

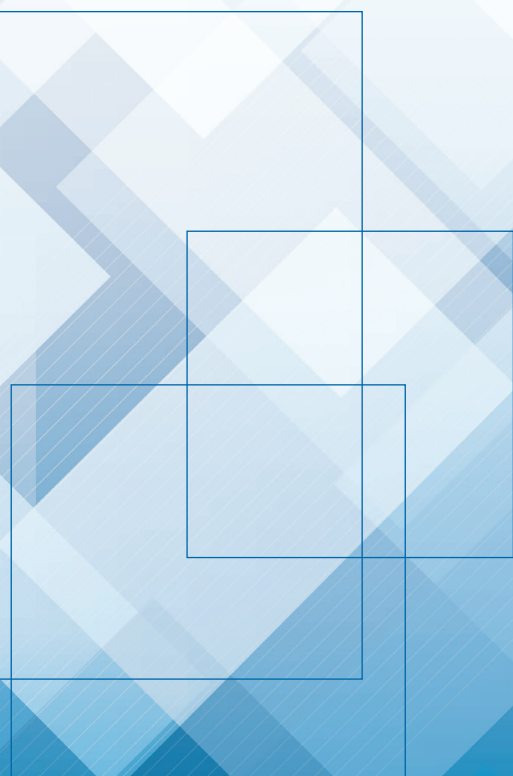


International
Labour
Organization



Towards a stronger Kinofelis:

Recommendations for the
strengthening of future phases



Development
and Investment
Branch

Employment
Policy
Department

Preface

This publication was produced by the International Labour Office (ILO) in the context of the project “Support to a new generation of Public Works Schemes (Kinofelis) in Greece”. The Kinofelis programme targets the long-term unemployed and provides them with eight months of employment in projects in participating municipalities.

The ILO support project was implemented between September 2016 and November 2017 and provided support to the Ministry of Labour, Social Security and Social Solidarity (MOL) with the implementation of the Kinofelis programme. The project provided a wide range of technical support with the following focus areas:

- Improve the design of Kinofelis, by helping to introduce the innovations as compared with previous phases;
- Strengthen the capacity of stakeholders to implement the program through training;
- Improve relevance and quality of the public works projects implemented by municipalities through improved selection processes and quality assessments; and
- Strengthen reporting, monitoring and evaluation systems and procedures of the Kinofelis programme.

This report is one of the outputs of this project.

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The team would like to thank all those who supported and actively participated in this project, including the municipalities throughout Greece, the National Project Team of the Ministry of Labour, the national and local Manpower Employment Organization (OAED) and the World Bank team that participated in the Working Group on Alignment of Public Works Programmes with the Social Solidarity Income. Particular thanks go to the Alternate Minister Rania Antonoupoulou, Myropi Komninou, Katerina Exertzoglou, Anna Tousi (formerly from MOLSSS); Haidi Latsi (OAED); Geraldine Mahieu, Simone Marino and Theodora Giourokou (SRSS).

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Abbreviations

ALMP	Active Labour Market Policy
ASEP	Supreme Council for Civil Personnel Selection
EKDAA	National Centre for Public Administration and Local Government
EC	European Commission
EU	European Union
ILO	International Labour Organization
ISCO	International Standard Classification of Occupations
IT	Information Technology
JMD	Joint Ministerial Decree
KEK	Centre for Professional Training
KPA2	Local OAED office
LTU	Long-Term Employment
MIS	Management Information System
MOL	Ministry of Labour, Society Security and Social Solidarity
NGO	Non-Governmental Organizations
NSRF	National Strategic Reference Framework
OAED	Manpower Employment Organization
OHS	Occupational Health and Safety
PEP	Public Employment Programme
PIM	Programme Implementation Manual
SEPE	Labour Inspection Corps
SRSS	Structural Reform Support Service (European Commission)
SSI	Social Solidarity Income

Introduction

The recommendations and proposals presented in this report arise from the ILO Project to Support Kinofelis during 2016/17. They draw on the feedback and insights gained from project stakeholders, including the Kinofelis Team of the Ministry of Labour, Society Security and Social Solidarity (MOL), extensive site visits, interviews with and training of municipal officials, entry and exit interviews with participants as well as focus groups.

The recommendations and proposals fall into three broad categories; and within each category, there is a set of specific recommendations. The three categories of recommendations are:

- 1. Recommendations for scaling up and institutionalizing Kinofelis;**
- 2. Recommendations for improving implementation and impact of the ongoing programme;**
- 3. Recommendations for seizing opportunities and mitigating risks arising from the introduction of the Open Framework.**

The next section presents an analytical framework for Kinofelis and its current and proposed future roles. In the sections that follow, each of the three broad categories of recommendations are presented in more detail; and for each category, the specific recommendations are summarised. The recommendations are presented in the annex to this document, with the following details:

- A more detailed explanation of the recommendation,
- The rationale behind the recommendation;
- Guidance on how the recommendation can be implemented; and
- The risks or implications of implementing the recommendation.

Furthermore, each recommendation is referenced back to the relevant chapter of the Programme Implementation Manual (PIM).

Analytical framework for Kinofelis

Public employment programmes (PEPs) are considered as having four main levers of impact – all of which are relevant to programme design:

- The employment of participants offers a form of activation, in a period of low market demand for labour, by interrupting periods of unemployment, in particular long-term unemployment (LTU), maintaining or re-establishing work-readiness and limiting the decline in productivity characteristic of LTU. This requires alignment and integration with wider employment policy and with Active Labour Market Policy (ALMP) strategies. In the current Greek context, this includes, inter alia, alignment with the evolving Open Framework approach to ALMPs.
- The incomes earned by participants have a direct anti-poverty effect and complement other social protection measures. Alignment and synergy with other social protection efforts is therefore required.

- Through the delivery of public goods and services, the programme can enhance the delivery of a wide range of the government's policy priorities in relation to, inter alia, infrastructure maintenance, the environment and social and cultural services. In a context of resource constraints, project selection needs to ensure optimal use of such public investment – on terms that also optimize the employability effects on participants of the work undertaken.
- The investment in both incomes and in procurement related to the public goods and services delivered contribute to indirect and induced impacts on both job creation and on economic growth. Any cost-benefit analysis of such programmes should take such indirect and induced impacts into account.

Within this framework, Kinofelis has been designed to correspond to the specific circumstances in Greece and to the current priorities of the Greek government, taking into account limited fiscal resources. These are reflected in some of the choices in programme design, for example giving preference to those with lower incomes, with higher numbers of dependents, and those aged above 45 years.

Shifting roles of public employment programmes at different stages of an employment crisis

At the height of an economic crisis, when market demand for labour is at its lowest, public employment programmes are often the only form of activation that is feasible, particularly since most other ALMPs require some level of market demand for labour to be effective. At the height of the crisis, however, the ability of participants to transition into the wider labour market on exit from the programme will be at its lowest. In this context, the more immediate social protection effects of the programme are most prominent in the minds of participants.

Yet, as is often the case, characterizing or even stereotyping PEPs as simply a social protection measure risks underestimating the wider labour market effects of this form of activation. In fact, PEPs support resilience of the labour market and its ability to recover when conditions change. PEPs provide a holding strategy that mitigates the negative – and costly – social impacts of long term unemployment, while at the same time keeping the unemployed work-ready for when the recovery starts. By limiting the loss of productivity characteristic of long-term unemployment, this form of activation enables a more rapid recovery when economic conditions allow. For evidence of the role of Kinofelis in these respects, see the Participant Evaluation outcomes, based on entry and exit surveys, in the *A Study on Social Impacts* report.

If PEPs are taken to scale relatively quickly at the start of a crisis, they can limit the decline of work skills and of productivity and maintain the discipline associated with work, so that people are 'work-ready' when the recovery begins. If, however, long-term unemployment has set in before the start of a PEP, then its role is to offer a transitional form of activation to rebuild work readiness. This in turn is likely to improve the success rates of complementary ALMP

interventions such as training, internships or placements in the private sector. Hence, for many follow-up ALMPs, a PEP may be a necessary condition for their success.

In the context of Greece, most participants in Kinofelis had already experienced more than two years of unemployment before joining the programme – with the single largest category having been unemployed for more than five years. This reflects good targeting of the LTU by Kinofelis; but it means participants are likely to have suffered the full negative effects of LTU, making it particularly difficult for Kinofelis to transition beneficiaries into sustainable employment.

Within the private sector, the effects of LTU on productivity are well understood; and long periods of unemployment put applicants right at the back of the labour market queue. This is an important reason not to limit such a programme only to LTU, because of the risk of stigmatization. The negative effects of LTU are also likely to negatively impact on the success rate of any other forms of ALMP in which they may participate, raising the question of *the need for sequencing of interventions* to achieve maximum effect: *with Kinofelis bridging the gap between LTU and other forms of activation.*

As the recovery begins, the role of public employment can be expected to shift. Here the interface with other ALMPs becomes increasingly relevant, with renewed labour market demand creating opportunities for participants to exit into other forms of employment: either directly from Kinofelis or with the further assistance of complementary ALMPs.

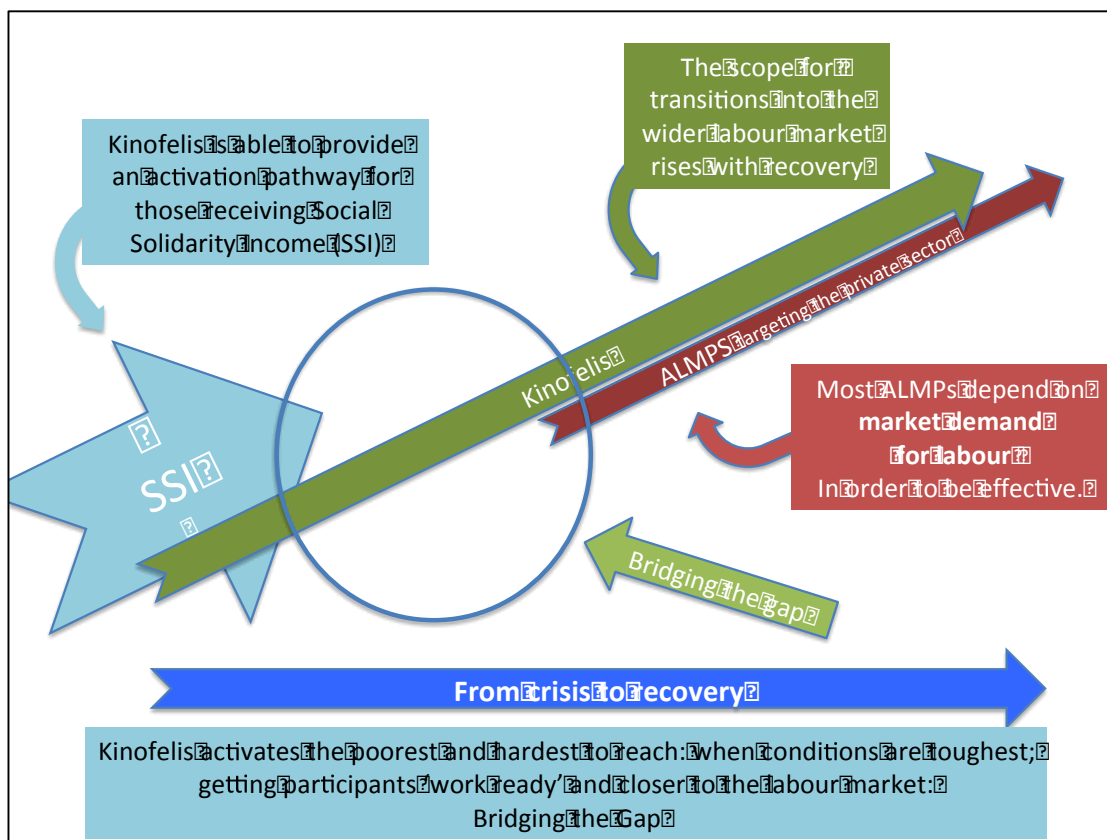
In a context in which the Greek government is moving towards an Open Framework approach to ALMPs, it also becomes necessary to identify the role of Kinofelis within such an approach, and the recommendations take this context into account. In the Open Framework, people who register as unemployed will be profiled by the Manpower Employment Organization (OAED), which is the Greek public employment service, and – based on this profiling – will be counselled on the choices of ALMPs available to them. This assumes that an appropriate menu of ALMPs will be available for each profile category.

Most ALMPs are targeted at those deemed “close to the labour market”: a smaller and easier-to-reach target group, with Kinofelis aiming at the larger and more difficult constituency of the long-term unemployed for which there is often a strong overlap with participation in the Social Solidarity Income (SSI). For the poorest among the LTU, their most immediate priority may be participation in SSI. If and when, such participation has addressed their most immediate needs, the scope to participate in activation may increase.

The Open Framework will be most effective if it is designed in such a way as to facilitate the sequencing of interventions most appropriate for a given unemployed person, both with respect to the socio-economic environment (e.g., the stage of the crisis and the state of labour market demand) with which s/he is confronted, and with respect to the applicant’s profile (e.g., state of work readiness, age, gender, education, acquired skills and work experience). Within the Open

Framework, OAED employment counsellors will be required to advise their clients from both the demand and supply sides of the labour market.

In conclusion, Kinofelis can be understood as a counter-cyclical policy instrument: required at the greatest level of scale at the height of the crisis, and at a reduced scale as recovery takes hold. In addition to its changing role at different stages of demand in the economy, Kinofelis plays different roles for different target groups. While its role for the LTU has been described, it is also important, when possible, to pre-empt the onset of LTU among those “closer to the labour market” in contexts in which low labour market demand puts them at risk of joining the LTU. Therefore, Kinofelis can also help other groups, including youth and the newly unemployed, to maintain a foothold in the labour market. Some of these dynamics are captured in the figure below.



Recommendations

Category 1: Recommendations for scaling up and institutionalizing Kinofelis

During the current phase of Kinofelis, the Government moved rapidly from pilots in 51 municipalities, to a national roll-out in the remaining 275 municipalities. Nevertheless, the programme, despite offering only an eight-month work opportunity at the minimum wage, was

able to accommodate less than 10% of the applicants. This group of recommendations proposes further scaling up Kinofelis and institutionalizing it as a permanent counter-cyclical mechanism for job creation, alongside other ALMPs. Greek authorities face severe fiscal constraints, and therefore these recommendations imply that scarce national resources should be prioritized for scaling up Kinofelis. The recommendations to scale up the programme is made for these five reasons:

A. The overwhelming demand for the programme among the unemployed

So far, the number of applicants is more than tenfold the number of actual beneficiaries in the programme. This has been achieved with little effort in advertising the programme. Furthermore, the uptake of the programme is more than 90%, much higher than other ALMPs. Furthermore, even where successful applicants do not take up the programme, the main reason is that applicants cannot provide proof of qualifications, rather than lack of interest.

B. The small scale of the programme in relation to the number of unemployed

Currently the programme can reach only a small proportion of the officially registered unemployed and of the long-term unemployed. Furthermore, virtually no other activation options are offered for the long-term unemployed. In addition, as shown in the international examples cited below, Kinofelis is still very small in relation to the scale achieved in other countries tackling similar challenges.

C. The positive impacts of Kinofelis on beneficiaries and communities

As reflected in the social impacts report, the programme has had important positive impacts on both beneficiaries and their communities. This includes psycho-social impacts as well as activation effects that contribute to the productivity and work readiness of participants, thereby preparing them for reintegrating the labour market when labour demand recovers.

D. The specific and unique role of Kinofelis among ALMPs within the current context

Kinofelis is unique in its ability to activate the unemployed, even in periods of low labour demand, albeit for a limited period. Because of the extent of unemployment, the need for this activation is likely to remain, even as labour demand improves. The specific advantage of Kinofelis is its ability to integrate the most difficult to reach group of the unemployed, the over 50-year-old, long-term unemployed. For this group, Kinofelis is likely to remain the most important activation strategy. However, this is not the only group experiencing long-term unemployment, nor is it only the long-term unemployed who apply to participate in the programme. The need for diversity among the programme's beneficiaries is addressed in the recommendations, with a mix in age groups and experience contributing to the strength of the work experience for all participants.

E. International experiences with programmes such as Kinofelis

Despite its growth, Kinofelis remains a relatively small programme. In other European Union (EU) countries in which unemployment has not been as severe as in Greece, direct job creation programmes have played a more important role as an ALMP strategy. For example, between 2008-2013 in seven EU member states (Slovakia, France, Germany, Ireland, Bulgaria, Hungary, Slovenia), more than six per cent of persons wanting to work participated in direct job creation

programmes, while in Greece less than two per cent participated. By this measure Greece ranked 18th over this period (European Commission, 2014).

Other countries facing severe crises have also typically responded on a larger scale than Greece. For example, after the 1998 crisis in South Korea, the number of unemployed increased by 1.7 million and the government response included a public works programme that reached 1.6 million people in 1999 (Lee, 2000).

In Argentina, after its financial collapse and default in 2002, the *Jefes* programme reinserted almost 750 000 of its beneficiaries into formal employment (Kostzer, 2008).

The recommended expansion of Kinofelis, however, does not necessarily imply a continuous process, with the programme having a counter-cyclical function, hence contracting as labour demand increases and expanding when demand decreases.

Summary Specific Recommendations (Full details in Annex A)

Recommendation No. 1.1:

Institutionalize Kinofelis as a counter-cyclical program.

The programme should be institutionalized as an ongoing, counter-cyclical programme that aims to reach a minimum agreed percentage of the LTU, at a scale able to achieve macro impact.

Recommendation no. 1.2:

Develop a clear and transparent procedure for the MOL/OAED to allocate the available Kinofelis openings per municipality.

Recommendation No. 1.3:

Consider increasing and diversifying the types of executing agencies (above and beyond municipalities).

Recommendation No. 1.4:

Integrate Kinofelis into a tripartite consultative mechanism on ALMPs in Greece.

Category 2: Recommendations for improving implementation and impact of the ongoing programme

Kinofelis has evolved over its first three phases and it is important that this evolution continue. In its third phase, characterized by a project-based approach and other innovations, there was increased attention to data collection and programme evaluation.

The specific recommendations aim to have different effects. Some will enhance the positive – or reduce the negative - impacts which were observed on beneficiaries. Others are meant to

increase the efficiency and reduce the administrative burdens of the programme, thereby facilitating its expansion, even in a context of limited resources. Some of the recommendations are meant to address areas of confusion or contention (which can in turn cause delays or friction between different stakeholders) by improving the alignment of Kinofelis with existing legal frameworks and requirements.

Summary Specific Recommendations (Full details in Annex A):

Recommendation No. 2.1:

Improve consultation in the project selection process: executing authorities should be encouraged to adopt open and transparent procedures for project selection involving consultations with local communities and stakeholders.

Recommendation No. 2.2:

Address inequalities in hiring: mainstream gender considerations into project selection.

Recommendation No. 2.3:

Institutionalize the practice, introduced by the ILO project, of OAED providing executing authorities with data on local unemployment.

Executing authorities should be provided with the profile of local unemployed – generated from OAED statistics – prior to project registration to better inform project selection.

Recommendation No. 2.4:

Harmonize the two different classification systems used in the programme for occupational specializations

Two different lists are used for specializations, namely ISCO 2008 and the list used in the Call to Applicants which is ratified by ASEP. These should be harmonized so they match each other and are more easily understood by stakeholders.

Recommendation No. 2.5:

Abolish the specialty called “general duties” to prevent beneficiaries being assigned tasks which are unsuitable to the project-based approach and which support the regular ongoing functions of municipalities.

Work that is suitable for unskilled or low-skilled beneficiaries should be specified as auxiliary work so that the tasks involved are both clear and specifically linked to a given project.

Recommendation No. 2.6:

Continue training and capacity building sessions for executing authorities by MOL officials on a regular basis.

Such training should become an integral part of programme delivery, using the peer learning approach developed with support by the ILO over the last year, and focused *inter alia* on project selection, design, quality assurance and strategies to enhance impacts.

Recommendation No. 2.7:

Specify project titles, not only the specializations, for the available positions published in the Call for Applicants.

Providing project titles will help applicants better understand the kind of work for which they are applying and limit the possibility for municipalities to allocate beneficiaries to work that falls outside the scope of the projects which have been registered.

Recommendation No. 2.8:

Reduce the high numbers of successful applicants who are disqualified due to the lack of formal proof of qualifications and skills by better alerting them to these requirements.

Recommendation No. 2.9:

Change the wording of the relevant sections of the “Call for Applicants from OAED” to ensure that the call and guides for applicants reflect basic principles of gender and ethnic equality.

Recommendation No. 2.10:

Make available a list of Information Technology (IT) centres to IT illiterate applicants to assist them in applying to the programme.

Currently there is no public assistance for IT illiterate applicants. Applicants should be able to receive assistance, access to IT hardware, and digital networks in completing their applications from designated Centres.

Recommendation No. 2.11:

Clearly separate eligibility criteria from selection criteria based on preferential points.

It is recommended that the eligibility requirements be limited to:

- Being registered as unemployed with OAED;
- Being over 18 years of age;
- Being legally permitted to work in Greece (an EU national or possessing a valid work permit); and
- Having the physical and linguistic capacity to perform the assigned tasks.

All other characteristics, such as household size, duration of unemployment and age, should, through the awarding of additional points, be used as selection criteria to determine the successful applicants from the pool of those eligible.

Recommendation No. 2.12:

Introduce a clear procedure for the dismissal of beneficiaries.

This procedure should include, among others, checking the validity of claims for dismissal and arbitration.

Recommendation No. 2.13:

Allow Kinofelis participants to aggregate leave days to enable them to take leave in one period.

Beneficiaries should be able to accumulate unused leave days during any given month and apply them later during their eight-month work placement. The overall number of leave days during the programme should not change.

Recommendation No. 2.14:

Investigate allegations of abuse by KEKs (Centres for Professional Training) and explore alternative training delivery mechanisms and/or possible measures to improve the quality of training they provide.

Recommendation No. 2.15:

Expand the menu of transversal training offered to beneficiaries.

Currently, training offered to Kinofelis beneficiaries is limited to IT training, a workshop on the social economy, and on-the-job training received within the projects. IT in particular was identified as a transversal skill, improving employability across all skills bands. An expanded menu of training options in Kinofelis should focus on analogous forms of transversal training (rather than on more specialized skills) that enhance employability.

Recommendation No. 2.16:

Introduce greater flexibility in the scheduling of training.

Training should be delivered separately from the period of employment to limit interference with project implementation. As there are logistical challenges to undertaking training at the start of the employment period, it is suggested that training be undertaken after employment ends.

Recommendation No. 2.17:

Capitalize on the opportunities for on-the-job training created under Kinofelis.

In a context in which many applicants have valuable skills and experience, integrate a mentorship role into the project design.

Recommendation No. 2.18:

Conduct workshops on the social economy in the Municipalities.

Exposing participants to existing social economy initiatives in the local economy or beyond provides one option for strengthening pathways into sustainable employment on exiting the programme. Partnerships with social economy support agencies can also enable skills transfer and coaching while people still have the security of working in Kinofelis.

Recommendation No. 2.19:

Institutionalize site visits as an oversight mechanism.

Regular site visits should be an integral part of all future phases of Kinofelis. In addition, the OAED and National Strategic Reference Framework (NSRF) Executive Structure's mandates should not be limited to conducting desk checks of attendance and other reports received from municipalities, but should also include site visits to verify the progress and quality of the projects based on the criteria that the Municipalities have submitted in the Management Information System.

Recommendation No. 2.20:

Institutionalize regular health and safety checks as a standard feature of Kinofelis.

Such checks will improve health and safety and align Kinofelis with standard practice both nationally and within Europe.

Recommendation No. 2.21:

Introduce exit counselling session with OAED prior to exit.

The best time to provide this counselling would be before participation in Kinofelis comes to an end and when beneficiaries need to start preparing for a transition to other work or training options, including ALMPs.

Recommendation No. 2.22:

Improve the visual branding and increase the visibility of Kinofelis projects through the use of logos, banners, signs, flags.

Such measures will build better awareness and public support for the programme.

Recommendation No. 2.23:

Introduce personalized letters of recommendation as a regular feature of Kinofelis.

These letters can support beneficiaries in future job searches and represent one step in improving their chances to transition into sustainable employment.

Recommendation No. 2.24:

Introduce the voluntary option of part-time work to provide flexibility for participants.

Greater flexibility in working hours would help beneficiaries with domestic duties and provide time to those to searching for other work.

Recommendation No. 2.25:

Partner with employers' organizations, with trade unions and with other stakeholders to enhance employability effects of the programme.

Such organizations could advise on particular projects and activities that would develop work experience and skills that are in higher demand and thereby improve employability.

Recommendation No. 2.26:

Consider introducing different pay-scales within the programme to better attract the higher skills required.

Different levels of pay would make it possible to implement a wider range of projects with higher skill requirements, to increase the motivation of workers with special skills and to improve the quality of work.

Recommendation No. 2.27:

Continue to improve the scope and methodologies for programme evaluation, with a focus on how its impact differs for different categories of beneficiaries.

The baseline survey evaluation report has provided valuable guidance to the programme, including through these strategic and operational recommendations.

Recommendation 2.28:

Explore and develop new mechanisms to finance non-wage costs.

While Municipalities in general have been able to address the challenge of financing non-wage costs, better planning by and support to municipalities would improve the quality and impact of projects.

Category 3: Recommendations to seize opportunities and mitigate risks arising from the introduction of the Open Framework

In a context in which the Greek government is moving towards an Open Framework approach to ALMPs, the following recommendations propose the role of Kinofelis within such an approach. In the Open Framework, people who register as unemployed will be profiled by OAED and, based on this profiling, will be counselled on the ALMP choices available to them. This procedure assumes an appropriate menu of ALMPs for each profile category is available.

Most ALMPs envisaged are, however, targeted at those deemed “close to the labour market”: a smaller and easier-to-reach target group, with Kinofelis aiming at the larger and more difficult constituency of the long-term unemployed for which there is often a strong overlap with participation in the SSI. For the poorest among the LTU, their most immediate priority may be participation in SSI. If and when such participation has addressed their most immediate needs, the scope to participate in activation may increase.

The Open Framework will be most effective if it is designed to facilitate the sequencing of interventions most appropriate for a given unemployed person, both for the socio-economic environment (e.g., the stage of the crisis and the state of labour market demand) with which s/he is confronted, and for the applicant’s profile (e.g., state of work readiness, age, gender, education, acquired skills and work experience). Within the Open Framework, OAED employment counsellors will be required to advise their clients from both the demand and supply sides of the labour market.

The introduction of an Open Framework approach to ALMPs in Greece will bring a number of opportunities but also some risks for Kinofelis. The greatest opportunities arise from the potential to increase the impact of Kinofelis by having a more integrated approach that would include more meaningful counselling, as well as the potential for participants in Kinofelis to

access other ALMPs through public employment services, with a greater emphasis on the role of sequencing of interventions for maximum effect. This integration could be of great benefit to participants by enabling beneficiaries to access a comprehensive and complementary set of interventions.

The Open Framework could potentially also enhance targeting in the programme (although outcomes from existing targeting are already strong). Well-informed counsellors could ensure that unemployed people have a full understanding of the range of ALMP options available to them and advise on the most appropriate. Also, through more intensive interaction between counsellors and beneficiaries, the Open Framework could also function as a strong ongoing feedback channel from beneficiaries to those responsible for Kinofelis, in turn allowing for continued improvement of the programme.

The Open Framework would help Kinofelis become a programme that beneficiaries are able to access on a more demand-driven and regular basis. The recommendations therefore call for a more frequent, if not continuous, process of project registration and application, thereby limiting the time lag between the counselling session and the application process. They correspond with the more demand-driven timing of the Open Framework.

However, there are also several potential threats/risks that come with the introduction of an Open Framework.

First, if insufficient capacity exists in OAED to counsel all the unemployed who seek support, and if the only entry point into all ALMPs is through counseling as part of the Open Framework, then the Open Framework risks creating barriers to entry to Kinofelis (and other ALMPs) for those at the back of the queue for counselling. Such potential barriers would affect Kinofelis more than other ALMPs because of the far larger scale at which it operates. Such a barrier to entry could also limit the pace at which Kinofelis could expand, assuming the fiscal space to do so exists.

Second, implementing the Open Framework approach in the present Greek context of high unemployment, requires focusing intensive resources on a small number of applicants, to address supply-side constraints. As long as unemployment in Greece remains mainly a function of a lack of demand for labour, this approach risks being ineffective. Unless this is recognised, there is a risk that an Open Framework approach would concentrate the resources available for ALMPs on a smaller number of beneficiaries rather than recognizing the need for activation at the levels of scale which Kinofelis is able to achieve.

To increase the chances of success of the Open Framework, a number of measures can be envisaged. These concern the Government's broader employment/labour market strategy and fall beyond the scope of the following recommendations, which are specific to Kinofelis.

Nevertheless, they concern both Kinofelis and ALMPs in general and are worth noting:

- Overall funding for ALMPs in general and for Kinofelis specifically should be increased to facilitate the transition from the current supply-driven to a more demand-driven approach;
- If and when possible, this funding should be from the national budget rather than the current ad hoc donor-driven, programme-by-programme approach;
- There should be better coordination, if not integration, between the different ALMPs, including Kinofelis.

Summary Specific Recommendations (Full details in Annex A):

Recommendation No. 3.1:

Introduce a process for continuous registration of projects under Kinofelis.

This recommendation provides for the continuous registration of project proposals by Municipalities, rather than on an annual basis and only during a specified period as is currently the case.

-Recommendation No. 3.2:

Introduce a more continuous process for beneficiary applications to Kinofelis.

It is recommended that: 1. applicants be required to meet with an OAED employment counsellor before applying to Kinofelis, and 2. the application procedure evolve towards a more continuous process, changing as a first step from the current annual application period to a bi-annual period.

Recommendation No. 3.3:

Strengthen diversity of Kinofelis beneficiaries, with a variety of age and skill profiles, open to all the unemployed.

While Kinofelis should continue to give priority to the long-term unemployed, greater effort should be made to diversify the pool of workers.

Recommendation No. 3.4: (linked to Recommendations 3.2 and 3.3 above)

Ensure that Kinofelis remains accessible to all unemployed.

The Open Framework should not be designed nor implemented in such a way as to prevent people from applying even if they have not gone through the Open Framework process. Counsellors should not become gatekeepers and all unemployed people should retain the right to apply to the programme.

Recommendation No. 3.5:

Develop clear guidelines on how scarce resources are to be allocated to different ALMPs.

Recommendation No. 3.6:

Deliberately pilot and test combining participation in Kinofelis with other ALMPs and SSI to understand what combinations and sequencing are most likely to have the biggest impacts.

Annex

Detailed recommendations with explanatory text for 1. Rationale for the Recommendation; 2. Implementation Modalities; and 3. Implications and Risks

Category 1: Recommendations for scaling up and institutionalizing Kinofelis:

Recommendation No. 1.1:

Institutionalize Kinofelis as a counter-cyclical program.

The programme should be institutionalized as an ongoing, counter-cyclical programme that aims to reach a minimum agreed percentage of the LTU, at a scale able to achieve macro impact.

Rationale for the Recommendation

In addition to the micro effects of the programme at the level of participants, Kinofelis has the following potential macro-level effects:

- Strengthening the resilience of the labour market in times of crisis by limiting or mitigating the negative effects of LTU on productivity and on employability, hence enhancing the recovery.
- Limiting the negative social impacts of LTU on the unemployed – and its associated costs.
- Contributing to indirect and induced employment effects.

Achieving these impacts relies on the programme operating at a minimum level of scale. When budgets allow, Kinofelis, as a PEP, is able to go to scale rapidly even when market demand for labour is low – unlike many other ALMPs.

The advantage of pegging scale to a percentage of the unemployment rate is that it builds a counter-cyclical response into the design, with the programme responsive to the scale of need.

The advantage of institutionalizing the programme is that this builds and maintains core capacities and systems in implementing bodies, which in turn can be anticipated to enhance the quality of delivery over time, also allowing for a rapid response in times of crisis.

Implementation Modalities

Arriving at a target could be the result of a political decision on the scale and form an employment guarantee might take in the Greek context. Setting the target scale is a political and budgetary decision.

To inform the required political and budgetary process, simulations would be required. For example, to reach ten per cent of the long-term unemployed,¹ Kinofelis would need to roughly double the current number of beneficiaries, roughly 81 400 participants, at an estimated cost of €488.4 million (€750 per worker per month for wage costs).

Funding the programme out of the national budget, rather than through external donor resources, would help implement this decision.

Implications and Risks

Very low levels of fiscal space in Greece may make this impossible in the short term. However, the recommendation is made in the expectation that, in due course, Greece will exit the crisis, with the terms on which the programme is institutionalized creating conditions to embed greater labour market resilience in future crises.

Recommendation no. 1.2:

Develop a clear and transparent procedure for the MOL/OAED to allocate the available Kinofelis openings per municipality.

Rationale for the Recommendation

The proposal aims to make the allocation of beneficiaries more simple and transparent. This is one of a series of recommendations attempting to streamline programme implementation and increase transparency, thereby fostering greater sustainability.

Implementation Modalities

The programme's total number of beneficiaries is determined by available funding (i.e. total funding divided by the cost per beneficiary). The number of openings is then divided by the number of long-term unemployed to arrive at a ratio of openings per long-term unemployed. This ratio will then be applied to each municipality to determine the Kinofelis job allocations per municipality.

Implications and Risks

This approach is not fully aligned with the move towards the Open Framework, as it is essentially "supply driven" while the Open Framework moves more towards being driven by the demands of beneficiaries. However, since the agreed on number of beneficiaries will likely be only a small percentage of the long-term unemployed, it is unlikely to cause distortions or mismatch between the positions allocated to municipalities and the demand for these positions.

Recommendation No. 1.3:

Consider increasing and diversifying the types of executing agencies (above and beyond municipalities).

¹¹ Based on latest annual long-term unemployment figures for Greece in 2016, 814 000, Eurostat.

Rationale for the Recommendation

If the programme is scaled up, the Government may consider expanding the number and type of executing agencies beyond municipalities. While there are advantages to doing so, there are also risks.

Each of the following categories of executing agency carries its own rationale, implementation modalities and risks: regional governments, social enterprises or workers' cooperatives, and Non-Governmental Organizations (NGOs).

This recommendation entails trade-offs that are influenced by the programme's scale. At the current or at a reduced scale, the case for this is limited, as there are institutional advantages to the programme operating at a minimum level of scale in municipalities. This enables capacity to be built within municipalities, which in turn enhances the quality of outcomes.

In contrast, if the programme expands, municipalities may reach the limit of their capacities. Furthermore, broadening the range of executing institutions carries the advantage of spreading the burden of financing the non-wage costs and allowing for greater diversification in project types.

Expanding the types of executing institutions, under certain circumstances, could carry the advantage of allowing the programme to expand and access new sources of funding. For example, regional governments can access structural funds and other investment funds which are not accessible to municipalities or to central government institutions. Therefore, those executing agencies which can bring additional resources to the programme should be prioritized.

One rationale for including other actors from the private or third sector is the increased opportunities for access to professional networks which would provide beneficiaries with greater chances of getting a job after the end of the programme.

Implementation Modalities

The following approach is recommended:

- Allocation of participant numbers continues to be based on a formula per municipality.
- If regional governments are to be included as implementing partners, a pro rata percentage of this allocation from municipalities in the region is given to them.
- Municipalities remain the main implementing bodies.
- These structures have the option of partnering with other public bodies or social enterprises, to expand their implementing capacity.

Insofar as such expansion takes place, a phased approach to diversifying implementing bodies is recommended, one which builds on current institutional capacities in the municipalities, with the expansion to other public bodies and NGOs happening through

them, based on local partnerships. This model can also be replicated at the level of regional governments.

Such local partnerships could be forged at the project design stage, as an outcome of local stakeholder consultation and/or calls for concepts.

With each change in the participating institutions, specific design, implementation, reporting, monitoring and implementation arrangements will have to be worked out and added to the PIM.

One specific implementing modality to be considered is the use of community contracting. Kinofelis workers could work together as cooperatives or social enterprises and deliver goods and services to municipalities or to other public bodies on a contractual basis. Through training and work experience, they might then become viable and sustainable enterprises, either with a public sector or private sector status. This approach would carry the advantage of helping a certain number of Kinofelis workers transition to sustainable employment.

Implications and Risks

Capacity building will be harder to achieve if the programme involves different kinds of implementing bodies. Diversifying implementing agencies may also dilute the branding and public recognition of the programme and hence its spatial footprint and local identity.

The experience of working with NGOs in previous phases of Kinofelis was not positive, and so a new design would have to be based on lessons learned from that time. In fact, if NGOs are to be considered as an executing agency, then steps should be taken to avoid social enterprises being set up specifically to access Kinofelis funding and workers.

The use of social enterprises could be an option, but suitable models will need to be tested and developed for this.

The use of executing partners from the private sector raises questions of substitution and using new beneficiaries each time to cover private or third sector needs. Although such requirements are difficult to enforce, one possibility is to consider creating an obligation for companies or NGOs to keep beneficiaries employed for one more year after the end of the employment period.

Recommendation No. 1.4:

Integrate Kinofelis into a tripartite consultative mechanism on ALMPs in Greece.

Rationale for the Recommendation

This advisory body would help de-politicise the programme and hence contribute to greater sustainability. It would provide a forum for constructive criticism and at the same time build broader ownership and political support for the programme.

Implementation Modalities

This advisory body could be created either specifically for Kinofelis, or as part of the existing tripartite structure of OAED.

Implications and Risks

There is a risk that social partners and the Government could not come to agreement on key features of Kinofelis, which would lead to debilitating rather than constructive debate. Also, there is a risk that social partners might attempt to intervene in operational aspects for which they are not competent.

Category 2: Recommendations for improving implementation and impact of the ongoing programme

Recommendation No. 2.1:

Improve consultation in the project selection process: executing authorities should be encouraged to adopt open and transparent procedures for project selection involving consultations with local communities and stakeholders.

Rationale for the Recommendation

This recommendation is meant to ensure that the project selection process by municipalities is transparent and results in projects which respond to communities' needs and priorities. Also, this consultative process, which is *ad hoc* in the ongoing programme, should be institutionalized by municipalities.

A more consultative process is also meant to help improve the types of projects selected, as this has a large influence on the final outcomes and impacts – including gender impacts (see Recommendation 2.2) of the programme. Projects should be relevant to both participants (in terms of skills and work experience) and communities (in terms of contribution to the public goods and services offered). Also, the work undertaken should continue to move towards being more productive (rather than simply make-work or a social transfer). The impact and productivity of work is important for public support and perceptions around Kinofelis and for the general acceptance of the programme. The perceptions among potential future employers is particularly important if Kinofelis is going to improve the probability of employment after the programme.

Implementation Modalities

Before deciding on which projects to propose, municipalities should institute a process of consultation to solicit proposals from the local population and other potential stakeholders.

While there is no recipe for such processes, different models and options first should be developed and tested together with selected municipalities.

Some proposed measures to increase local participation are:

- Place the selection of projects on the agenda of an open meeting of the Municipal Council.
- Place advertisements in local newspapers.
- Place the proposed projects on a Municipality's website for online public consultation and deliberation.
- Organize public consultative meetings involving social partners, community-based organizations and associations with an interest in particular sectors (such as parent-teacher associations).

Executing Institutions can then adopt and adapt.

Implications and Risks

These more open processes are least successful when imposed from outside. Therefore, rather than being a requirement, they will need to be adopted by the local government structures and political leadership. They can contribute to improving local democracy and governance, but also carry a risk of exacerbating local conflicts and political capture.

Recommendation No. 2.2:

Address inequalities in hiring: mainstream gender considerations into project selection.

Rationale for the Recommendation

Gender mainstreaming should become part of the process of project selection to ensure a better balance between the number of women who apply and those selected.

The specific rationale for this recommendation is to address the large discrepancy noted in the current programme between the percentage of female applicants and the percentage selected. As there is no possibility for direct discrimination or bias in the selection process (due to the objective selection criteria), the discrepancy arises from the types of projects selected, which cater more for male than female applicants. In most cases, executing institutions noticed a higher percentage of male beneficiaries which correlated with a higher percentage in construction-repair-manual labour oriented projects but were completely unaware that more applications to the programme came from female applicants. More specifically there was a tendency, especially during the first two pilot phases, to pursue more construction projects than projects in services. The picture was marginally better in the national roll-out, but the bias is still there.

The recommendation also supports a broader strategy of integrating gender in Kinofelis to:

- (a) have more gender mixed groups in each project, and
- (b) encourage more projects focusing on the promotion of gender equality.

Implementation Modalities

Municipalities should be encouraged to select more projects which require gender neutral professions, such as social workers, administrators, cultural workers, gym instructors rather than stereotypically gendered professions such as cleaners (female) or construction workers (male).

This links closely to the recommendations on project selection (2.1 and 3.1) and requires ongoing awareness-raising among Municipalities that project selection will have an impact on the gender ratios of beneficiaries. Municipalities should strive to maintain a balance between the profile of selected applicants compared to the profile of the local unemployed.

Implications and Risks

More gender balanced projects might sometimes mean exclusion of low skilled categories. Any effort to balance genders must avoid skill level biases. The effort need not be reflected at the level of individual projects, but rather of the overall portfolio submitted by executing Institutions.

Legal quotas in the hiring are not recommended as the nature of the problem seems to arise from a lack of awareness about the issue rather than a deliberate bias.

Recommendation No. 2.3:

Institutionalize the practice, introduced by the ILO project, of OAED providing executing authorities with data on local unemployment

Executing authorities should be provided with the profile of local unemployed – generated from OAED statistics – prior to project registration to better inform project selection.

Rationale for the Recommendation

Providing municipalities with such data will help ensure that the projects and activities selected by municipalities align with the skills and profiles of the unemployed. Although many KPA2 conform with this already, there is no formal obligation to provide data. As a result, some Municipalities lack access to valuable data for project selection.

Implementation Modalities

Based on OAED data, the ILO generated a profile of the unemployed for the 51 pilot Municipalities. This process should be made systematic by accessing OAED data and generating the profile automatically. The standard profiles should be generated on a frequent basis to avoid seasonal bias and allow for real time information.

Implications and Risks

OAED KPA2 (local employment offices) should have the methodologies to provide this data to Municipalities. In some areas, however, they have been reluctant to collaborate with the Municipalities.

By systematizing and standardizing this process in pre-defined templates, such collaboration should be facilitated. If this is not a formal obligation of OAED, then there is a risk that some Municipalities will be better equipped than others to design projects which respond to local labour needs. If this is done in a more standardised and automated way, this practice could also contribute to a wider range of evidence-based policy evaluation undertaken by the MOL.

Recommendation No. 2.4:

Harmonize the two different classification systems used in the programme for occupational specializations

Two different lists are used for specializations, namely ISCO 2008 and the list used in the Call to Applicants which is ratified by ASEP. These should be harmonized so they match each other and are more easily understood by stakeholders.

Rationale for the Recommendation

The different lists do not allow for direct hiring of the specializations observed by OAED. This leads to difficulties in the hiring process as applicants apply for positions based on OAED's lists whereas these jobs are vetted according the lists included in Call to Applicants and ratified by ASEP.

Implementation Modalities

The MOL should establish an appropriate committee to implement this recommendation. This committee would potentially require resources to appoint experts to propose the best options for alignment. Special attention should be given to specialities recognized by the private sector and their connection to formal qualifications. The committee should take under consideration, and possibly be involved in, the discussions and efforts related to the Greek and European Qualifications Frameworks.

Implications and Risks

This is a complex administrative project that will require time and commitment from OAED and ASEP and involves broader administrative and legal procedures that are not specific to Kinofelis.

Recommendation No. 2.5:

Abolish the specialty called "general duties" to prevent beneficiaries being assigned tasks which are unsuitable to the project-based approach and which support the regular ongoing functions of municipalities.

Work that is suitable for unskilled or low-skilled beneficiaries should be specified as auxiliary work so that the tasks involved are both clear and specifically linked to a given project.

Rationale for the Recommendation

The “general duties” category is vague and creates problems for supervision and quality assurance. Also, the administrative personnel of the executing institutions encounter difficulties in recruiting and monitoring the work of beneficiaries falling under this category. Either they might not be fit to do the jobs for which they were hired, or they might be used by municipal officials to carry out tasks and jobs falling outside the project for which they were recruited. This recommendation is further intended to help avoid executing institutions using Kinofelis personnel to carry out their ongoing and permanent functions.

Additionally, those being hired to undertake “general duties” will not be able to link such work to specific qualifications and hence it is not useful in strengthening the profile of the beneficiary.

Implementation Modalities

This recommendation involves simply eliminating the options of “Mandatory Education general duties” and “Secondary Education general duties” at project registration by executing institutions. These categories are not recognized by ASEP and therefore can easily be abolished.

Implications and Risks

Executing institutions will not be able to recruit employees with low level of qualifications unless they specify (in terms of a specialty) what they are expected to do. This is crucial because the programme is targeting precisely those groups of the unemployed who are “farthest” from the labour market.

The remedy to is to allow executing institutions to recruit auxiliary specialties which have no qualification requirement but still indicate the type of work to be undertaken.

Recommendation No. 2.6:

Continue training and capacity building sessions for executing authorities by MOL officials on a regular basis.

Such training should become an integral part of programme delivery, using the peer learning approach developed with support by the ILO over the last year, and focused *inter alia* on project selection, design, quality assurance and strategies to enhance impacts.

Rationale for the Recommendation

The training undertaken by the ILO has illustrated the value of peer learning and has also created training material and methodologies that can guide this process. Interaction between participants and the MOL has been a cost-effective means of improving communications within the project and resolving problems. These sessions have enhanced the understanding of project selection and implementation, with a strong call for continuity from Municipalities as well as calls for such sessions to target elected officials.

Implementation Modalities

Members of the MOL National Project Team have participated and contributed to those seminars and should be able to continue using the same training material developed and used under the ILO project.

Participants can include:

- Municipal personnel
- Elected officials of the Municipalities
- OAED KPA2 counsellors
- EKDAA (National Centre for Public Administration and Local Government)
- Other executing authority personnel

While the possibility to conduct this training through EKDAA could be explored as an option, the main problem is the lack of operational and technical knowledge about Kinofelis within this agency. Trainers who are not involved in implementing Kinofelis would find it difficult to respond to the types of issues and question raised in the interactive approach that has worked so well.

Implications and Risks

Carrying out this training will require resources (including the transport and accommodation costs) and substantial time commitments from MOL officials. To reduce costs, the scheduled training and capacity building sessions can take place at a regional level where personnel and/or elected officials of Municipalities that belong to this region would gather.

Recommendation No. 2.7:

Specify project titles, not only the specializations, for the available positions published in the Call for Applicants.

Providing project titles will help applicants better understand the kind of work for which they are applying and limit the possibility for municipalities to allocate beneficiaries to work that falls outside the scope of the projects which have been registered.

Rationale for the Recommendation

At present, the Call for Applications specifies only the required specializations per municipality. OAED should be able to add to the call the specific projects to which the specialization will be assigned so that beneficiaries have an idea of the tasks they will perform.

Attaching project titles to specializations will also give more information to possible applicants to better understand the specific skills required for their placement.

Both of these measures will help in creating a framework that is more suitable to the applicants' and the executing institution's needs and wishes.

Additionally, with more information on projects, OAED's capacity to counsel and direct the registered unemployed to the right placements will be strengthened.

Furthermore, executing institutions have reported a series of administrative problems related to managing the needs and expectation of beneficiaries, as their placements are decided only when they are hired. In a few cases, preferential treatment in favour of specific beneficiaries has been reported. With a predefined project/task allocation the aforementioned issues will be much more limited. For example, applicants will be discouraged from applying for jobs that they cannot perform (e.g., because of physical or mental disabilities or lack of experience), and Municipalities will be discouraged from hiring beneficiaries who cannot fulfil the tasks for which they were hired.

Implementation Modalities

Executing institutions are already asked to specify tasks and specializations per project. But specializations are still aggregated on a municipal level before the call for applications and these in effect remain disconnected from projects and tasks. Applications should now retain the project title to which they are linked.

Implications and Risks

Aligning specialisations to projects or tasks will not create an extra administrative burden for the executing institutions as they are obliged to register both projects and tasks at the project registration phase.

However, OAED will need to adjust its electronic system to include projects or tasks for each available post. If the projects are too specialised, or if tasks are selected to be attached to specialities, there is a risk of certain placements not being filled as there is less likelihood that applicants will meet the requirements of all the advertised posts (i.e., specialities linked to tasks) and applications will have to be spread more thinly.

Overall, the additional administrative work at the application stage is justified as it will help reduce labour mismatches.

Recommendation No. 2.8:

Reduce the high numbers of successful applicants who are disqualified due to the lack of formal proof of qualifications and skills by better alerting them to these requirements.

Rationale for the Recommendation

During the current stage of Kinofelis, many successful applicants need to be replaced because they lack the formal qualifications or the proof thereof. Replacements take a long time and undermine the programme cycle. Through this recommendation, applicants will receive a warning during their online application process to apply only for posts for which they have valid documents that prove their qualifications. Online instructions to this effect will prepare them in time for the controls during the first visit to the Municipality.

Implementation Modalities

Reducing frequent disqualifications can be done by creating a window in OAED's application platform which automatically pops up each time an applicant selects a specialty for which to apply. The window should contain a text clearly and simply explaining to the candidates the qualifications/skills required by ASEP and their obligation to provide valid proof related the specific chosen specialty.

Implications and Risks

If properly implemented, this procedure would significantly reduce administrative burdens and speed up implementation. According to statistics from OAED, cross-checked with the ERGANI electronic system, only about 40 per cent of successful applicants were actually employed in Kinofelis, mainly because of the lack of formal qualifications. Any reduction in the number of disqualified applicants would improve efficiency.

Recommendation No. 2.9:

Change the wording of the relevant sections of the "Call for Applicants from OAED" to ensure that the call and guides for applicants reflect basic principles of gender and ethnic equality.

Rationale for the Recommendation

This recommendation is designed to help ensure non-discrimination against certain categories of the population.

Implementation Modalities

In the criteria for evaluation, it should be clearly stated that partners by marriage or civil partnership have the same rights as married couples. Furthermore, the eligibility criteria should specify that third country nationals with legal residence permits and recognized refugees registered in OAED are also entitled to apply to the programme. OAED would need to revise its guides and instructions accordingly.

Implications and Risks

Additional administrative work.

Recommendation No. 2.10:

Make available a list of Information Technology (IT) centres to IT illiterate applicants to assist them in applying to the programme.

Currently there is no public assistance for IT illiterate applicants. Applicants should be able to receive assistance, access to IT hardware, and digital networks in completing their applications from designated Centres.

Rationale for the Recommendation

Currently IT illiterate applicants resort to private offices or family members for assistance in completing their application. This measure will help potential beneficiaries, who are among the most socially excluded, to have a chance of participating in Kinofelis.

Implementation Modalities

The MOL should send an invitation to OAED to compile a list of:

- Local OAED offices (KPA2) that are able to provide access to computers;
- Municipalities, in which Municipal Job Centres exist which have access to computers and to trained personnel; and
- Community Centres being set up under the national Social Solidarity Income Programme which have IT facilities open to the public.

A list of IT points should be compiled and become available during the application process as additional information.

Implications and Risks

It might impose a burden on OAED, Municipal and Community Centre Officials. However, the application is quite quick, easy and straightforward to complete.

Recommendation No. 2.11:

Clearly separate eligibility criteria from selection criteria based on preferential points.

It is recommended that the eligibility requirements be limited to:

- Being registered as unemployed with OAED;
- Being over 18 years of age;
- Being legally permitted to work in Greece (an EU national or possessing a valid work permit); and
- Having the physical and linguistic capacity to perform the assigned tasks.

All other characteristics, such as household size, duration of unemployment and age, should, through the awarding of additional points, be used as selection criteria to determine the successful applicants from the pool of those eligible.

Rationale for the Recommendation

Information about eligibility criteria is too complex and often not actually implemented (e.g. re-entry to the programme) as required by law.

Explaining the distinction between selection and eligibility criteria in a single document (either the Joint Ministerial Decree or the Call for Applications) would help in avoiding misconceptions about the actual targeted profile of the programme.

Implementation Modalities

Simplify and clarify both eligibility and objective criteria and their different functions in the JMD and the Call for Applications.

Recommendation No. 2.12:***Introduce a clear procedure for the dismissal of beneficiaries.***

This procedure should include, among others, checking the validity of claims for dismissal and arbitration.

Rationale for the Recommendation

This recommendation will clarify the procedures related to dismissal, which can then be communicated to beneficiaries. In order to boost productivity and to prepare beneficiaries for the labour market, it should be made clear that the possibility of dismissal exists.

At present, there is no formal procedure for the dismissal of beneficiaries. Executing institutions, mainly Municipal authorities, must write a report to justify the dismissal. MOL then needs to annul the announcement of the hiring to enable the beneficiaries to go back to OAED and claim the rights they had as unemployed. In the few cases of dismissals that were implemented, no penalties were imposed.

There is no procedure for monitoring and checking whether there are valid claims for and if it is lawful.

Implementation Modalities

Administrative staff in some Municipalities have stressed the need to address this issue, which is pending.

The process of dismissal should be specified in the JMD and reasons for lawful dismissal should be identified. These should include:

- Founded claims that beneficiaries are unable or unwilling to perform the tasks for which they have been recruited and cannot be used to perform other similar tasks in the same or other projects that the Municipalities are implementing.
- Founded claims that beneficiaries have failed to be present during working times with no valid justification.

Municipalities should use all possible means to resolve disputes and avoid dismissals based on discrimination because of race, ethnicity, gender, or sexual orientation. They should also provide evidence that the beneficiaries in question cannot be used to perform similar tasks to the ones for which they were recruited to assist the completion of the project or other projects that the Municipality is implementing.

Implications and Risks

Elected Officials of Municipalities may use this measure to “select” their own beneficiaries. This may create clientelist relations and pressures on beneficiaries to conform to unrealistic expectation and demands.

Recommendation No. 2.13:

Allow Kinofelis participants to aggregate leave days to enable them to take leave in one period.

Beneficiaries should be able to accumulate unused leave days during any given month and apply them later during their eight-month work placement. The overall number of leave days during the programme should not change.

Rationale for the Recommendation

This change responds to common requests on this matter. The current prohibition on taking more than two days a month is impractical and creates an unnecessary distinction between Kinofelis beneficiaries and other employees.

Implementation Modalities

Executing institutions will have to plan ahead, and agree and approve planned leave with beneficiaries.

Implications and Risks

There is a risk that this greater flexibility in according leave might interfere with work under the project-based approach.

There is a risk that some beneficiaries might use days off to perform undeclared work.

Recommendation No. 2.14:

Investigate allegations of abuse by KEKs (Centres for Professional Training) and explore alternative training delivery mechanisms and/or possible measures to improve the quality of training they provide.

Rationale for the Recommendation

In the focus groups, there was consistent reference, inter alia, to the following:

- KEKs having access to beneficiary details before beneficiaries had been formally appointed, and pressuring them to sign up for courses; and
- Poor quality training, with poor quality materials and training methods.

Implementation Modalities

Possible measures include:

- More and better information on the rights of applicants and the choices available to them in relation to training;
- Mandatory, confidential, standardised on-line evaluation of courses; and
- Procedures for the exclusion of non-performing KEKs.

The on-line learning module on rights and responsibilities of participants includes information of training options. This can be further developed via the MOL website.

The ILO course evaluation methodology can easily be replicated and included on the MOL platform, with all participants in training sent a standardised form, and results aggregated per KEK for comparative purposes.

MOL should develop a procedure for the exclusion of non-performing KEKs.

Recommendation No. 2.15:

Expand the menu of transversal training offered to beneficiaries.

Currently, training offered to Kinofelis beneficiaries is limited to IT training, a workshop on the social economy, and on-the-job training received within the projects. IT in particular was identified as a transversal skill, improving employability across all skills bands. An expanded menu of training options in Kinofelis should focus on analogous forms of transversal training (rather than on more specialized skills) that enhance employability.

Rationale for the Recommendation

A feature of Kinofelis has been the introduction of transversal forms of training, focused on cross-cutting skills and aptitudes that affect employability across the spectrum of participating skills.

This focus on transversal training is an appropriate design innovation, because public employment programmes are rarely able to directly address vocational skills training needs, both for budgetary reasons and because of the complexity of tailoring training to the specific needs of individual participants.

With the current phase, transversal training was limited to IT and the social economy. It is proposed that a focused menu of additional transversal options be identified, focused on cross-cutting skills required in the labour market. While prioritization of such training will benefit from consultation with the private sector, these could include inter alia:

- Communication skills;
- Planning and project management;
- Language skills (English, French);
- Life skills;
- Small business development skills;
- Financial planning; and
- Typing speed and accuracy.

Recommendation No. 2.16:

Introduce greater flexibility in the scheduling of training.

Training should be delivered separately from the period of employment to limit interference with project implementation. As there are logistical challenges to undertaking training at the start of the employment period, it is suggested that training be undertaken after employment ends.

Rationale for the Recommendation

Municipalities have highlighted significant logistical, cost and planning challenges arising from the provision of one day of training per week, with the request that training be undertaken before or after the project begins. This request was strongly echoed by participants in focus groups. Beneficiaries also said that they would have benefitted from training more if they could concentrate on it before or after the period of employment. Currently participants receive training for four days per month for seven months, approximately 28 days of training.

Beneficiaries should have the option of undertaking training for one month and working for seven months – or other approaches that mean the training is undertaken in a more concentrated way, such as for one full week every second month.

Implementation Modalities

There are logistical challenges to undertaking the training at the start of the employment period because there is typically a delay between the appointment of participants and finalizing the training options.

However, options for more flexible approaches to scheduling can be agreed between the municipalities and the KEKs, with this taken into consideration in project planning.

Implications and Risks

There may be instances when it is not possible to schedule the training right at the end. Training undertaken during programme implementation has been found to be disruptive as it may interrupt the work period. However, if it is organized too late, there will be a gap between finishing work and getting training, which can cause administrative problems in particular with payment of remuneration over this period.

Recommendation No. 2.17:

Capitalize on the opportunities for on-the-job training created under Kinofelis.

In a context in which many applicants have valuable skills and experience, integrate a mentorship role into the project design.

Rationale for the Recommendation

The fact that Kinofelis contains many highly skilled and experienced workers, both in Municipalities (as supervisors) and as beneficiaries creates opportunities for more effective on-the-job training. It is recommended that the scope for this be considered as part of the project design, with the role of mentor or trainer incorporated into certain task definitions.

On-the-job training presents an important skills development opportunity for Kinofelis, in particular because beneficiaries get the chance to apply the skills gained in practice.

Whenever possible, such on-the-job training should be certified. Confirmation of such training can, also, be provided in reference letters.

Implementation Modalities

This requires planning at the project design stage, when specialisations are registered. It also requires specifying forms of on-the-job training acquired in reference letters.

Recommendation No. 2.18:

Conduct workshops on the social economy in the Municipalities.

Exposing participants to existing social economy initiatives in the local economy or beyond provides one option for strengthening pathways into sustainable employment on exiting the programme. Partnerships with social economy support agencies can also enable skills transfer and coaching while people still have the security of working in Kinofelis.

Rationale for the Recommendation

According to the baseline study, there was great interest among beneficiaries to learn more about prospects in the social economy, including from those who did not sign up for training. This option (such as health and safety training) should be mainstreamed into the programme.

At present, the training is introductory. For those that express interest, they should receive support to take their ideas further while they are still part of Kinofelis, to facilitate this transition for those wishing to work in the social economy on exit.

Implementation Modalities

Workshops on the social economy should be done in the Municipalities rather than the training centres as parallel events to employment.

They should be: open to all, enable exposure to existing social economy activities in the community, and enable mentorship and support for those who want to start social economy activities while they are still on the programme.

Workshops should be designed in ways that address the local economies and the skills, interest and qualifications of beneficiaries. Successful local economy enterprises should be invited to talk about their experiences and the problems they face.

There is already training material on the social economy developed by the MOL and by the British Council.

Certified trainers can be hired directly to promote the social economy from within Kinofelis, with beneficiaries recruited to provide a mentorship function to other beneficiaries.

Implications and Risks

The risk is that adding training options may impose an additional burden on Municipalities. The training could be carried out by selected Kinofelis beneficiaries that are hired for this purpose. Alternatively, the planned social economy centres could also be involved in this process.

Recommendation No. 2.19:

Institutionalize site visits as an oversight mechanism.

Regular site visits should be an integral part of all future phases of Kinofelis. In addition, the OAED and National Strategic Reference Framework (NSRF) Executive Structure's mandates should not be limited to conducting desk checks of attendance and other reports received from municipalities, but should also include site visits to verify the progress and quality of the projects based on the criteria that the Municipalities have submitted in the Management Information System.

Rationale for the Recommendation

Site visits will improve implementation, will provide feedback to MOL on the operations, problems and bottlenecks of the programme, but also will enable better communication between the Ministry and the implementing partners.

Implementation Modalities

The Reporting Templates for Site Visits (PIM Annex 20) developed under the ILO project can be used as guidelines for conducting such visits to municipalities, to project work sites and to local OAED Offices (KPA2s).

Implications and Risks

Increased cost of management of the programme.

Recommendation No. 2.20:

Institutionalize regular health and safety checks as a standard feature of Kinofelis.

Such checks will improve health and safety and align Kinofelis with standard practice both nationally and within Europe.

Rationale for the Recommendation

Currently it is not clear if SEPE (Labour Inspection Corps) can legally perform health and safety inspections. This issue is important if Kinofelis is to expand and include executing institutions in the private and third sector, including NGOs and social enterprises. Cleaning and construction are the two sectors that are more sensitive, so it is advisable to focus on them.

As the labour status of Kinofelis beneficiaries deviates from standard labour law in the public sector, this recommendation will allow SEPE to conduct inspections which are necessary for maintaining Occupational Health and Safety (OHS) standards and act in

cases of accidents or injuries. It would also ensure that executing institutions do not take advantage of beneficiaries.

Implementation Modalities

Examine the feasibility of this recommendation with SEPE.

Implications and Risks

The risk is that SEPE may view Kinofelis as outside of its purview and not agree to the establishment of regular safety checks.

Recommendation No. 2.21:

Introduce exit counselling session with OAED prior to exit.

The best time to provide this counselling would be before participation in Kinofelis comes to an end and when beneficiaries need to start preparing for a transition to other work or training options, including ALMPs.

Rationale for the Recommendation

The exit session currently takes place only after beneficiaries finish their employment and can re-register with OAED. This has a negative impact and often puts in question the psychosocial improvements that were achieved during participation in the project.

Additionally, many beneficiaries don't receive the counselling as it is only provided on the condition that the beneficiary returns and re-registers in OAED and actively requests a counselling session.

Implementation Modalities

This requires a revision of the conditions of entitlement to counselling sessions, which will require changes in the legislation governing OEAD or the addition of special provisions for Kinofelis beneficiaries.

Implications and Risks

This legislative change may take a long time to implement, but would presumably also be a requirement for the shift towards the Open Framework. OAED may not be able to cope with the pressure of the early exit sessions.

Recommendation No. 2.22:

Improve the visual branding and increase the visibility of Kinofelis projects through the use of logos, banners, signs, flags.

Such measures will build better awareness and public support for the programme.

Rationale for the Recommendation

Increased visibility of projects improves the chances of beneficiaries entering the labour market as Kinofelis earns more public recognition.

Implementation Modalities

The costs should be covered by the Municipalities themselves, but the design should be uniform and provided by the MOL.

Implications and Risks

Some increased financial costs for Municipalities.

Recommendation No. 2.23:

Introduce personalized letters of recommendation as a regular feature of Kinofelis.

These letters can support beneficiaries in future job searches and represent one step in improving their chances to transition into sustainable employment.

Rationale for the Recommendation

On exit, beneficiaries who performed well should be given more detailed recommendation letters by Municipal officials. The letters should be in a standard format.

Beneficiaries often acquire skills and professional experience that is not well reflected on the currently shared proof of employment. Linking professional experience to specific results, *i.e.* projects that have visible and measurable impacts, will increase the quality of professional experience gained. It will also further help beneficiaries in their efforts to secure a job opening in the private sector.

Implementation Modalities

A general template for the letters should be provided by MOL along with a guide for its completion.

The standardized format should be able to be adjusted to the beneficiary concerned.

Implications and Risks

Recommendations can provide an incentive for beneficiaries and can reward hard work and merit, but they may also be used within the context of clientelist networks. Linking recommendations to specific projects with measurable results will increase their value.

Recommendation No. 2.24:

Introduce the voluntary option of part-time work to provide flexibility for participants.

Greater flexibility in working hours would help beneficiaries with domestic duties and provide time to those to searching for other work.

Rationale for the Recommendation

For various reasons, participants may prefer part-time work options. Participants with heavy household duties and large numbers of dependents, or single-headed households may prefer options where they can work on Kinofelis on a part-time basis and be more encouraged to apply. Also, part-time work could enable beneficiaries to dedicate more time to job search or other activities that may enhance their employability

Implementation Modalities

Executing bodies should identify projects that could accommodate part-time work. Introducing a part-time option would require adjustments to the JMD as well as an adjusted wage arrangement.

It is recommended that a number of beneficiaries be interviewed to explore this and examine what kind of arrangement would be most suitable for the beneficiaries.

Implications and Risks

Part-time work would reduce the monthly amount earned by beneficiaries and this is already low. Beneficiaries may therefore resist this option even though elements of it may be attractive. There is also a risk that some beneficiaries may take up undeclared work.

Recommendation No. 2.25:

Partner with employers' organizations, with trade unions and with other stakeholders to enhance employability effects of the programme.

Such organizations could advise on particular projects and activities that would develop work experience and skills that are in higher demand and thereby improve employability.

Rationale for the Recommendation

There is a tendency for the private sector in Greece to view Kinofelis as a programme feeding the public sector and siphoning off resources which could be better used by the private sector (e.g. wage subsidies for employers). This perception does not constitute a positive basis for a partnership leading towards the desired positive impact on the economy and the employability of beneficiaries.

Building stronger collaboration and advisory ties with social partners, under the leadership of the MOL, can enhance the chances of Kinofelis beneficiaries finding sustainable employment on exiting the programme, specifically:

- Ensuring greater awareness of the innovations in the current phase of Kinofelis in order to improve the employability impacts of participation, particularly in relation to the private.
- Building partnerships that provide an avenue through which to promote and facilitate exit strategies for participants – even for short-term internships and placements.
- Providing a framework for national associations to provide a lead to regional and national bodies on the issue of employability.
- Allow for more active participation of social partners in the design and implementation of the programme at national and local levels.

Participation in Kinofelis does not currently provide a strong positive signal of beneficiary employability to the private sector. The effectiveness of the programme depends on

changing this. While such change is linked in part to the nature of the work undertaken and to the quality of programme outputs, it is also a function of perceptions and communication.

Implementation Modalities

Constructive engagement would require political space, along with establishing clear mechanisms for engagement between the different stakeholders.

Implications and Risks

There is a danger that opening the door to such involvement would excessively politicize the programme and impede efficient implementation.

Recommendation No. 2.26:

Consider introducing different pay-scales within the programme to better attract the higher skills required.

Different levels of pay would make it possible to implement a wider range of projects with higher skill requirements, to increase the motivation of workers with special skills and to improve the quality of work.

Rationale for the Recommendation

Kinofelis faces a relatively unique context in which a high proportion of the unemployed are highly qualified. In addition, there are participants who take on more qualified work, or supervisory and/or co-ordination responsibilities within the projects, with this a valuable addition to municipal capacity. Paying everyone a flat minimum wage can have negative incentives on certain beneficiaries, making them feel devalued. The proposal does not call for a significant difference in pay grades, nor for market-related wages. Even a small differential is considered beneficial.

Implementation Modalities

Clear criteria would need to be defined linking the specialized labour pay scale to pre-defined qualifications. Municipalities would have the possibility of deciding the mix of those receiving a higher pay scale but would not be able to go above ten per cent of their total labour allocation.

Implications and Risks

There are cost implications. Given the high level of demand for openings at current salary rates across all levels of qualification, it could also be considered that differential pay scales represent an unnecessary added level of complexity, which impedes efficiency.

Recommendation No. 2.27:

Continue to improve the scope and methodologies for programme evaluation, with a focus on how its impact differs for different categories of beneficiaries.

The baseline survey evaluation report has provided valuable guidance to the programme, including through these strategic and operational recommendations.

Rationale for the Recommendation

At the height of a crisis, public employment is often the only instrument able to offer a form of activation, with benefits to the wider labour market even when it does not translate into immediate employment on exit. Analysing and differentiating the results against the stage of the crisis is therefore an important element in impact assessments. Such a methodology would set the stage for a comparative analysis of Kinofelis and other ALMPs in a dynamic and evolving context.

Implementation Modalities

Impact evaluation should be expanded based on the initial baseline survey, including:

- Fully exploiting the data in the entrance and exit questionnaires, and extending such surveys to additional beneficiaries beyond those participating in the first 17 pilot municipalities;
- Making focus group evaluations a regular feature of the programme; and
- Designing and implementing other evaluation mechanisms, such as employment impact assessments which evaluate indirect and induced employment created.

Rather than going back to a phase of pilot programmes and control groups, future baseline surveys should be designed so as to analyse the programme's impact on different categories of workers.

Implications and Risks

Implementing this recommendation requires adequate funding for a new phase of the programme and funds for research and evaluation.

Recommendation 2.28:

Explore and develop new mechanisms to finance non-wage costs.

While Municipalities in general have been able to address the challenge of financing non-wage costs, better planning by and support to municipalities would improve the quality and impact of projects.

Rationale for the Recommendation

The type and quality of projects can often be limited by the lack of funds to fund non-wage costs, even if these are very modest. Lack of funds to cover, for example, costs of transport or simple tools can hamper the effectiveness and impacts of projects.

Implementation Modalities

During its initial pilot phase involving 17 municipalities, the MOL was able to identify limited funding for non-wage costs. In future phases, the MOL should continue to play a role by advising and assisting implementing agencies to meet their non-wage cost needs, for example, by:

- Better planning so that non-wage cost needs are included in the municipal budgets;
- Ensuring that funds available at the municipality will meet the programme's non-wage cost requirements before projects are proposed and registered;
- Assisting municipalities in identifying sources of cost sharing, for example, combining by developing projects which combine Kinofelis labour funding with the use of structural or other investment funding.

Implications and risks

At present, the MOL does not have the resources nor the capacity to adequately assist municipalities in this effort.

Category 3: Recommendations for seizing opportunities and mitigating risks arising from the introduction of the Open Framework

Recommendation No. 3.1:

Introduce a process for continuous registration of projects under Kinofelis.

This recommendation provides for the continuous registration of project proposals by Municipalities, rather than on an annual basis and only during a specified period as is currently the case.

Rationale for the Recommendation

A continuous or ongoing process of project registration by Municipalities should lighten administrative and technical burdens on limited municipal capacity to implement a full programme of projects simultaneously. Furthermore, municipalities will have more time to identify the required cost sharing, particularly for materials.

At present, the calls for Municipalities to register projects happen on an unpredictable and infrequent basis and also require Municipalities to identify projects for all of their labour allocation at once.

Some projects are, however, seasonal. In addition, Municipalities have made clear that it would be more manageable and effective if they could spread projects throughout the year, and have a predictable schedule against which to plan.

Municipalities must be encouraged to make optimal use of the labour allocated to them, which should include the ability to add additional projects in-cycle.

The proposal for a bi-annual call for applications (see Recommendation 3.2) would enable this, as well as allowing for a more consistent and ongoing intake of participants, which would align more easily with the Open Framework approach.

As a result of the newly introduced MIS, municipalities will be able to better structure their proposals; and, while the system may require more advance planning, it will reduce their administrative burden – and that of the MOL and of OAED – in executing projects and in implementing the programme. The system will also provide an incentive to municipalities to move forward in a timely manner and to respond to pressure from the local unemployed to use their labour allotment as quickly as possible.

Implementation Modalities

The recommended process of project selection and registration is identical to what is currently being practiced: it is just the timeframe in which this is carried out that changes. As soon as a project is approved and staffed, then a given Municipality will be able to begin implementation. Municipalities will be able to submit a maximum of ten proposals into the MIS pipeline. While they can prioritize the different proposals, the first to be fully staffed by applicants will be approved and move forward.

Within a given programme cycle, participating bodies can also amend existing projects and/or add new projects when, for example, a planned project is completed ahead of time and they have excess labour capacity. Such new projects must, however, be designed to absorb the specializations already allocated in that cycle.

This recommendation should be implemented in tandem with that recommending that the MOL should begin soliciting applications on a bi-annual basis (3.2). This invitation will include a generic index of employment positions and corresponding educational and professional criteria based on OAED-ASEP categorizations. Since projects will be registered by Municipalities on an ongoing basis, the transition to bi-annual rather than annual calls will help test the feasibility of moving towards a system in which applicants eventually will be able to register for job openings as they become available, i.e. as soon as 1. these job openings are registered by Municipalities, 2. transferred to the OAED database, 3. vetted by ASEP, and 4. made available to applicants via the OAED electronic platform.

This requires a change to the instructions to Municipalities and the integration of this facility into the platform.

Review of in-cycle changes to projects should form part of the role of the project team, to assess unintended consequences or abuse, such as re-allocation of labour to undertake core municipal functions.

Implications and Risks

This new Open Framework system might create pressure on Municipalities which must have an assortment of project proposals ready to implement – and which have carefully thought through the choice of these projects in terms:

- Community and stakeholder desires and involvement;

- Identification of complementary funding required;
- Integration into sectoral or other local economic development plans;
- Required management and logistics capacities;
- Duration and timing; and
- Maintenance and continuity of service.

While it would be desirable for Municipalities to have complete flexibility to register projects when they choose, this could create an unmanageable administrative burden for OAED (or any other body responsible) for as long as calls for applications from beneficiaries are made and managed through a separate entity – which nevertheless is a good feature of the current design because it limits the risks of patronage and clientelism.

Recommendation No. 3.2:

Introduce a more continuous process for beneficiary applications to Kinofelis

It is recommended that: 1. applicants be required to meet with an OAED employment counsellor before applying to Kinofelis, and 2. the application procedure evolve towards a more continuous process, changing as a first step from the current annual application period to a bi-annual period.

Rationale for the Recommendation

The overall rationale for this recommendation is to prepare for and begin transitioning Kinofelis towards an Open Framework approach in which: 1. Kinofelis becomes one option among others (such as other ALMPs, self-employment assistance or SSI) for the registered unemployed, 2. Applicants can have a substantive discussion with OAED employment counsellors about both Kinofelis specifically and the other available options. Hence, applicants will receive informed advice before applying rather than the current *ad hoc* process of applying for different programmes as if they were playing the lottery, and 3. The whole process of applying to ALMPs becomes more streamlined and integrated.

All the same, applicants will not be obliged to follow the advice given. Furthermore, they will retain their right to apply to Kinofelis or to any other programme. This change would provide an incentive for the unemployed registered with OAED to visit the local KPA2 and ask for a counselling session prior to applying.

In the framework of the project-based approach, the process of project selection and worker application needs to be aligned and made more continuous, thereby reflecting the ongoing nature of community infrastructure management and service delivery.

Implementation Modalities

Prior to applying, applicants first should have a meeting with an OAED employment counsellor. At this time, they will renew their OAED profile and be informed about the programme and its characteristics.

In an Open Framework, applicants should be allowed to apply for Kinofelis at any time, that is whenever there is an open position relevant to their own qualifications and specialties and close to their area of residence. However, to transition more gradually to a continuous process, a bi-annual application process is proposed as a first step.

As applicants will meet with OAED counsellors before applying, there will no longer be a need to meet with the counsellors if and when they learn that their application is successful. Therefore, certain functions currently handled by OAED will be transferred to Municipalities. Municipal authorities will welcome successful candidates directly and inform them about the nature and conditions of employment in Kinofelis, including their rights and obligations. The information should be clear and precise to make sure that beneficiaries understand the requirements and the nature of the programme in which they participate and the project to which they are assigned.

Implications and Risks

Currently, the number of OAED applicants per call is so high that KPA2 would not be able to cope with the greatly increased number of counselling sessions called for in this recommendation in such a brief period. However, under an Open Framework, there will be less pressure because beneficiaries will have more time to register with OAED during the year; and relevant positions will be made available at regular intervals, beginning at first on a bi-annual basis.

This new Open Framework system will have three crucial pressure points. The first, which is covered in the above “twin” recommendation on project selection (3.1), will be with Municipalities, which must have an assortment of project proposals ready to implement.

The second pressure point lies with OAED and with ASEP. OAED will have access to the MIS and be able to see the labour requirements per Municipality at any point in time. These labour requirements (expressed in terms of occupational categories and corresponding qualifications and job titles²²) will be transmitted to ASEP for the necessary amendments and readjustments on an *ad hoc* basis, only when there are new labour requirements, i.e. when Municipalities ask to include positions/specialties/qualifications that are not on the existing MIS database. The database should be reviewed once a year to ensure that changes in qualifications are integrated. Since the MIS already contains an extensive data base of occupational categories and corresponding qualifications, which have been approved by OAED-ASEP for previous phases, the pressure arising from this stage in the process will ease over time.

The third pressure point will be with OAED employment counsellors who will be required to meet with potential applicants *before* they are able to proceed with the application process. As stated in the previous recommendation, OAED counsellors are not able to forbid applicants from applying to Kinofelis, which is considered a right. The purpose of

²² See Recommendation 2.7 above.

this meeting is rather, in line with the Government's evolving Open Framework policy, to update the applicants' unemployment profile, to provide counselling and to provide applicants with information on alternative (ALMP) programmes available to which they can apply (see PIM, Annex 14).

Recommendation No. 3.3:

Strengthen diversity of Kinofelis beneficiaries, with a variety of age and skill profiles, open to all the unemployed.

While Kinofelis should continue to give priority to the long-term unemployed, greater effort should be made to diversify the pool of workers.

Rationale for the Recommendation

Data to date shows that Kinofelis is already successful in targeting the long-term unemployed; but the inclusion of other at risk profiles creates more diversity within work teams that is beneficial to the outcomes of the project-based character of the programme. In addition, for some of those closer to the labour market, their main need may be to gain work experience, with Kinofelis offering this opportunity.

In addition, if Kinofelis includes only the long-term unemployed, there is the risk of stigmatizing the programme in ways that negatively affect the employability of participants and that undermines the programme's purpose.

Implementation Modalities

Although OAED counsellors should advise all the unemployed to apply to those ALMPS which they view as the "best fit," as a matter of principle, all the unemployed should have the right to apply to Kinofelis. Implementing this recommendation involves modifying the selection criteria which are applied through a point system.

Implications and Risks

There could be a risk in the Open Framework that only people with a certain profile are being advised to participate in Kinofelis.

Although this recommendation is already effective, i.e. all the unemployed are able to apply to Kinofelis, there is a risk that in applying the Open Framework, the OAED counsellors be given the power to direct the unemployed towards a specific ALMP. Given the scarcity of funding and available positions, keeping Kinofelis open to all registered unemployed means it is likely to remain very over-subscribed.

Recommendation No. 3.4: (linked to Recommendations 3.2 and 3.3 above)

Ensure that Kinofelis remains accessible to all unemployed.

The Open Framework should not be designed nor implemented in such a way as to prevent people from applying even if they have not gone through the Open Framework process. Counsellors should not become gatekeepers and all unemployed people should retain the right to apply to the programme.

Rationale for the Recommendation

Although the Open Framework has as yet not been fully designed nor applied in Greece, there is a risk that applicants be obliged to follow the advice given by OAED counsellors, which may exclude them from Kinofelis. This could limit access even to those who would choose to participate. Furthermore, in the transition to the Open Framework, capacity bottlenecks inherent in such a fundamental shift in operations may also restrict access further.

Implementation Modalities

Open access to Kinofelis should be a design principle incorporated in the transition to the Open Framework. Applying and entering Kinofelis could be recognized as an entry point into the various options offered by the Open Framework: beneficiaries that enter Kinofelis directly should then also gain access to other services and benefits associated with the Open Framework.

Implications and Risks

This approach could potentially conflict with the evolving vision and design of the Open Framework, in particular if access to it is seen as relatively restricted.

Recommendation No. 3.5:

Develop clear guidelines on how scarce resources are to be allocated to different ALMPs.

Rationale for the Recommendation

The current level of fiscal constraint is likely to remain for the foreseeable future. Therefore, it is likely that the demand for counselling and ALMP interventions will continue to exceed the supply. At the same time, the Open Framework aims to become more demand driven, or at least responsive to the interests of the unemployed. As a result, the selection of who actually gets to participate in the Open Framework process becomes crucial, as this will also start influencing how resources are allocated between ALMPs. (For example, if only young people enter the Open Framework, the result would be more training; and if only older unemployed enter, the result would be a Kinofelis which targets older age groups.) Therefore, during the transition to the Open Framework, there is a need for clear guidance on the allocation of scarce resources.

Implementation Modalities

A Working Group within the MOL and OAED should be set up to advise and oversee the implementation of the Open Framework Approach and its impacts on Kinofelis, on other ALMPs and on SSI.

Recommendation No. 3.6:

Deliberately pilot and test combining participation in Kinofelis with other ALMPs and SSI to understand what combinations and sequencing are most likely to have the biggest impacts.

Rationale for the Recommendation

Currently too little is known within the Greek context about what the optimal combination and sequencing of ALMPs is. A better understanding will improve the ability of OAED counsellors to provide guidance to beneficiaries. While it is clear that Kinofelis can help plug the gap between LTU and activation, how it can be combined with other ALMPs is not clear. While this will to a large degree also depend on the individual characteristics of beneficiaries, pilot projects where, for example, Kinofelis beneficiaries are provided with access to wage subsidies could be explored. Furthermore, the possibility of SSI beneficiaries being activated through Kinofelis and receiving a “top up” through Kinofelis, while continuing to draw SSI benefits, could also be considered.

Implementation Modalities

This would require a pilot project in which different combinations and sequences of ALMPs are tested.

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