## **MUTUAL LEARNING PROGRAMME:**

## PEER COUNTRY COMMENTS PAPER - GREECE

Modernization of placement services in Greece in the context of grim prospects on employment and unemployment.

Peer Review on "Systematic Preventive Integration Approach (Support) for jobseekers and Unemployed"

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#### 1 LABOUR MARKET SITUATION IN THE PEER COUNTRY

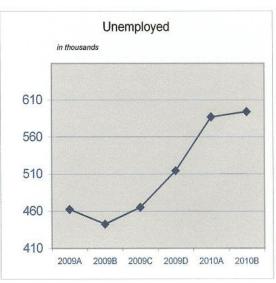
This paper has been prepared for a Peer Review within the framework of the Mutual Learning Programme. It provides information on Greece's comments on the policy example of the Host Country for the Peer Review - in this case Germany. For information on the policy example, please refer to the Host Country Discussion Paper.

The Greek economy is in a protracted recession in the wake of the global crisis and as needed fiscal austerity takes hold (OECD, 2010). The rapid economic expansion achieved over the previous decade came to an end in 2008. Real GDP growth decelerated to +2.0% in 2008 down from +4.5% in the two previous years, sustaining, however, a 1.4 percentage point positive differential from the Euro Area average growth rate. (M.F., 2010a: 4-6). The economic contraction was more severe for the Greek economy during the course of 2009 and 2010. The 2009 GDP growth rate was revised downwards to -2% (M.F., 2010b: 2), while the contraction of the economic activity is estimated at about -4% in 2010. Greece will continue to be in recession next year, with the GDP shrinking by -2.6% in 2011.

Unavoidably, the worsening of the economic recession is having a strong impact on the labour market. According to Hellenic Statistical Authority (ELSTAT), in the 2<sup>nd</sup> Quarter of 2010 the number of employed amounted to 4.426.992 persons decreased by 2.3% compared with the 2<sup>nd</sup> quarter of 2009, while the corresponding employment rates decreased from 61.6% to 60.1%. The Greek labour market is still characterized by below EU-27 average participation and employment rates, mainly due to the low participation of women and presents the largest disparity between male and female employment rates (Ioannou, 2009).

**Employed** in thousands 4.560 4.540 4.520 4.500 4.480 4.460 4.440 4.420 4.400 2009A 2009B 2009C 2009D 2010A 2010B





Source: Hellenic Statistical Authority, Press Release, Labour Force Survey, 2nd Quarter 2010.

The number of unemployed individuals amounted to 594.032 in the 2<sup>nd</sup> Quarter of 2010, increased by 34.2% compared with the same quarter of 2009. Respectively, the unemployment rate increased significantly to 11.8% in the 2<sup>nd</sup> quarter of 2010 compared with 8.9% in the corresponding guarter of 2009. According to the official text of the 2011 budget draft submitted to parliament, unemployment is expected to rise significantly, reaching 14.5% next year and hitting a high of 15% in 2012. On the other hand, an analysis carried out by the Labour Institute of the Greek General Confederation of Labour (INE), signals grim prospects on employment and unemployment and estimates that the unemployment rate may take up a nightmarish dimension at the end of 2011, approaching





20% of the labour force mostly affecting men in regular paid employment in the private sector, particularly in the construction, trade and manufacturing sectors (INE, 2010). Nevertheless, a constraint to an even sharper rise in unemployment comes from the large share of the public sector and self-employment, for which the negative impact of the recession is reflected in income reduction rather than job loss (IOBE, 2010: 107). In periods of crisis, self-employment is expected to increase, as the lack of available jobs pushes the unemployed to seek alternative options (Karadinos, 2010).

According the data provided by the Greek Manpower Organization (OAED - the main public body responsible for employment policy in Greece), the number of registered unemployed has dramatically increased from 399.612 in April 2008, to 571.119 in the corresponding month of 2009, reaching 705.689 persons in April 2010. It should be noted that among the registered unemployed the participation of job seekers is still very high (2009: 83.5%, 2010: 84.6%), but less than a third of these individuals are unemployment benefit recipients, while in the Greek case there is a restricted time limit that unemployment benefits can be received (maximum 12 months).

A close inspection of employment and unemployment figures by gender and age group highlights the difficulties faced by women, young persons, and older workers in obtaining access to and/or remaining in employment. Forward planning in the Public Employment Service (PES) in Greece places particular emphasis on these three categories, in addition to individuals from the Socially Vulnerable Groups, which constitute its key client groups and especially for those long-term unemployed.

Unemployment among women rose to 15.3% in the 2<sup>nd</sup> quarter of 2010, against 12.5% in the same period of the previous year, remaining significantly higher than the unemployment among men (2010: 9.4%, 2009: 6.3%). Furthermore, unemployment increased among all age groups. The jobless rate increased most among young people aged 15-29 (2010: 22.8%, 2009: 17.7%), which generally have the greatest difficulty in accessing the labour market. The corresponding rate for women of the same age group stood at 27.5%, higher by 4.9 percentage points relative to the 2<sup>nd</sup> quarter of 2009. The jobless rate for men of the same age grew at a lower rate, reaching 18.9%. The jobless rate among the 'new unemployed', i.e. those that enter the labour market for the first time without being able to find a job, fell to 23.8% in the 2<sup>nd</sup> quarter from 29.2% the year before. This indicates that a large part of the population delayed their job-seeking effort due to the unfavourable economic conditions.

The reverse trend is observed among the long-term unemployed, as in the 2<sup>nd</sup> quarter of 2010. Their share in the total number of unemployed reached 47.7% against 41.3% the year before. Foreign nationals were facing greater obstacles in accessing the labour market, as the unemployment rate among this group stood at a higher level than the corresponding percentage (14.3% against 11.4%).

As regards the educational attainment level, the unemployment rate is higher among persons who have not attended school (19.7%), for those who have completed ISCED 5B programs (14.2%) and for those who did not complete ISCED 1 level programs (14%). The largest increase relative to 2009 (+4.5%) was registered among individuals who have completed only a few years of primary school (standing at 11.5%). The lowest unemployment rates are observed among persons who have completed ISCED 5AS and ISCED 6 programs (7.4%), and among those who have completed ISCED 5A (8.1%). The access to the labour market is easier for university graduates and holders of doctorates or post-graduate diplomas, experiencing at the same time the lowest rise (1.2 and 1.7 percentage points respectively).

As far as the dynamism of job to job transitions is concerned, one of the peculiarities of the Greek labour market, in relation to the other EU member states, is the extremely low labour mobility rates, both from the geographical and the occupational point of view. (Karadinos, 2006b). According to OAED's estimations, the average length of stay on the PES client





register is 5.8 months, but no further data are provided regarding the magnitude and the direction of the real flows of the registered unemployed. During the last two years, the participation of the long term unemployed in the OAED's register rose from 19.9% in April 2009 to 29.8% in April 2010. For the same period, it seems that three quarters of the transitions from PES refer to support measures into employment in comparison to one quarter of the registered unemployed reaching to further training. However, there are some doubts about these estimations as the "cleaning" of the OAED's register remains a difficult task, although it is recognised that it constitutes a vital function for both placement work and for benefit administration.

#### 2 ASSESSMENT OF THE POLICY MEASURE

During the last ten years, along with the PES, the main public body responsible for employment policy in Greece, OAED, is undergoing a major organizational change (still ongoing), including modernization of its network through the development of Centres for Employment Promotion (KPA). In response to recommendations by the Commission, the new PES is implementing, among other, the preventative approach to unemployment and the use of personalized assistance to jobseekers.

Following Law 2434/1996, a number of KPAs were established by 2000. However, for various reasons, progress was slow in their mode of operation and in particular progress in the development of a unified procedure for applying the preventative approach. Today, the PES network comprises of 121 KPAs which are gradually being transformed into 'one stop shops' (Law 3518/2006). The creation of 'one stop shops' (KPA2) has been envisaged by OAED's strategic plans, and it certainly constitutes a step in the right direction, similar to some of the elements of the present model for German placement services, as well as to those in other OECD countries.

OAED's active intervention practices often start upon registration of the unemployed, usually held to obtain more detailed information on the jobseeker to allow for successful matching, when the process is completed. Both in Greece and Germany, the counsellor at PES tries to match the profile of an unemployed individual with available vacancies irrespective of whether or not availability for work is evaluated at initial registration, or during the first interview. However, in contrast with the German PES model, in Greece there is no provision for the early registration of jobseekers at risk (e.g. jobholders before the end of employment contracts, or for those receiving notice of dismissal).

Since 2003, developments regarding the modernisation of OAED have accelerated and a network of modern PES has largely been completed by coordinated action in a number of fields. Within the framework of an individualised approach applied by OAED, jobseekers' profiling has been introduced as a means to assess the unemployed and design appropriate intervention strategies. Jobseeker profiling is used in order to identify their potential and particular needs for professional guidance and design appropriate individualised action plans. According to the results of their job profiling, KPAs classify job seekers into four groups: (1) 'job-ready' clients who need little support since they are considered able to find a new job quickly; (2) those who need limited support (e.g. shortterm training) prior to engaging in job search; (3) those with skill deficits who need intensive support; and (4) 'hard-to-place' candidates who need additional services (e.g. supportive services for those threatened by social exclusion).

Compared to the German case, the job-seekers profiling practiced by OAED's KPAs in Greece is a statistical procedure classified as hard profiling (Mosley, 2010). It is based on client characteristics and the experience of similar jobseekers in the past, in the local labour market, without sufficient qualitative elements and with a rather restrained segmentation of PES clients Furthermore, there is no provision for specialized support by external services, while appropriate software tools (like VERBIS) are missing.





In Greece, after initial registration, an intensive interview takes place immediately or within two or three days. Employment counsellors tend to conduct intensive interviews with at most four jobseekers in a day, to guarantee the quality of the interview. Regular intensive interviews, during each unemployment spell, are another important element in the counsellor's "tool kit" for maintaining the client's work focus. The frequency of intensive interviews is decided by agreement between the jobseeker and the job counsellor and depends upon the needs of the jobseeker. No minimum or maximum number of interviews is set, but the individual action plan is monitored every 3, 6 and 12 months.

The duration of intensive interviews varies from 20 to 40 minutes, depending on the specific characteristics of each case. Topics include the monitoring of the jobseeker's individual action plan, the person's specific job-search efforts, and the possible obstacles s/he encountered in the effort to obtain employment. There is no minimum or maximum number of interviews required. The counsellor is always at the jobseeker's disposal to provide information. Jobseekers can request an interview with the counsellor if there is a specific need such as when information is sought on job vacancies, employment service procedures, or specific labour market or training programmes.

According to the findings of an evaluation of the KPAs conducted in 2005 as part of the interim evaluation of the O.P. 'Employment and Vocational Training 2000-2006', with respect to everyday work, eight out of ten of job counsellors deal with more than 40 unemployed workers on a weekly basis. Again, on a weekly basis, one out of three job counsellors visit more than five employers, but one tenth of job counsellors reported that they are unable to meet employers because of a lack of time (Logotech et all, 2005).

Currently, it is estimated that the KPAs and the Local Employment Services are staffed with almost 500-600 Employment Counsellors and at least as many civil servants. The detailed interviews with the unemployed, the drafting and overseeing of personal action plans, the matching of labour supply and demand, and the tracking of vacancies in the open market, are among the main tasks of employment counsellors. Accordingly, civil servants are charged with the unemployment register keeping the management of ALMPs and the tracking of new hires and separations. However, as a result of the crisis the ratio of jobseekers per case worker has worsened during the last two years, due to the significant increase of the number of unemployed jobseekers, as well as due to the hiring constraints in PES.

The newly registered unemployed do not have other obligations, but they are encouraged to engage in activities, such as collective information sessions to the framework of their Individual Action Plan (IAP). Regarding the frequency and content of collective information sessions, in Greece a significant number of jobseekers attend collective information sessions, if directed (or strongly encouraged) to do so by their PES counsellors.

The setting-up of individual action plans with unemployed clients has become an increasingly important element of PES' activation strategies. The IAP is discussed between the counsellor and the jobseeker and is established as soon as possible after registration with the employment services. A thorough analysis of the jobseeker's situation and occupational profile is conducted in order to build a realistic IAP. Two or three separate interviews are usually involved in establishing the initial IAP. More specifically, during the first interview within the framework of the IAP, the appropriate course and actions to be taken are defined, and during the second interview the progress achieved is monitored and the IAP finalized. Further, the course of unemployment is monitored every 3, 6 and 12 months after the establishment and acceptance of the initial IAP. However, this is mainly carried out via letter or a telephone call, and rarely by means of a personal interview, unless this is requested by the unemployed. By contrast to the German PES model, in Greece KPAs' advisers do not have any control over the budget available for actions for individual job seekers, which are established on a centralized statutory basis.





As regards active measures available to case workers to be offered to job seekers, it should be noted that ALMPs have also undergone a noticeable change during past years in Greece. More specifically, their design has become more focused with respect to target groups, economic sectors and geographical areas. In addition, ALMPs are now more closely linked to policy changes, backing recent decisions to focus on the subsidization of the indirect labour cost, through the covering of a significant part of social security assurance, as well as putting emphasis on the activation of the unemployed through the transformation of unemployment benefits in training vouchers, for the first time in Greece. The new programme will complement and run in parallel with other traditional active programmes, such as the 'STAGE' programme for the achievement of labour market experience in the private sector focusing only on young unemployed, the 'new entrepreneurs' programme or the special 'employment promotion' programme for older unemployed workers through Temporary Employment Agencies.

Thus it seems during recent years, the PES and the ALMPs have been focused more on real needs and hence it is likely that they have increased their impact. However, there is not sufficient evidence that the use of these measures was affected by jobseekers profiling procedures, and it remains to be verified by further research.

# 3 ASSESSMENT OF THE SUCCESS FACTORS AND TRANSFERABILITY

The comparison of the Greek and German procedures for the PES' core placement strategy shows some similarities, but also significant differences. Some of the success factors of the German placement services could readily be applied and transferred to Greece, while some others require significant changes.

The Greek Manpower Organisation (OAED), similar to the German PES, is a highly centralised organisation aiming at the establishment of a network of modern PES (KPA2), reaffirming, since 2003, its commitment to the full implementation of the intensive case approach and individualised action planning to unemployment. OAED, as a public agency providing various labour market services (including ALMPs), is still the main provider of placement services. During the past few years, a major effort was made to raise the public image of the PES, to introduce the preventative and individualized approach to unemployed individuals, to utilize new technologies and to improve the effectiveness and efficiency of ALMPs. This effort is still on-going.

Thus, the introduction of a common standardized model in Greek placement services (KPA2), like the German "4 Phases Model", could be the first element that perhaps should be considered by Greek authorities. From this perspective, the drive towards higher performance ought to go hand in hand with an ongoing commitment to evaluation and the use of 'Management by Objectives' technique, as it has been strongly embraced by the German PES.

In developing the early re-integration approach by the Greek PES, it is evident that the new regulatory framework, setting rules for the early registration of jobseekers at risk (e.g. jobholders before the end of employment contracts, or for those receiving notice of dismissal) is clearly needed. Obviously, special provisions should be made for the early registration of jobseekers at risk by adapting and diversifying correspondingly the registers of OAED.

It is noteworthy that in times of grim labour market prospects (as in Greece currently), increasing mobility by facilitating job to job transitions may entail risks for certain workforce groups, such as older workers, the low-skilled and the unemployed from the vulnerable social groups. On the other hand, from the growing number of dismissals, emerges the need to use the time span before the beginning of unemployment (the so-called "action").





time"). In this case, a job-to-job placement could be achieved without any intervening spell of unemployment. Therefore, OAED should study carefully all these aspects, prior to changes in the field concerned. In this perspective there is also need to provide a common code of practice, for the strengthening of the early re-integration processes outweighing potential deadweight effects. Given that the development of these services constitutes a new experience for Greece, it is vital that the experience of other member states which have already reformed their respective employment services (such as Germany), should be taken in account.

The principal innovation of the German placement model is the much more differentiated set of categories (now six "client profiles" instead of four "client groups") in which the profiling process culminates. The new version of the placement process also offers a correspondingly more differentiated categorisation of client deficits and potential "action strategies" to address them as well as link to "products" that may be used to address these needs. This more complex profiling approach is supported by a much improved version of the Verbis software that more effectively guides the placement counsellor through the entire process. The new profiling approach begins with an inventory of the jobseekers strengths or potential and so takes, at least psychologically, a more positive approach to the jobseekers labour market situation. Consequently, the complexity of the profiling process is such that for the successful transfer of the German placement model, a highly sophisticated software is an absolute prerequisite. In this perspective, OAED should adapt accordingly its current and future plans aiming at the creation of a Eures-type portal enabling efficient matching of the demand and supply of labour, as well as the linking of the PES with the Citizens Service Centres (KEP)<sup>1</sup>, the promotion of decentralisation arrangements, the development of new tools (particularly in the area of vocational guidance and counselling), advances in various ICT applications, and finally plans to improve the monitoring and evaluation of active measures.

Over the past few years, OAED has made intensive efforts to assign staff to the KPAs and due care has been taken to train the counsellors and the remaining PES staff on job matching related issues, including contacts establishment with employers and vacancy notifications. However, given that the German placement model requires adequate and highly qualified staff resources, ensuring notable improvement of the counsellor/client ratio, its transferability to the Greek case, in the context of shrinking budget, could face serious difficulties.

The second interesting element of the German model relates to the new regulation concerning the Placement-related Services. As it has been envisaged in the new OAED's Strategic Plan (OAED, 2010), the opening-up of employment services to other public and semi-public institutions and organizations (including NGOs), as well as to private firms, and the establishment of relevant partnerships, converges significantly to the present German model. Although the details of the plan have not been disclosed yet, it is believed that the unemployed and employers will both benefit from the German experience, as the main clients of the Greek, PES needs flexible placement-related support services supplied by external providers.

Finally, like in case of the Placement Budget, there are currently no evaluation results available, and it is difficult to assess its suitability for Greece, especially in a climate of severe budgetary cuts.

Admittedly, labour market authorities and OAED in particular, operate under a difficult environment (Karadinos, 2006a), especially in the context of a hard economic crisis and grim labour market prospects. Therefore, the adaptation of the present German placement

<sup>&</sup>lt;sup>1</sup> KEPs are associated with cutting the red tape and time-saving efficiency (in contrast with OAED's procedures which have often been described as excessively bureaucratic).





services model to the Greek reality could contribute significantly to the optimisation of a still on-going PES modernisation process in Greece.

### 4 QUESTIONS

- Is the early re-integration applicable only to dismissals or does it also apply to voluntary withdrawals? In the real world however, the boundaries between quits and dismissals are often blurred. Although there are no studies to substantiate it, in Greece it is common knowledge that a portion of those quitting their job do so under pressure (involuntarily) rather than voluntarily. It is also possible that some of the contracts terminated as dismissals represent in reality voluntary withdrawals. This situation may occur in cases where the employer may feel obliged to help the former employee claiming unemployment benefits. Therefore, for reasons of fairness, it would be advisable to extend coverage of early intervention to all jobseekers, irrespective of the reasons behind the termination of their contracts.
- Is there any estimation concerning potential deadweight effects of early re-integration, as well as of the potential creaming effects of job-to-job transitions, implying disadvantages for people facing high risk of exclusion from the labour market? It is noteworthy that in times of grim labour market prospects (as in Greece currently), increasing mobility by facilitating job-to-job transitions may entail risks for certain categories of the workforce, such as older workers, the low-skilled and the unemployed from the vulnerable social groups.
- Is there any differentiation in the allocation of resources to six client types established through profiling? How could we avoid the de facto exclusion of the hardest-to-place from counselling and placement services?





#### **ANNEX 1: SUMMARY TABLE**

#### Labour market situation in the Peer Country

- The rapid economic expansion achieved over the previous decade came to an end in 2008. The Greek economy turned into a protracted recession in the wake of the global crisis and as fiscal austerity measures take hold.
- Unavoidably, the worsening of the economic recession is having a strong impact on the labour market. The unemployment rate in 2010 increased significantly to 11.8% in the 2nd quarter of 2010 compared with 8.9% in 2009.
- Unemployment is expected to rise significantly to reach 14.5% next year and hitting a high of 15% in 2012, signalling grim prospects in the Greek labour market
- According the data provided by the Greek Manpower Organization (OAED), the number of registered unemployed has dramatically increased from 399.612 in April 2008, to 571.119 in the corresponding month of 2009, reaching 705.689 persons in April 2010. Among the registered unemployed, the participation of job seekers is still very high (2009: 83.5%, 2010: 84.6%), but less than a third of them are unemployment benefit recipients, while in the Greek case there is a restricted time limit that unemployment benefits can be received (maximum 12 months).
- The Public Employment Service (PES) in Greece for the years to come will place particular emphasis on women, young persons, and older workers, altogether on Socially Vulnerable Groups, which constitute its key client groups and especially for those long-term unemployed.

#### Assessment of the policy measure

- The main public body responsible for employment policy in Greece, OAED, is undergoing a
  major organizational change (still on-going), aiming at the implementation of the
  preventative approach to unemployment and the use of personalized assistance to
  jobseekers.
- Compared to the German case, the job-seekers profiling practiced by OAED's KPAs is statistical procedure without sufficient qualitative support and with rather restrained segmentation of PES clients, while there is not any provision for specialized support by external services, and appropriate software tools (like VERBIS) are missing.
- The frequency of intensive interviews in Greece is decided by an agreement between the jobseeker and the job counsellor and depends upon the needs of the jobseeker.
- As a result of the economic crisis the ratio of jobseekers per case worker has worsened during the last two years, due to the significant increase of the number of unemployed jobseekers, as well as due to the hiring constraints in PES in Greece.
- The setting-up of individual Action Plans with unemployed clients has become an increasingly important element of PES' activation strategies in Greece. The Personal Action Plan is discussed between the counsellor and the jobseeker and established as soon as possible after registration.
- The design of ALMPs available to case workers (to be offered to job seekers), has become more focused with respect to target groups, economic sectors and geographical areas.





#### Assessment of success factors and transferability

- The introduction of a common standardized model in the Greek placement services (KPA2), like the German "4 Phases Model", should be looked into by the Greek authorities.
   Special provisions should be made for the early registration of jobseekers at risk by adapting and diversifying correspondingly the registers of OAED.
- OAED should provide a common code of practice, for the strengthening of the early reintegration processes outweighing potential deadweight effects.
- For the successful transfer of the German placement services model, the development of adequate software is an absolute prerequisite.
- The German placement service model requires adequate and highly qualified staff resources, ensuring a marked improvement of the counsellor/client ratio, thus its transferability to the Greek case, in the context of shrinking budget, could face serious difficulties.
- The second interesting element of the German model (relating to the new regulation), is concerning the Placement-related Services. The unemployed and employers will both benefit from the German experience, as the main clients of the Greek PES need flexible placement-related support services supplied by external providers.

#### **Questions**

- Is the early re-integration applicable only to dismissals or does it also include voluntary withdrawals?
- Is there any estimation concerning potential deadweight effects of early re-integration, as well as of the potential creaming effects of job to job transitions, implying disadvantages for people facing high risk of exclusion from the labour market?
- Is there any differentiation of the allocation of resources to six client types established through profiling
- How could we avoid the de facto exclusion of the hardest-to-place from counselling and placement services?





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