unit to increase the time spent on EURES by local advisors and important to inform the local line managers of the importance etc.; 10. Exchange of advisors to learn from practices in other MSs that work well. EURES takes part in a forum organised by OAED that informs the general public on its services.	
Assessment of the tools: what works well and why and what needs some improvement	Tools, in order of importance: • EURES portal; • Skype; • EURES site on the OAED website; • TV, radio, newspapers to inform the public on activities; • Facebook (will become more important); • Brochures, leaflets, flyers, cd-roms; • Information packages for employers; • Evaluation forms that are handed out to all participants to improve EURES services; • Promotional material provided by the EC. Bilateral cooperation works well, especially when employers come to Greece. The aim is to extend this. Portal: the quality is reasonable but it has more potential. It is often too slow and could be more user friendly. An attempt (by the EC) to migrate the portal to a new system failed. Now the old system is being improved	Interviews.

Information about EURES		Source
	gradually; progress is being made. EURES advisor him/herself is a tool and a vital part of EURES. Together, advisors form an effective network and have personal contacts with employers and job seekers.	
Which factors facilitate or hinder cross-national placement of individuals by EURES. Describe short their impact.	Factors that hinder placement: • Vacancies for some types of jobs are not posted on the EURES portal by some MSs or delay. The UK for example publishes all its vacancies – both private and public sector jobs; • Lacking language skills are often a barrier; • Sometimes employers do not communicate clearly enough on the skills required for a particular vacancy (if a job seeker finds a job abroad and things do not work out this is a big problem for job seekers); • EURES advisors have limited time available for their EURES work. Often it is less than 20 percent of their time. This hampers cross-national placement of individuals by EURES. Factors that facilitate placement: • Cooperation between advisors in Greece and other MSs is a strong point. Especially the personal contact between advisors; • Cooperation with other organisations: career offices, social partners, embassies is another strong point facilitating the placement of individuals by EURES; • Promotion of EURES in general; • Contact between job seekers and advisor: it is necessary for an EURES advisor to clarify to job seeker what an employer needs / expects in order to well prepare job seeker for a job abroad / for job seeker to succeed; • The EURES Portal.	Interviews.
Opinion on the current way/form of reporting in the EA Monthly reports? What works well what does not	EC should follow up on reporting and provide feedback on quality of reports. All advisors should report and the reports should be made available to the EURES manager, which is currently not the case (Greek EURES manager cannot access the reports of Greek EURES advisors). It is unclear to the EURES manager what the EC does with the information provided in the EA monthly reports. The information could be a tool for the EURES manager as well. Now, there is separate internal reporting to the EURES manager so the manager has information on performance. The internal report is much more detailed than the EA monthly reports. It includes an excel file that	Interviews.

Information about EURES		Source
	is filled out by the EURES advisor and signed by the advisor and his/her line manager. The excel file includes information on: • Mails, calls, contacts (#'s and % answered); • Countries that job seekers are interested in; • Contacts with EURES advisors from abroad; • Professions/occupations that job seekers look for; • Personal characteristics of job seekers; • Time spent on EURES per month; • # of contacts with employers; • # of placements. Improvements would include: • More feedback from EC (including making the reports available to the EURES manager); • More detailed monthly reports.	
Alternative ways for measuring the performance of EURES (describe shortly)	By measuring the use of the portal by job seekers (counting the number of employers in the system and the number of job searches in the portal). This information is currently unavailable to the Greek EURES unit but would be useful to assess its performance. Statistical tools should be created to measure the number of searches by employers and job seekers in the portal and to obtain information on what they look for in terms of skills and occupations. Policy can be adjusted on this basis.	Interviews.
What other data is available for measuring the performance of EURES (other than that included in the monthly reports)?	Data available through the separate internal report that EURES advisors send to the EURES manager, including information on: • Mails, calls, contacts (#'s and % answered); • Countries that job seekers are interested in; • Contacts with EURES advisors from abroad; • Professions/occupations that job seekers look for; • Personal characteristics of job seekers; • Time spent on EURES per month; • # of contacts with employers; • # of placements.	Interviews.
In your opinion, what are (or could be) the best indicators for measuring the impact of EURES on geographical mobility?	By measuring the use of the portal by job seekers (counting the number of employers in the system and the number of job searches in the portal), the performance of EURES could be monitored in an alternative way. This information is currently unavailable to the Greek EURES unit but would be useful to assess its performance. Statistical tools should be created to measure the number of searches by employers and job seekers in the portal and to obtain information on what they look for in terms of skills and occupations. Policy can be adjusted on this basis.	Interviews.

Information about EURES		Source
	To measure the impact that EURES has on geographical labour mobility there is a need to follow up on people that are advised by EURES in order to track the results / effectiveness and to account for the budget and time spent on EURES activities. Outputs alone are not enough to account for this or to assess effectiveness, results indicators are needed as well. Indicators could include the number of hits/clicks in the portal by occupation, time spent using the portal, rate of change of CVs in the portal (CVs entered and updated), quality of CVs searched, number of CVs searched. Quantitative information (numbers) is needed.	

5 Geographical labour mobility

5.1 Design

Specific to geographical mobility		Source
Is the performance of geographical mobility activities other than EURES assessed?	Not yet. The Greek PES started last year in designing the PMS. A first set of (balanced scorecard) indicators was designed in March 2010. Currently, a working group is studying further indicators (to be added to current set of indicators). This is in its final stage. The new set of indicators does include those on geographical mobility activities. Domestic geographical mobility resulting from PES activities is not high in Greece. Domestic geographical mobility is mainly the result of seasonal work, which is often informal (e.g. a family business in the tourist industry hiring the same workers every year informally and not through a vacancy that is registered at the PES.	Interviews.
Do indicators related to geographical mobility activity exist within the PES performance measurement system?	Not yet. The Greek PES started last year in designing the PMS. A first set of (balanced scorecard) indicators was designed in March 2010. Currently, a working group is studying further indicators (to be added to current set of indicators). This is in its final stage. The new set of indicators does include those on geographical mobility activities.	Interviews.
Are targets in place?	Performance will be assessed for activities concerning EURES, with the aim of measuring the effectiveness of the EURES network. Once indicators for geographical mobility activities are in place, targets will be set.	Interviews.
Does the PES collect any (other) data on geographical mobility activity (i.e. which is not included in the performance measurement system)?	No other data on geographical mobility are collected by the OAED.	Interviews.
Does the PES also monitor geographical labour mobility on the basis of data provided by another organisation (e.g. statistical office)? Which indicators are used?	No.	Interviews.
Where in the PES is data collected and processed?	Data will be collected centrally.	Interviews.
How is quality of service/client satisfaction	Not measured.	Interviews.

Specific to geographical mobility		Source
related to geographical labour mobility activities measured?		
Is contact maintained with clients to ascertain the results of services related to geographical labour mobility provided? For example, are any follow-up surveys undertaken?	No.	Interviews.

5.2 Use

Specific to geographical mobility		Source
At what organisational level (strategic, operational, etc.) and frequency is the effectiveness of services related geographical mobility monitored?	EURES collects (some) information on geographic mobility. As the number of migrants to and from Greece is limited, it is not considered being important compared to other indicators. When the volume of geographically mobile workers increases, the OAED will attach more weight to the indicator.	Interviews.
Is monitoring information or data used to inform future activity/resource allocation?	Not explicitly addressed during interview. The interviewee stated that geographical mobility is currently a low priority for the PES but that this could change when the volume of geographically mobile workers increases (in other words, could lead to more resources being allocated to geographical mobility).	Interviews.
Are good practices identified and shared? By whom?	Not covered.	
Where and when is information on geographical mobility and associated activity used? Is it shared with cross-border/trans-national partners?	EURES collects (some) information on geographic mobility. As the number of migrants to and from Greece is limited, it is not considered being important compared to other indicators. When the volume of geographically mobile workers increases, the OAED will attach more weight to the indicator.	Interviews.

Annex

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