ILO EVALUATION

- **Evaluation Title:** **Support to a new generation of Public Works Schemes in Greece**

- **ILO TC/SYMBOL:** **GRC/16/01/EUR**

- **Type of Evaluation:** **Final**

- **Country:** **Greece**

- **Date of the evaluation:** **January 2018**

- **Name of consultants:** **Ms. Katerina Stolyarenko**

- **ILO Administrative Office:** **DEVINVEST**

- **ILO Technical Backstopping Office:** **DEVINVEST**

- **Date project ends:** **December 31, 2017**

- **Donor:** **European Commission, EUR 631,021**

- **Evaluation Manager:** **Ms. Maria Teresa Gutierrez**

- **Evaluation Budget:** **US$ 16,500**

- **Key Words:** **Employment, labour intensive employment, promotion of employment, employment services, infrastructure**

Table of Contents

Acronyms

ALMP	Active Labour Market Policies
EC	European Commission
EU	European Union
ICT	Information and Communication Technologies
ILO	International Labour Organization
GMI	Guaranteed Minimum Income programme
KEDE	Central Union of Municipalities of Greece
LFA	Logical Framework Analysis
MIS	Management Information System
MOL	Ministry of Labour, Social Security and Social Solidarity
MOU	Memorandum of Understanding
NPC	National Project Coordinator
NPT	National Project Team
NSRF	National Strategic Reference Framework
OAED	Greek Manpower Employment Organization
OECD/DAC	Organization for Economic Cooperation and Development's Development Assistance Committee
PIM	Programme Implementation Manual
PWP	Public Works Programmes
SRSS	Structural Reform Support Service of the EC
SSI	Social Solidarity Income
TOR	Terms of Reference

I.   Executive Summary

Project Background

The Project "Support to a new generation of Public Works Schemes (Kinofelis) in Greece" aimed to strengthen the capacity of the Greek government to achieve the objectives of the new generation of Kinofelis (a public benefit programme) through a public works scheme that enhances the employability of participants through the introduction of selected active labour market policies while maintaining community assets and delivering services that contribute to the public good.

The immediate objectives of the project were five-fold:
1. Improved programme design of Kinofelis, including in relation to innovations and integration with ALMPS and the GMI.
2. Increased capacity in the Ministry of Labour, Social Security and Social Solidarity (MOL) and in municipalities to operationalize the new elements of Kinofelis.
3. New planning systems and processes to enable effective implementation and quality assurance.
4. Improved reporting systems in Kinofelis to support effective monitoring of project activities and outputs.
5. Improved socio-economic evaluation of the programme informs policy and programme design choices.

The Greek Government requested the ILO in November 2015 to provide support with the implementation of the Kinofelis programme. The ILO provided the support to the MOL for redesign and preparation for implementation of the new generation of Kinofelis; however, due to the availability of the limited resources, the ILO was not able to intensify this support and the Greek Government requested the Structural Reform Support Service (SRSS) of the European Commission (EC) to provide funding to the ILO for continuation of this support.

The main direct beneficiary of the project was the Ministry of Labour, Social Security and Social Solidarity (MOL).

Evaluation Background

The main objective of the final evaluation was to assess whether the ILO support to a New Generation of Public Employment Programmes in Greece project has delivered the expected outcomes on time and within budget and provide key insights on project achievements, challenges, impacts, sustainability, involvement of stakeholders, capacity building and areas for replication.

The final evaluation of the project was carried out from November 2017 to March 2018 by an independent evaluation expert under the supervision of the ILO Evaluation Manager at ILO HQ.

The final evaluation covers the whole project implementation from September 1, 2016 to November 30, 2017.

The principle audiences for this evaluation are the main stakeholders in the project, particularly the Ministry of Labour, the SRSS of the EC and also supporting learning processes within the ILO itself.

Evaluation Methodology

The evaluation was undertaken in accordance with ILO's Evaluation Policy Guidelines, UN Evaluation Group (UNEG) Norms and Standards, and OECD/DAC´s recommendations. The evaluation had a participatory character and was primarily qualitative in nature. Quantitative data were drawn from project documents and reports, to the extent available, and incorporated into the analysis. Data

collection procedures included: (i) a desk review of literature; (ii) preparation of an evaluation matrix with related evaluation questions; (iii) semi-structured interviews with key informants and stakeholders; and (iv) skype de-briefing with the ILO after the field mission. The evaluator used a purposeful, non-random sampling methodology to select the interviewees.

In total, more than 50 project documents have been reviewed and 26 interviews with key project informants (MOL, including the Alternative Minister and key project team members, ILO staff (Geneva and Athens) and relevant ILO consultants in relation to the main outputs (e.g. baseline study, platform, training strategy, PIM), MIS Developer, SRSS staff responsible for the project, World Bank, other selected stakeholders including selected municipalities and direct beneficiaries).

Limitations to the Evaluation

The most important limitation of the evaluation field study was the short duration of the field mission in Greece, which in the end amounted to only five full weekdays for interviews and meetings. In addition, the field mission took place just one week before the end of the project when all project key deliverables were only at the final stage of finalization and have not been yet shared with main project stakeholders. This in turn limited the possibility to obtain the opinion of the project's counterparts and beneficiaries about the quality of produced deliverables.

Summary of Key Findings

Relevance and strategic fit

Overall directions laid out in the project document were entirely consistent with the Greek government's new generation Kinofelis programme and priorities of the different group of stakeholders as the project focused on provision of a number of elements that meant to strengthen the public works programmes as a future policy option for job creation in Greece. The development of PIM was highly relevant as in spite of the fact that the first phase of Kinofelis started in 2011; there was no written consolidated document for government institutions, which contained an overview of the Kinofelis programme. The project's capacity building activities were highly relevant to the MOL, municipalities and other stakeholders implementing the programme aimed to institutionalize the capacities required for the programme to be efficiently and effectively rolled out as well as laying the basis for intended processes of scaling up in the future. The development of MIS and the website of Kinofelis programme were considered very relevant as aimed to support better implementation of the phase III of the programme. The development and piloting of the methodology for conduction of socio-economic evaluation of the Kinofelis programme was innovative and highly useful for the Greek Government as allowed to assess the labour market outcomes of the programme and find out for the first time the social and economic impacts of Kinofelis. The establishment of the GMI-Kinofelis Working Group maintained a high level of relevance as it was initiated to facilitate the alignment of the design of Kinofelis with other existing social protection programmes.

Validity of design

The ILO support programme development objectives and outcomes remained valid throughout the project lifespan despite of changes in the Kinofelis programme which it was designed to support; however, they define an ambitious scope of action and constitute a major organizational, logistic and technical challenge. The design acknowledged contextual realities and remained flexible to address emerging priorities and issues. However, the ILO was sometimes too ambitious in extending the scope of specific outputs or conducting additional activities, rather the limiting the scope and sticking more strictly to the defined deliverables. The ILO's gender mainstreamed strategy was adequately taking into account in the project design as a cross-cutting aspiration, but there was a lack of gender sensitive indicators and targets in the project's Logframe.

Effectiveness

A significant amount of work has been done by the ILO support programme on building awareness, knowledge and skills. The project's capacity building approach focused on critical role-players in the design and implementation of Kinofelis at national and municipal level in the form of mentorship, peer-learning workshops, and online learning. Mentorship of the core officials responsible for Kinofelis within the Ministry of Labour was seen as valuable and relevant for their work. Trainings for municipalities were assessed as very useful or useful; however, the project team had to modify the approach towards provision of trainings for municipalities in implementing Kinofelis. The trainings for municipalities were delivered directly by the ILO local project team not by the National Project Team of the MOL because of the lack of time and resources on their side. In relation to the webinars, they have been delayed because of the selected service provider and completed only at the end of the ILO support programme. The project developed a PIM together with 26 Guidance notes in Greek and English as a tool which will provide an overview of the programme cycle and practical guidance for different actors on how to achieve its objectives. However, the process of development of PIM and guidance notes was difficult and it was finalized later than expected. The scope of the baseline study evolved and was increased as the project progressed, based on what was feasible. Therefore, the project conducted entry and exit surveys among 17 municipalities from first pilot phase of the new Kinofelis programme. The quality of the baseline study is assessed as moderate as academically it was not as strong as it supposed to be. The work of the established GMI-Kinofelis Working Group was perceived in a positive light; however, it lacked the clearly defined expected results and targets, which would make the WG more operational and would allow the group to have specific deliverables. The project developed at the request of MOL a comprehensive MIS for Kinofelis; nevertheless, the process of development took longer than expected because of delays with alignment of MIS with the systems of other Greek agencies through building web services with the national contract registration IS of ERGANI and the IS of OAED. This made impossible for the project to develop training material in the form of guides, videos and/or webinars that will be used to train municipalities/OAED on how to use the IS as well as train IT administrator on newly developed MIS.

There were a number of not foreseen or planned ahead activities during project design, but which were implemented by the ILO support programme either at the specific request of the Ministry or because the ILO team thought it would make an important improvement to Kinofelis programme. They include: (1) preparation of the technical and strategic recommendations; (2) development of discussion note on conditionalities for activating SSI beneficiaries; (3) development of 51 skill profiles of the local unemployed; (4) presentation of lessons of the ILO support programme at a seminar of the European Social Fund, and (5) development of website for statistical description of the Kinofelis reports.

Efficiency of resources use and effectiveness of management arrangements

The project has been cost-efficient, although the planning for and implementation of activities took more time than initially envisaged due to political, management and administrative reasons. The project budget utilization rate constitutes 93%. The budget was a subject to one revision, which took place in February 2017 when the project budget was increased on EUR 110,000, i.e. from EUR 519,879 to EUR 631,021. The main reason for the budget increase was a need to develop a new more comprehensive Information System for better implementation of the current phase of the Kinofelis programme. The ratio of direct to indirect costs constituted 49% to 51% which is considered not high at all taking into account that the project is primarily a technical support programme. The biggest project spending went for MIS development (42%), followed by capacity building (20%), PIM (15%) and baseline study (13%). The rest 10% went for development of Kinofelis web-site, planning tools for municipalities and training webinars. The project was implemented within the initially set timeframe; however, there were delays with implementation of some activities within the period of project implementation (i.e. development of PIM, MIS and webinars, conduction of baseline study) due to either competing priorities of the project team and the need to prioritise the project activities, or time required to hire the service provider and having access to the data from the OAED system, or delays with roll-out of Kinofelis. The project team has been highly qualified, but the project management set up was not effectively organized due to the scope and ambition of the project coupled with the budget constraints. In terms of project management, there was issues of communication and coordination; hence, the adaptive programming and the multi-layered approach to the tasks allowed the project to move ahead even if some components were delayed.

Impact orientation

The timeline of the project was too short to effect significant change or to achieve sustainable impacts. What was considered achievable within the original design timeline was to provide impetus and drive towards change by providing a large array of ideas and concepts to promote change. The developed PIM and Guidance notes will help the institutions involved in the Kinofelis programme to design, implement, monitor and report in more effective way. The ILO also proposed a number of recommendations for strengthening Kinofelis (both for current and future phases), which could be considered by the MOL in the short, medium or long term. The project improved the knowledge among municipal employees about the Kinofelis programme objectives and its intended impact, which could help municipal employees to prove to the local authorities about the value for the programme. The new MIS will give a chance to continuously report and give data on Kinofelis performance as well as can provide scientific data for evaluation, which was not possible in the past, while systematic conduction by the MOL of entry-exit assessments of programme participants will allow the MOL to identify impacts of the programme on activation and employability of individual beneficiaries and determine the broader impact on the households of unemployed and local communities.

Sustainability

The sustainability of the ILO support programme results depends entirely on the sustainability of Kinofelis itself. The ownership of the project's results varies depending on the deliverable. In terms of institutional capacity, the MOL has improved, but it has not yet fully consolidated institutional capacities that results in a fully- functioning and high-standard implementation of Kinofelis programme. In terms of the economic and financial conditions, currently the MOL does not have all required financial resources for implementing of Kinofelis on its own and external financial support is needed for programme's further roll-out and continuation. The biggest threat to the sustainability of the Kinofelis is reduced donor funding in the short term. In terms of institutional ownership and appropriation, it varies depending on the project's deliverable (from high (PIM and MIS), medium (baseline study) to low (trainings for municipalities), while its appropriation (being the full driver of the process) is still weak because of the limited resource capacity of the Ministry.

Conclusion

The ILO Support Programme is a demand driven project which was initiated by the MOL. In overall, it contributed to strengthening the capacity of the Greek government to achieve the objectives of Kinofelis in spite of navigating in the complex and not always explicit politics of the context. The pace of implementation and the level of effectiveness, impact and sustainability of the project's results have been influenced by three major factors: (1) its full dependence on the larger Kinofelis programme and in particular its timeframes, (2) provision of technical support to the ongoing public work programme which entail the possibility of changing needs of the main beneficiary during the implementation process, and (3) the late start of the technical support due to the lengthy negotiation and approval process of the project with the donor. However, the reform process needs to continue as the long-term unemployment in Greece is still to be overcome. The ILO Support Programme has moved the process forward but follow up is needed to see it through.

Recommendations

In future TA projects which are involving institutional development (particularly improving capacities and operating procedures of national counterpart institutions) and implemented in a complex environment, the "process" approach should be applied for project design as it offers more flexibility in its choice of objectives, means, and priorities.

In future, TA programme objectives and outcomes should be more realistic, attainable and measurable. Future TA project design requires a more considered approach. TA project outcomes should understand how the project supports/contributes toward the overall objectives and then set achievable outcomes with appropriate measures of effect. It is recommended to have one objective and focus on not more than two expected results if the project duration is 15 months.

Future TA projects design must de-risk project implementation. The design phase should consider all the risks and implications relating to the project, especially when a project support ongoing government intervention, involves multiple stakeholders and challenging environment. It is recommended to develop as a part of the project proposal a risk mitigation plan which would contain a plan for the unplannable risks. This could be: (i) contingency funds, (ii) float in the plan, (iii) additional resources on standby, and (iv) options to break the project into segments and/or reduce scope.

Future TA projects should adopt a more "active" approach towards the communication with the donor in order to keep it in the loop of all project's developments and milestones and make it more involved in the project's implementation. For that reason, it is recommended to hold bi-weekly donor's briefing sessions and prepare monthly calendar of activities.

If the technical support programme's aim is to build the capacity of the government to play the primary role in essential service delivery, then the optimal duration of the technical assistance programme is at least 5 years. Such timeframe allows to develop a capacity building strategy, including quality assurance systems for training needs assessment, participants selection, and follow up of capacity building efforts.

Future TA projects should have a Logframe structured as a management tool, which is able to measure impact of the project at outcome level and oriented towards reporting and progress monitoring. Relevant quantitative output level indicators need to have the established baselines and targets, and indicators for outcome level should be assessed with a mix of qualitative as well as quantitative methods.

Future TA projects should better articulate an outcome-based strategy towards gender mainstreaming in order to strengthen the gender orientation of the project's activities and the activities undertaken by its partners, as well as the impact of the project.

Important Lessons Learned

Care should be taken to ensure that the project design is as clear and simple as possible. The design should avoid unnecessary complexity resulting in multiple overlapping outputs/key result areas and specific objectives. Whilst complex designs may spread benefits across a wider range of stakeholders, they are less likely to deliver deeper and lasting changes. Complexity is also likely to increase the burden and cost of project management and monitoring.

The more unsettled a country's institutional environment, the greater the need for a flexible, process-oriented TA project design. Multi-dimensional TA projects require strong country level leadership. This is to ensure that the vision is maintained and reinforced throughout the life of the project. To make sure that the vision is properly translated into tangible activity and that stakeholders are kept abreast of development

When the project was amended and its scope increased in February 2017, the duration of the project should have also been extended by 2 to 3 months as the main underestimation was with regards to the time required to be able to satisfactorily complete the all the outputs and, in the end, too many things had to happen in parallel and there was insufficient time to review the completed outputs as the timelines were so tight.

More investment in building a shared understanding of the management arrangements and levels of involvement that would be best for the project and all stakeholders. In addition, working arrangements and agreement on roles between the donor and the implementing agency should be discussed and clarified extensively from the start of project implementation to avoid a possibility of miscommunication and misexpectations.

Even in the short-term projects, do not engage in activities without first assessing the institutional capacity of relevant entities to sustain them. The activities must be designed from the outset with a view to their sustainability.

One of the key challenges in efficient partnerships is communication. Although e-mails and the internet offer a good communication medium, it is not adequate. There is a need to proactively follow up e-mails to partners with phone calls and face to face interactions in order to ensure that what is agreed on is done. In addition, partner assumptions and expectations of what the project can do usually exceed reality and there is a need to share information among the partners in a clear and sensitive manner. Regular formal and informal communication is important among the technical teams of the partner organizations, and in addition, effort should be made to regularly to inform the higher-level decision makers in each organization.

Emerging Good Practices

The ILO support project aimed to strengthen the capacity of stakeholders to implement the programme through training. The methodology combined the presentation of learning materials with a strong emphasis on participatory processes aimed at enabling peer-to-peer learning and open discussion that encouraged municipalities to seek advice and exchange experiences on ongoing implementation issues and to share and develop locally-generated solutions.

II.   Background and Project Description

2.1.   Country context and project background

In 2016 the Greek economy entered its ninth consecutive year in recession, and commentators have described it as the longest-running recession in history. Greece has lost more than a quarter of its GDP since 2008, while the long-term unemployment rate in 2015 reached 18.2%, and the unemployment rate for young people below 25 years of age was nearby 50%[1]. This unprecedented rise in unemployment had a devastating social impact on increasing poverty, including child poverty, homelessness and destitution across Greece, but especially in regions with high percentages of long-term unemployment. From 2010-2015, poverty amongst the unemployed increased by 8.5% and the percentage of the unemployed under the threshold of poverty was 70% in 2015[2]. In addition, the unemployment rate for women in Greece is significantly higher than that for men (e.g. in 2015, 28.9% as compared with 21.8%).

Given this context, the Government of Greece after the beginning of the economic crisis has decided to formulate a coordinated menu of policies and measures aimed at tackling unemployment taking into consideration the demographic and socio-economic characteristics of unemployment in Greece.

One of the first direct job creation programmes launched by the Government of Greece was Kinofelis (translated as the "common benefit"). It was initiated by the Ministry of Employment, Social Security and Social Solidarity (MOL) in 2011.

The phase I (2011-2013) was based on the principle that the most productive way of "activating" the unemployed and reintegrating into the labour market in an economy characterised by low demand for labour is through funded public employment that promotes the common good, benefiting not only beneficiaries and their households but also local communities. It was open to non-profit organizations, municipal authorities and legal entities engaged in activities of public interest. Priority was given to the long-term unemployed, those who didn't receive unemployment benefit, the age groups of under 30 and 55-60, and unemployed farmers, who were given extra points in the selection procedure. Beneficiaries were given employment for a five-month period. The application procedure was the responsibility of OAED and the selection process was supervised by NGOs.

The phase II of the programme (2014-2015) targeted families with no employed members, single parent families, youth 18-29, long-term unemployed, and university graduates. Beneficiaries were given employment for a period of five months.[3] The main institutions implementing the program were the Municipalities and other public institutions. OAED remained responsible for the application process but took over also the recruitment of beneficiaries from the NGOs.

Since 2015, **the phase III**, a new generation of Kinofelis was introduced, which granted the responsibility for the implementation of the programme to Municipalities. Municipalities became the main implementing institutions of Kinofelis. They submit projects and specialties/tasks required to ASEP, which decides upon the necessary qualifications for each specialty. OAED is responsible for the application process, but the recruitment process has moved to the Municipalities, which check that beneficiaries' certificates are valid according to ASEP criteria and register the recruited beneficiaries. The main aim of the phase III is to reattach the unemployed to the labour market by involving them in decent jobs, thereby increasing their employability.

The MOL wanted to build on the experience of the two previous phases and improve the phase III of the programme through inclusion of the following innovations:

---

[1] http://councilforeuropeanstudies.org/critcom/severe-pain-but-no-gain-labor-market-reforms-in-the-greek-crisis/
[2] http://www.inegsee.gr/wp-content/uploads/2017/03/ETHSIA_EKTHESH_2017.pdf
[3] Foundation for Economic and Industrial Research, "Evaluation of the Programs of Public Benefit that are funded by the NSRF" Deliverable 3: Final Report, February 2015

- The Programme strengthened as an active – rather than passive - labour market programme, offered to jobseekers as a choice within a menu of available ALMPs
- Greater emphasis placed on ensuring the productivity and the social benefit of the work undertaken by ensuring that the work performed is linked to the assets created or services delivered
- The duration of a "work opportunity" extended from five to eight months
- Work performed is project-based: the skills profile of workers will be expressed by municipalities in terms of the requirements for carrying out specific project activities
- Workers exiting the programme eligible to receive unemployment compensation, and
- All participants have the possibility to choose to receive training for one day a week or its equivalent in information and communication technologies (ICT).

The phase III was planned to be implemented in several phases: (1) *the pilot phase* which should cover a total of 51 municipalities, 17 in a first phase started in July 2016 and 34 in a subsequent phase started in September 2016; and (2) *the roll out phase* where the remaining 274 municipalities planned to be entered to the programme in January 2017. The pilot municipalities were selected according to criteria based on the absolute number of unemployed and on rates of unemployment, long-term unemployment and change in the rates of long term unemployment.

The phase III aimed to benefit approximately 45,000 of the unemployed and was co-funded by National Strategic Reference Framework (NSRF) 2014-2020 and national funds. The total budget of the phase III constituted EUR 308mln (where European Social Fund provided EUR 240mln and the Greek Government contributed EUR 68 mln).

To introduce the various measures to improve the design, operations, monitoring, evaluation and the impact of the phase III of the programme, the Greek Government requested the ILO in November 2015 to provide support with the implementation of the Kinofelis programme. The ILO provided the support to the MOL for redesign and preparation for implementation of the new generation of Kinofelis[4]; however, due to the availability of the limited resources, the ILO was not able to intensify this support and the Greek Government requested the Structural Reform Support Service (SRSS) of the European Commission (EC) to provide funding to the ILO for continuation of this support.

2.2. Project description

The Project "Support to a new generation of Public Works Schemes (Kinofelis) in Greece" (hereinafter, the Project) aimed to strengthen the capacity of the Greek government to achieve the objectives of the new generation of Kinofelis (a public benefit programme) through a public works scheme that enhances the employability of participants through the introduction of selected active labour market policies while maintaining community assets and delivering services that contribute to the public good.

The project set five outcomes:
Outcome 1: Improved programme design of Kinofelis, including in relation to innovations and integration with ALMPS and the GMI.
Outcome 2: Increased capacity in the Ministry of Labour, Social Security and Social Solidarity (MOL) and in municipalities to operationalize the new elements of Kinofelis.
Outcome 3: New planning systems and processes to enable effective implementation and quality assurance.
Outcome 4: Improved reporting systems in Kinofelis to support effective monitoring of project activities and outputs.
Outcome 5: Improved socio-economic evaluation of the programme informs policy and programme design choices.

---

[4] Background information: The ILO during December 2015-August 2016 provided overall advisory support to the MOL and prepared a draft guidance note for municipalities, a project Logical Framework Model for Kinofelis, a diagnostic analysis of the monitoring and evaluation system and action plans

The ILO project management team planned the project activities so as to: (a) reach agreement with relevant stakeholders on forms of alignment and/or interfaces with other ALMP programmes and with the Guaranteed Minimum Income; (b) revise and develop the guidance notes for the implementation of Kinofelis; (c) provide training and capacity building sessions for executing institutions of Kinofelis; (d) design systems and processes and policy recommendations for programme implementation and quality assurance/ assessment; (e) design a reporting and monitoring system for Kinofelis; and (f) enable socio-economic analysis.

Figure 1: Project's Results Framework
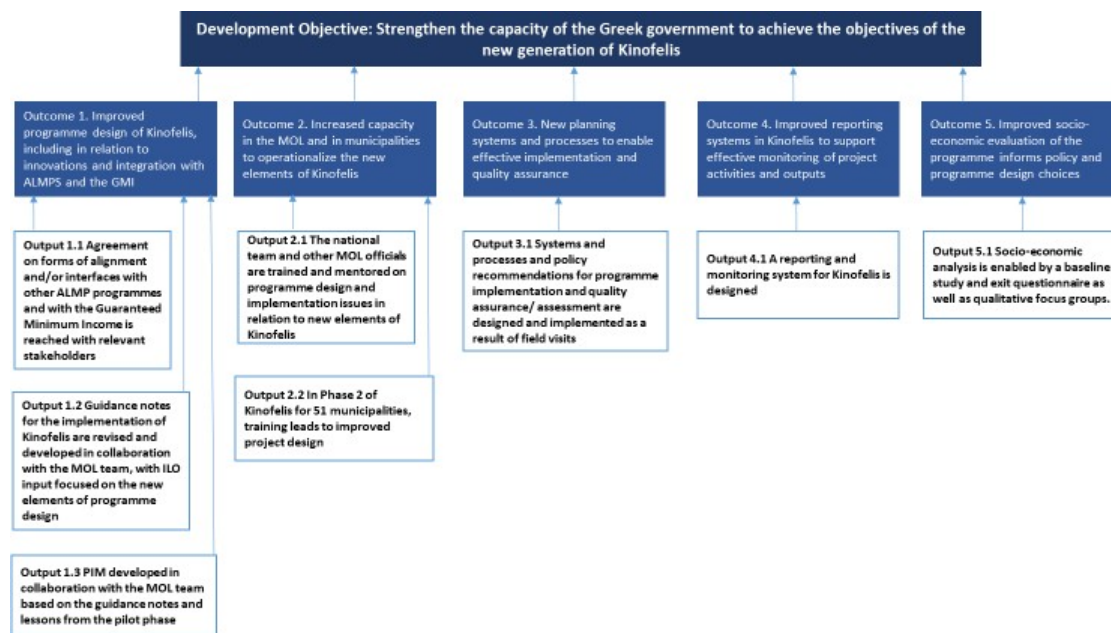
The main direct beneficiary of the project was the Ministry of Labour, Social Security and Social Solidarity (MOL).

The project was funded by the European Commission's (EC's) Structural Reform Support Service (SRSS) and implemented under Article 25 of the SRSS during 15 months and with an overall funding of EUR 631,021.

III.   Evaluation Objectives and Methodology

3.1.   Purpose, objectives and scope of the evaluation

The **purpose of this evaluation** was to assess whether the ILO support to a New Generation of Public Employment Programmes in Greece project has delivered the expected outcomes on time and within budget and provide key insights on project achievements, challenges, impacts, sustainability, involvement of stakeholders, capacity building and areas for replication.

The **specific objectives of the evaluation** were six-fold: (i) identify the project's primary achievements; (ii) describe how it was implemented; (iii) analyse the appropriateness of its design; (iv) adequacy of its management structure; (v) assess the potential impact of the project and sustainability of project's results; (vi) draw lessons learned for ILO, SRSS and MOL from the project for improvement of future projects; and (vii) provide recommendations to the three parties involved (ILO, SRSS and the MOL) on how any future technical support projects can best be structured and implemented.

The **evaluation covered** the project implementation from September 2016 to November 2017.

The **clients of the evaluation** are the main stakeholders in the project, particularly the Ministry of Labour, the SRSS of the EC and also supporting learning processes within the ILO itself.

3.2. Evaluation approach

The evaluation was undertaken in accordance with ILO's Evaluation Policy Guidelines, UN Evaluation Group (UNEG) Norms and Standards, and OECD/DAC´s recommendations. The data gathering process was participatory to enable and encourage all key actors to share their experiences and information and contribute to the findings. The evaluation has adhered to ethical standards in the analysis of gathered/processed data and in the reporting and care was taken not to let conclusions in evaluation process be influenced by the views or statements of any particular party.

ILO developed a set of questions to guide the evaluation methodology, which is described in the ToR (Annex 6.2). The questions address key issues in (1) project design; (2) relevance and strategic fit; (2) effectiveness in achieving objectives and outputs; (3) efficiency and use of resources; and (4) effectiveness of project management; (5) impact orientation; and (6) sustainability of the projects' interventions.

3.3. Methodology

The methodology utilized for data collection was primarily qualitative in nature. Quantitative data were drawn from project documents and reports, to the extent available, and incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated for many of the evaluation questions in order to bolster the credibility and validity of the results. A set protocol was followed for each person interviewed, with adjustments made for each person's level of involvement or specific role in project activities. Generally, it is important for the evaluation to appreciate the logic of the design of the Project, and thus the Results Framework, or Logical Framework Analysis (LFA) was examined.

Evaluation Schedule: The evaluation was conducted in November 2017. The evaluator reviewed project documents and developed interview guides prior to carrying out the fieldwork in Greece. The fieldwork was conducted to Athens from November 20-24, followed by a skype debriefing meeting with the ILO staff and consultants on December 1 to present and discuss preliminary findings of the final evaluation. The majority of the data analysis and writing of the report occurred in December 2017 and early January 2018.

Data Collection and Analysis: A master list of key evaluation questions contained within the ToR served as the basis for the evaluation. The questions were used to develop guides and protocols for the key informant interviews and document reviews. The master key informant interview guide is listed in Annex 6.5. The following methods were employed to gather primary and secondary data.

- *Document Reviews*: The evaluator read a variety of project documents, technical progress reports, work plans, performance monitoring plans, trip reports and project outputs, i.e., Baseline study, platform, training strategy, PIM, etc. Annex 6.3 shows the complete list of documents that were reviewed. In total, more than 50 project documents and other relevant documents have been reviewed by the evaluator.
- *Key Informant Interviews*: Stakeholders were interviewed individually or in small groups. Interviews were held with representatives from the MOL, including the Alternative Minister and key project team members, ILO staff (Geneva and Athens) and relevant ILO consultants in relation to the main outputs (e.g. baseline study, platform, training strategy, PIM), MIS Developer, SRSS staff responsible for the project, World Bank, other selected stakeholders including selected municipalities and direct beneficiaries. A total of 26 persons were interviewed. A complete list of persons interviewed can be found in Annex 6.4.

Sampling Methodology: The evaluator used a purposeful, non-random sampling methodology to select the interviewees. Individual or small group interviews were conducted with representatives of ILO project team and ILO international and national consultants, MOL, OAED, SRSS, MIS Developer, and World Bank. In addition, two municipalities (Aigalea and Petroupoly) were visited by the evaluator where the meetings with vice mayors, social workers and direct beneficiaries of Kinofelis programme took place.

Data Analysis: The document reviews and key informant interviews generated a substantial volume of raw qualitative data. The evaluator used qualitative data analysis methods, including matrix analysis, to

categorize, triangulate, synthesize, and summarize the raw data captured from the interview notes. The results of the data analysis provided tangible blocks of information, which the evaluator used to write the evaluation report. For comparability purposes, a scoring traffic light rubric on a scale of 1 to 4 for making judgments about different levels of performance and relative success of different project's components was adopted and it is disclosed in Table 1 below.

Table 1: Scoring Rubric for Performance

Colour	Scoring
	Highly successful
	Successful
	Partially successful
	Unsuccessful

Ethical considerations: The evaluator has been mindful of ethical standards in the analysis of gathered data and in the reporting. Observations and triangulation/cross-checking of information was applied to increase the credibility and validity of the results and, to the extent possible, minimize any bias. The evaluation has complied with ILO and UN norms and standards, and code of conduct as spelled out in UNEG's ethical Guidelines for UN evaluations[5].

Limitations: Like most research-oriented studies this evaluation study has been heavily dependent on availability of people, organizations and documents. The most important limitation of the evaluation field study was the short duration of the field mission in Greece, which in the end amounted to only five full weekdays for interviews and meetings. In addition, the field mission took place just one week before the end of the project when all project key deliverables were only at the final stage of finalization and have not been yet shared with main project stakeholders. This in turn limited the possibility to obtain the opinion of the project's counterparts and beneficiaries about the quality of produced deliverables.

Another limitation is the fact that the findings for this evaluation are based on information collected from background documents and key informant interviews. The accuracy and usefulness of these findings relies on the integrity and relevance of the information provided to the evaluator from these sources and the ability of the evaluator to triangulate this information.

---

[5] The evaluator was guided by the ILO Policy Guidelines for Results-based Evaluation: principles, rationale, planning and managing for evaluations (2013) and ILO Guidance Note No.4: Integrating Gender Equality in Monitoring and Evaluation of Projects (March 2014).

IV.   Evaluation Findings

The following findings are based on fieldwork interviews with project stakeholders and the review of project documents and reports. The findings address the questions listed in the ToR and are organized according to the following evaluation areas: relevance, project design, effectiveness, efficiency and project management, impact orientation and sustainability.

4.1.   Relevance and Strategic Fit

Finding 1: Overall directions laid out in the project document were entirely consistent with the Greek government's new generation Kinofelis programme and priorities of the different group of stakeholders as the project focused on provision of a number of elements that meant to strengthen the public works programmes as a future policy option for job creation in Greece.

4.1.1.   Relevance of the PIM to the needs of Kinofelis programme

Based on desk review and interviews during the field visit, the development of a Programme Implementation Manual (PIM) was highly relevant as in spite of the fact that the first phase of Kinofelis started in 2011; there was no written consolidated document for government institutions, which contained an overview of the Kinofelis programme, its objectives and programme cycle, described roles and responsibilities of different actors, reflected new features of the programme and detailed the administrative procedures that must be followed by different government departments implementing it. Consequently, the institutions involved in Kinofelis did not have complete understanding of the Kinofelis programme and were not able to ensure a proper implementation, monitoring and reporting on the performance of the programme. The development of the PIM allowed to contribute to the formation of institutional memory within the government and will be highly useful for public servants in particular for the new entrants as will give guidance and information on how to carry out the entire programme.

4.1.2.   Relevance of the capacity building activities to the needs of the different stakeholders

In view of interviewed counterparts, the project's capacity building activities were highly relevant to the MOL, municipalities and other stakeholders implementing the programme aimed to institutionalize the capacities required for the programme to be efficiently and effectively rolled out as well as laying the basis for intended processes of scaling up in the future. Although, the Government of Greece has a prior experience in managing a public benefit job creation programme, due to the constant turnover of public servants, it was important to capacitate the current staff on the new elements of Kinofelis, namely enhanced design and operational procedures of phase III and it links to the ALMPs and the SSI. Besides, on the local level, there was a fundamental misunderstanding about the goal of the Kinofelis programme among municipalities as the communication with them are done usually by the MOL through e-mails or phone calls; therefore, there was a need to explain to the municipalities about the innovations of the current phase of Kinofelis and the role of municipalities in this process. The trainings for municipalities were very focused and tackled those areas where the municipalities experience the biggest challenges in implementation, in particular projects selection and design in addition to the programme management, quality assurance and enhancing the employability of participants.

4.1.3.   Relevance of the MIS and website to the needs of the different stakeholders

According to the desk research and interviews, the development of MIS and the website of Kinofelis programme were considered very relevant as aimed to support better implementation of the phase III of the programme through improvement of reporting system in Kinofelis including monitoring and evaluation. In addition, it responded to the priority needs of the MOL. The development of new MIS shall permit to eliminate the existed deficiencies of the Public Work Programmes Information System which were identified in the course of the first pilots of phase III, including (1) the extensive timeframes and the delays of the programme during the project registration phase and the payments, (2) the quality of the project registration process and the quality of the data registered, (3) the lack of effective dissemination of information to the applicants and beneficiaries of the programme and (4) the institutional communication

channels among the Ministry of Labour, the Ministry of Development, OAED, the Municipalities, the SRSS and DG employment. Meanwhile, the Kinofelis website shall allow to improve the access to information among programme stakeholders, provide access to the reporting system and overall reports for all municipalities and other programme stakeholders.

4.1.4. Relevance of the baseline evaluation report for the future of Kinofelis programme

Based on the triangulation of data, the evaluation found that the development and piloting of the methodology for conduction of socio-economic evaluation of the Kinofelis programme was innovative and highly useful for the Greek Government as allowed to assess not only the labour market outcomes of the programme, but also to find out for the first time the social and economic impacts of Kinofelis like the impact of the public works projects on activation and employability of individual beneficiaries, the identification of categories of applicants/beneficiaries that are more likely to benefit from public works projects as well as the broader impact of the projects on the households of unemployed and local communities. This in turn can contribute to evidence-based decision making about the policy and programme design choices by providing data about the impacts of the programme on beneficiaries and its contribution towards mitigating the impacts of long-term unemployment.

4.1.5. Relevance of the GMI-Kinofelis Working Group

Evaluation interviews demonstrated that the establishment of the GMI-Kinofelis Working Group maintained a high level of relevance as it was initiated to facilitate the alignment of the design of Kinofelis with other existing social protection programmes, like GMI. Kinofelis and GMI have the significant overlap of pilot municipalities where both programmes operated and there was a need to align some of the design elements of these two programmes, such as targeting and payment mechanisms to strengthen complementarity and consistency of the approach and improve of coordination and coherence between the above programmes within the MOL.

4.2. Validity of Design

Finding 2: The ILO support programme development objectives and outcomes remained valid throughout the project lifespan despite of changes in the Kinofelis programme which it was designed to support; however, they define an ambitious scope of action and constitute a major organizational, logistic and technical challenge. The design acknowledged contextual realities and remained flexible to address emerging priorities and issues. However, the ILO was sometimes too ambitious in extending the scope of specific outputs or conducting additional activities, rather the limiting the scope and sticking more strictly to the defined deliverables. The ILO's gender mainstreamed strategy was adequately taking into account in the project design as a cross-cutting aspiration, but there was a lack of gender sensitive indicators and targets in the project's Logframe.

4.2.1. Design structure, Logframe, exit strategy and gender mainstreaming

The review of the project documents and interviews with the project's stakeholders revealed that the design of the project was based on adequate needs analysis and strategic intent of the project, associated interventions and overall targets remained relevant throughout the lifespan of the project. The ILO support programme was intentionally designed in a "light" way, leaving specific details open in order to allow for fine-tuning during implementation as the Kinofelis is an ongoing demand side intervention to combat unemployment not a 'one-off' emergency initiative. The overall logic of the project is clear and is coherent and linked. Several interlocutors interviewed stated that 'The project reflects in a way the complexity on the ground'. At the same time, the project design was overly complex, as reflected in the five distinct but interrelated result areas (i.e. programme design, capacity building, operational and implementation support, reporting and monitoring and evaluation), each requiring different types and levels of expertise and management. Whilst this provided sufficient breadth of coverage to accommodate various stakeholders' requests, it made depth of input more challenging within quite short period of time (just 15 months). In addition, the project would benefit from having a theory of change that explains both the mini-

steps that lead to a long-term goal and the connections between these activities and the outcomes of the ILO support programme.

Another weakness with the design revolved around the results framework itself, which did not specify indicators or targets for the overall objective whilst the outcome indicators for the five outcomes are very general statements about policy or process improvement, with neither reference to the level or degree of improvement to be achieved during the project timeframe. The main output indicators for the five result areas were activity based with targets confined to the number of activities delivered, rather than any measurable change resulting from the delivery. In the absence of any systematic baseline information, and with no clear end line targets, the overall design suffered from inherent performance management and monitoring weaknesses. Moreover, the ProDoc lacks an explicit exit strategy of the ILO support programme. The fact that the project is tightly embedded in its counterpart MOL and thus will leave a high level of capacity within this organization will facilitate the exit of the project in November 2017, but it does not replace an exit strategy. A proper exit strategy had to be elaborated in a participatory way.

Assumptions and risks are considered in the ProDoc. Assumptions are the conditions necessary in order to ensure that defined project activities will produce the results in which they were intended. Mitigating actions are comprehensive but further work could have been considered in testing the assumptions made within the results framework to ensure that risks were aligned to specific outcomes.

In terms of gender issues, the ILO's gender mainstreamed strategy is adequately taking into account in the project design. The ProDoc contains a sub-section 'Mainstreaming a gender perspective in the ILO's assistance', which outlines the project's approach towards gender mainstreaming. The ILO gender strategy for this technical assistance project was two-fold: (i) incorporation of gender lens into the developed monitoring system for Kinofelis by specifically looking whether women receive equal treatment in accessing employment opportunities and benefiting from the goods and social services delivered under the Kinofelis programme, and (ii) inclusion of gender aspect in offered trainings by the programme through focusing on the particular needs and requirements of men and women participating in the programme as well as correction of gender bias during the project selection process. However, the project's Logframe did not have specific indicators for gender that can assess the project's progress and achievements on promoting gender equality.

4.2.2. Adaptation

The ILO support programme was designed in 2015 by ILO based on the Greek Government request to provide support in the implementation of the Kinofelis programme. At first it was planned that the project will start in December 2015, but it was launched only in September 2016 due to the lengthy negotiation and approval process of the project with the donor. As a result, the project started when the Kinofelis programme was already under way and under accelerated rollout by the Ministry of Labour, Social Security and Social Solidarity (MOL) to meet its obligations under the Memorandum of Understanding [6]. Moreover, within the MOL a restructuring took place that shift the composition and attributions of the national institutions responsible for programme implementation. Therefore, there was a need for the ILO to review the initially planned working methods with respect to the national counterpart institutions which resulted in substantial changes in three out of five agreed upon outcomes of the project. The adjustments of the original project design were done by the ILO in a participatory manner and in close consultation with the MOL and the SRSS on the inception phase of the project. The revisions covered the Outcomes 1, 2 and 4. The training and capacity building approach under Outcome 2 was changed and its scope expanded to cover all municipalities, with an emphasis on peer learning approaches. Outcome 4 was also revised as there was a need for a more comprehensive Management Information System. Whereas in contrast some activities under Outcome 3 were reduced, in particular supporting municipalities with technical experts related to specific sectors, and more focus was put on programme management and quality assurance into training and outreach for municipalities.

---

[6] Background information: The current phase of Kinofelis was planned to be implemented in several cycles, i.e. two cycles in the first 17 and then 34 pilot municipalities, and one cycle to cover a national roll-out in the remaining 274 municipalities. When the project started, the MOL launched the Kinofelis in 17 municipalities.

The ILO support programme and its outcomes remained relevant in the context of the Government's medium-term objectives, i.e. to maintain public works programmes as an integral part of its overall employment policies in the coming years.

4.3.   Project Progress and Effectiveness

Finding 3: Despite the fact that the project's objectives were too grandiose, what the project delivered in an attempt to address them was commendable. The project has been responsive to the needs expressed by the recipient agencies and has been able to deliver all outputs in the end, in spite of delays and even undertake a number of unplanned activities. Important progress has been made towards the achievement of the development objective.

4.3.1.   Effectiveness of the capacity building outputs

A significant amount of work has been done by the ILO support programme on building awareness, knowledge and skills. The project's capacity building approach focused on critical role-players in the design and implementation of Kinofelis at national and municipal level, namely (1) Ministry of Labour officials represented by the National Project Team tasked with direct oversight of the programme, (2) municipal officials responsible for the implementation of the programme at local level, and (3) partners from other agencies or divisions within the MOL and/or in other government departments that interface with the programme, such as the Manpower Employment Organization (OAED) and MOL officials responsible for the Social Solidarity Income (SSI). The approach towards capacity building were three-fold: (i) mentorship, (ii) peer-learning workshops, and (iii) online learning. The strong aspect of the project's capacity building approach is that it was developed in close coordination with the MOL, SRSS, OAED and in the form of training and capacity building strategy.

Initially it was planned that the ILO will train the National Project Team of the MOL who afterwards will provide trainings for municipalities in implementing Kinofelis. However, because of the changes in the composition and setup of the National Project Team in 2016, it became evident that the NPT would not have enough time and resources for being able to provide capacity building to all the municipalities. The alternative solution was found in the form of partnering with KEDE (Central Union of Municipalities of Greece) for trainings delivery for municipalities and run a training session for PED/PETH (a related local-level structure) to empower PED officials to contribute to the training workshops and continuing to convene peer learning sessions after the end of the ILO project. Nevertheless, after lengthy negotiation process the agreement between the Ministry and KEDE was not signed. Consequently, the project's training strategy had to be modified in the middle of the project implementation to address all these changes. The trainings for municipalities were decided to be delivered directly by the ILO local project team with invitation of the NPT members as observers and presenters for these training sessions.

Municipalities were the largest target group of the project's training and capacity building strategy and the ILO support programme delivered two types of peer-learning workshops for municipalities: (1) on project selection and design, and (2) on programme management and quality assurance. The selection of the topics was based on the needs assessment of the municipalities which took place through a consultative workshop with municipalities in Thessaloniki and during site visits at selected municipalities by the project team within 2016. The trainings for municipalities targeted only municipal officials and were held during two days by 2 ILO experts and 1-2 representatives of the NPT. The selection of trainees has been done by the municipalities themselves and each municipality sent two representatives. In total, during March-October 2017, the ILO conducted 13 trainings which covered 177 municipalities out of 325, i.e. 55% of all municipalities of Greece.

Figure 2. Timeline of Trainings for Municipalities (March-October 2017)
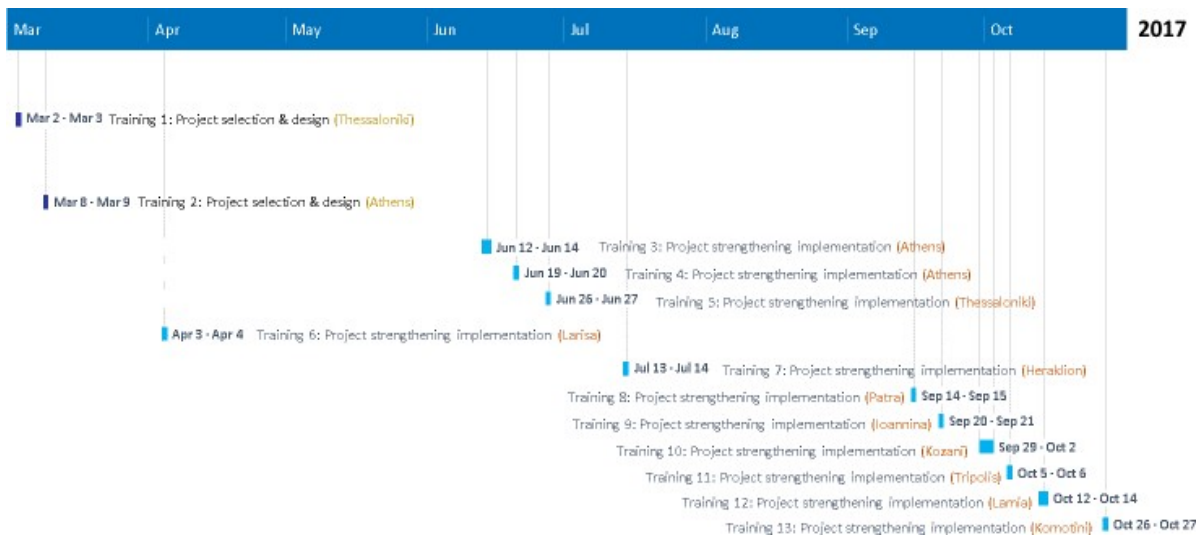
In overall, two trainings were on project selection and design delivered for 41 out 51 municipalities (80% coverage), and eleven on strengthening implementation for the other 136 municipalities out of 274 (50% coverage). As evident from the document review, on average the attendance rate of the trainings by municipalities constituted only 49%. The main reasons of non-attendance of the trainings by municipalities were travel costs/distance, sickness/unavailability of appropriate personnel or heavy workload in the municipality.

*Figure 3. Attendance rate of trainings by municipalities*
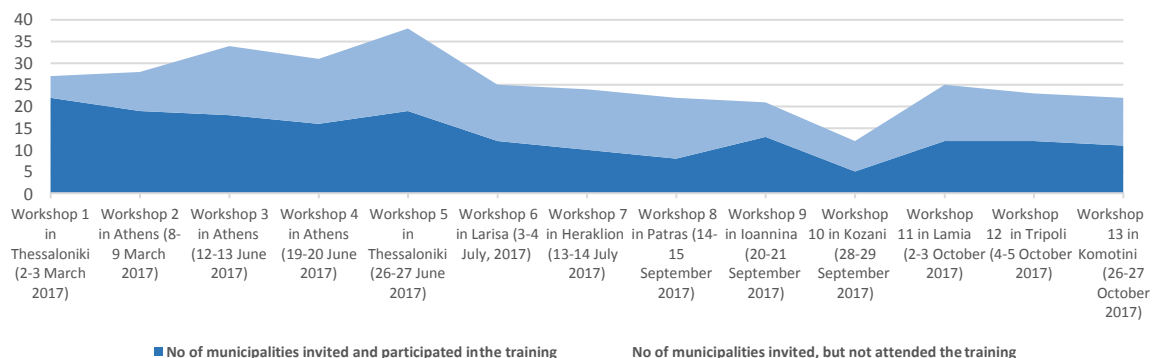
Source: Report on Kinofelis Training Workshops, November 2017

Trainings for municipalities were based on the peer-to-peer approach. Trainings on project selection and design covered such topics as review of programme performance, considerations in project selection and design, project design for social impact, demonstration of the project registration platform and a problem-solving session with MOL. Trainings on strengthening implementation consisted of the same topics plus two additional on project planning, management and quality assurance and enhancement of employability through Kinofelis. The trainees received training materials in electronic version (on memory sticks) and in hard copies. The training package included a training dossier in English and Greek of all materials as well as introductory notes, session plans, Guidance Notes where applicable, support material such as the analysis of the profile of the unemployed from OAED for the first two rollout cycles of Kinofelis. Availability of materials in electronic form was important as it allowed to share the materials with 43 remote island municipalities.

In overall, trainings were very well perceived by the participants. Based on the post-training assessment results, the vast majority of trainees (78%) considered the trainings as either extremely useful (36%) or very useful (42%), and the rest assessed them as somewhat useful (20%) or slightly useful (2%).

Figure 4. Overall assessment of the training for municipalities by participants (N=175 respondents)
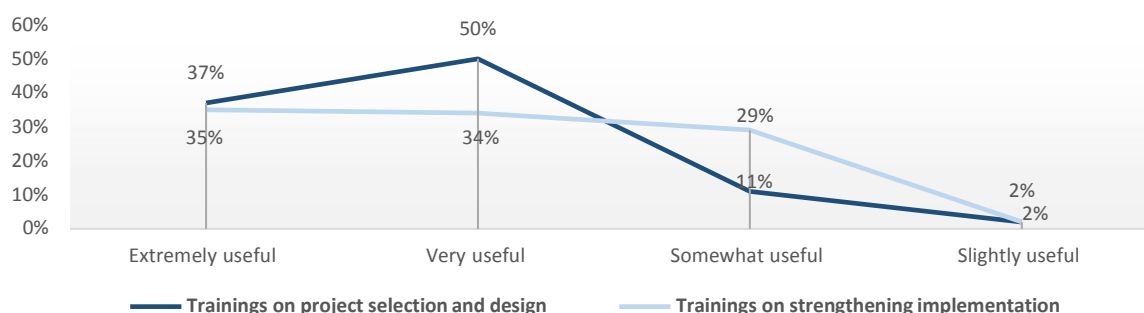
Source: Project's training reports, 2017

At the same time, it is important to highlight that the trainings on project selection and design were assessed higher by participants than trainings on programme management and quality assurance. The most valuable in the trainings in view of interviewed practitioners was a problem-solving session with MOL. On the one hand, these sessions gave the municipalities a chance for direct communication with MOL, which was done for the first time. On the other hand, the discussions provided significant insights and lesson learning, which both the MOL and the ILO were able to feed back into ongoing programme design of Kinofelis. Moreover, the trainings provided explanation on what is Kinofelis and strategic information on how to design and select the projects, informed municipalities on overall performance and upcoming changes in Kinofelis, created a platform for municipalities to exchange the good practices and implementation challenges being experienced as well as created communication channels between the relevant institutions. The analysis of the Kinofelis data by the ILO project team showed that although 61% of applicants to the programme were women, only 43% of participants appointed were women. The reasons for that was insufficient attention by municipalities towards the level of participation of women during the phase of project selection and the lack of projects that enabling women's participation in meaningful work. The project team presented this information during trainings for municipalities and observed changes in the level of participation of the women in the programme between round 1 (17 municipalities) and round 2 (34 municipalities), i.e. increase in the number of women both applying and appointed from 61% to 64% and from 43% to 47% accordingly. It happened as the municipalities after the trainings started to create more gender-neutral projects or projects in which women had more experience.

Nevertheless, in addition to the collection of feedback about the trainees' satisfaction with the trainings for municipalities, the project would benefit of incorporating a pre-post knowledge tests, as it would have allowed to measure the change in the participants' knowledge as a result of their participation in the training events. Furthermore, ILO would also benefit from conduction of the assessment on the level of usage of the knowledge and skills by municipal workers after 1-2 months of trainings conduction. It would have allowed to measure the trainings short-term impacts. The feedback from trainings also showed a high demand in trainings for elected officials.

The other important target group of capacity building of the ILO support programme was the core officials responsible for Kinofelis within the Ministry of Labour. The training strategy for MOL was composed of two components: (i) mentorship and support to key officials and advisers, and (ii) project team meetings. Mentorship and support to the MOL staff was provided in the form of preparation of guidance notes, assistance in drafting advisory memos, support in fast-tracking elements of the MIS system and project registration platform, assisting with the aggregation of information, statistics and reports. The evaluation heard clear evidence from practitioners of the value of these support for them in their work. In terms of the project team meetings, at first it was planned to have them weekly, but they took place typically on monthly basis. Evaluation interviews demonstrate that the meetings were useful as provided an

opportunity to engage with challenges confronting by the National Project Team and to agree the role of the ILO in the provision of support as well as provided a forum for report-backs and consultation on all key outputs of the project. In the whole, the major limiting factors for effective capacity building of the Ministry of Labour were two-fold: (1) the Ministry's understaffing and limited number of personnel committed to the support of Kinofelis, and (2) high fluctuation of the personnel over the project period.

The project also supposed to engage other Kinofelis partners and other affected agencies (i.e. the OAED and the division of the MOL responsible for the Social Solidarity Income) in capacity building to strengthen joint outcomes. It was done through invitation of the OAED to the project's Steering Committee meetings and training workshops undertaken at municipal level as well as holding meetings with OAED on the need basis on specific issues, like discussions of the content of counselling provided to Kinofelis beneficiaries on entry and exit or the possibility of placement of the entry and exit questionnaires for applicants on their website as part of the baseline study, participation of the ILO project team in the joint SSI Steering Committee meetings and joint site visit to Aegalio municipality. All of that allowed to have an information and data exchange and discussion on policy coherence with other Kinofelis partners and affected agencies.

In relation to the webinars, they have been delayed because of the selected service provider and completed only at the end of the ILO support programme; therefore, they could be used only for the next phases of Kinofelis. In total, five webinars were developed to train project stakeholders in various administrative and other aspects of the project cycle.

In terms of the international labour standards (ILS), they were included in the project as a cross cutting theme and was reflected in the capacity building programmes which included curricula and specific training in the area of labour standards, policies and practices at the workplace with specific reference to public employment programmes.

4.3.2. Effectiveness of the PIM

The project developed a PIM together with 26 Guidance notes in Greek and English. The PIM was strongly requested by the MOL as a tool which will provide an overview of the programme cycle and practical guidance for different actors on how to achieve its objectives. The developed manual contains: (i) a step-by-step operational guide on how to contribute to the successful implementation of Kinofelis at different stages and enhance its positive impact; (ii) a detailed reference manual that will assist participating institutions to better understand the programme from beginning to end and the different roles that other institutions play with the aim of harmonizing and improve the coordination of the design and implementation activities; (iii) annexes that provide specific details and guidance on various aspects of the programme. As the policy environment in Greece is dynamic and the Greek government is in the process of reforming and piloting new ALMPs, the PIM was designed as a modular document for being able to make easily updates of the relevant sections.

However, the process of development of PIM and guidance notes was difficult and a number of factors complicated it. The PIM was supposed to be finalized in May 2017, but it was done only in November 2017. The factors which prevented the timely delivery of the PIM by the ILO support programme were as follows:

(i)   A number of processes and procedures which make up the PIM (field visits and quality assurance procedures, project selection and registration, training, MIS, baseline studies, etc.) were being developed and put into execution well after the initial planned delivery date of the PIM. Therefore, it was preferable to develop a PIM which integrated these elements, thereby requiring a delayed delivery.

(ii)   Both MOL and SRSS considered that the recommendations should be taking out from the PIM. The reason being that the PIM should be a practical manual for the end-users (MOL, Municipalities, OAED). This position was conveyed to the project team in a meeting with the Ministry on November 11, 2017.

(iii)   The basis of the PIM was the project overview document which was produced first and which laid out the current procedures and which also identified all the relevant legislation and

supporting documents. This document was translated and provided to the National Project team in May 2017 for its feedback; however, any feedback was never received by the ILO project team.

All of that resulted in the different interpretations of different stakeholders of the process of development of the PIM. Respondents in the course of the final evaluation have indicated that the initial draft of the PIM was lengthy and of poor quality. Nevertheless, because the final version was delivered only at the end of the project, the interviewed stakeholders were not able to make assessment of the usefulness of the final version of the manual for intended users. In addition, a planned workshop with stakeholders and implementing partners (municipalities) to review the draft PIM and receive feedback from implementation in the pilot phase did not take place.

4.3.3. Effectiveness of the evaluation and baseline survey

The baseline study was undertaken during September 2016-July 2017 among 17 municipalities from first pilot phase of the new Kinofelis programme. The purpose of the study was to provide insights into how future phases of Kinofelis can be improved to further enhance the impacts on beneficiaries. The scope of the baseline study evolved and was increased as the project progressed, based on what was feasible. As it turned out to be also feasible to do exit surveys, the ILO proceeded with that, but with that it moved beyond a baseline study. In this sense the baseline is a good example of the ILO increasing the scope beyond what was required, but this exposed it to criticisms. The baseline study applied the mixed method approach, particularly surveys (entry and exit questionnaires) and focus groups discussions with beneficiaries. In total, 3,341 beneficiaries (50%-m/50%-f) took part in the surveys (69.5% in entry and 31.4% in exit) and 70 beneficiaries were interviewed through 10 focus groups (48%-m/52%-f) in 13 out of 17 municipalities. Evaluation interviews demonstrated that the methodology of the study was developed by the ILO project team in close consultation with the MOL and independent experts. Based on the feedback, the draft questionnaires were revised and included additional questions to align them with other EU and Greek surveys. As a result, the questionnaires became quite lengthy and required 15-20 minutes for completion, although it did not influence on the response rate, which was quite high (on average 50.45%). The entry questionnaire comprised mostly questions related to the employment history, employment profile and living conditions of the beneficiary/household before entry into the program; meanwhile the exit questionnaire included questions on the participation of beneficiaries in the project itself, activation, future employment prospects and broader social impact not only on the beneficiary and the household, but also on local societies with high unemployment rates. The surveys (entry and exit) were online, voluntary and administrated through the OAED. It was done for the first time in Greece and involved complex legal and institutional approvals. The review of the study results indicates that the participation rate in the survey was higher for the entry questionnaires and lower for exist questionnaires. This is so as the entry questionnaire was a part of electronic application process for Kinofelis. The study incorporated gender analysis, particularly how beneficiaries combine private life and employment in Kinofelis and included the analysis of gender and age distribution of beneficiaries. The quality of the baseline study was assessed by the interviewed interlocutors as moderate as in their view it was academically not as strong as it supposed to be. Also, it was mentioned that the title of the study limited its scope, as not only baseline data was collected, but the endline as well. The stakeholders interviewed also stated that it would be good to have a follow up survey on what happens with beneficiaries in six months after participation in Kinofelis, but it was not planned by the ILO support programme due to the limited project duration and resources. As evident from the desk review of documents and interviews, the main challenges faced by the ILO project team in the course of conduction of the baseline study were (i) the development and approval of the methodology with partners which took about 4 months, and (ii) conduction of the study during Kinofelis programme roll out, which make it difficult to know when the beneficiary will be out from the programme for being able to conduct the exit survey.

4.3.4. Effectiveness of the GMI-Kinofelis Working Group

The GMI-Kinofelis Working Group (WG) has been established in September 2016 at the request of the Alternate Minister of the MOL to add on the discussion on certain themes, like what happen with those people who go through Kinofelis and what happened with them afterwards. It was composed of the MOL (specifically the sections under the two Alternate Ministers responsible for job creation and for social protection), the OAED, the EC (SRSS and DG Employment), the World Bank and the ILO representatives. The mandate of the WG covered such aspects as (i) specification of integration mechanisms between Kinofelis and SSI, (ii) sharing experience on the MIS, and (iii) sharing experience and learning with regards to the third pillar of SSI. The meetings took place on irregular basis depending on availability of the members of the WG and presence in the country. As a whole, the work of the GMI-Kinofelis Working Group was perceived in a positive light by interviewed interlocutors. The members of the WG were knowledgeable, experienced, respected leaders in their field, collaborative and engaged in the group's work. The WG members were able to make an exchange of programme information and data, as well as a sharing of experiences in implementing common elements such as the MIS, with the WB Team and SRSS. For instance, ILO provided comments and proposed changes to the questionnaire of WB's ongoing 'process' evaluation, while the WB commented the ILO's draft baseline survey questionnaire. In addition, the GMI-Kinofelis Working Group built the knowledge needed for activation of unemployed people and enriched the discussion about the conditionalities for activating SSI beneficiaries. In general, the WG provided a platform for promotion of greater coordination between the different parts of the Ministry dealing with public employment programmes and created a vehicle for establishing of a close collaboration between the ILO and the World Bank. However, in view of some interviewed stakeholders, the WG lacked the clearly defined expected results and targets, which would make the WG more operational and would allow the group to have specific deliverables.

4.3.5. Effectiveness of the MIS and web-site

As it was mentioned in the previous section of the report, on the stage of the project implementation the MOL requested the development of a more comprehensive MIS for Kinofelis, which would allow to make operationalization of new phase of Kinofelis in more efficient way with less dependence on the OAED IT infrastructure which caused a number of delays in payments to beneficiaries especially during the beginning of the programme. This task was composed of two components: (i) development of an IS, and (ii) the creation of a website to serve as a portal to Kinofelis programs. The positive aspect is that the MIS was designed based on the mapping of existed reporting systems, data flows and assessment of overall data availability. As a result, the new MIS has a number of benefits including (a) solid administration of Kinofelis PWPs through continuous reporting, effective monitoring, scientific and data driven evaluation, efficient information dissemination, (b) pooling of all relevant data and information on PWP under one system, (c) the creation of a portal to all Kinofelis PWPs, (d) reduction of administrative burden, (e) reduction in delays of programme implementation, and (f) the possibility of expansions with the development of future modules if necessary.

Figure 5. New MIS platform for Kinofelis programme developed by the ILO support programme
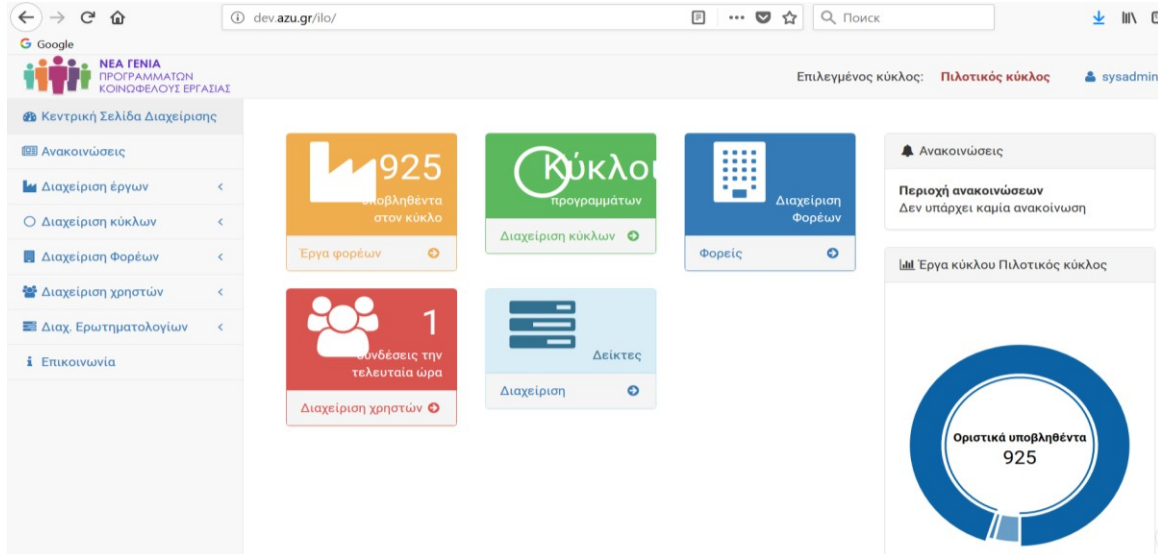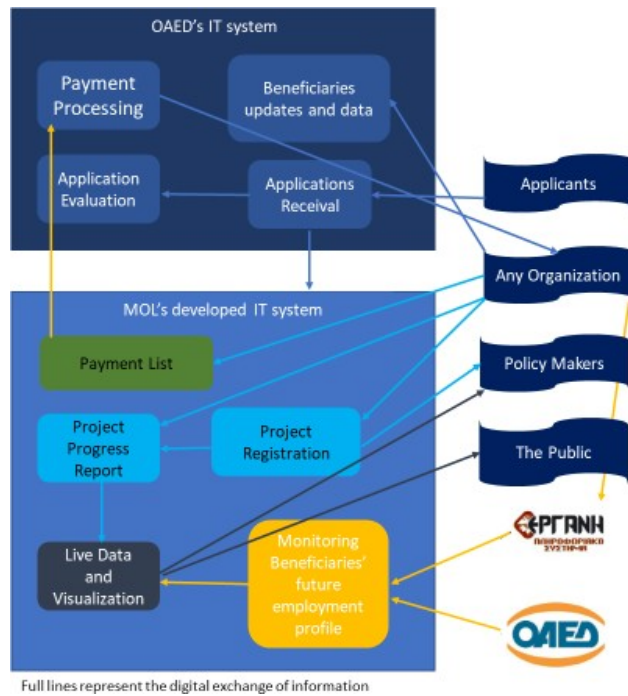

Figure 6. Layout of the new Kinofelis PWP IS

At the beginning, it was planned to have four segments and six modules in the new MIS:

- Segment 1 'Budgeting': Payment List,
- Segment 2 'Reporting': Attendance Sheets, Project Registration, Project Reporting,
- Segment 3 'Monitoring: Live Data and Visualization', and
- Segment 4 'Evaluation': Monitoring Individuals after exit from the Programme.

In the course of development of MIS, it became evident that it would not be possible to introduce daily attendance sheets as a part of reporting due to creation of a huge extra workload for municipalities. Therefore, the final version of MIS contains four segments and five modules. The system was planned to be developed during 8 months. The process of development started in May 2017 when the service provider was selected. However, the process of development took longer than expected because of delays with alignment of MIS with the systems of other Greek agencies through building web services with the national contract registration IS of ERGANI and the IS of OAED. It happened due to considerable delays (4 months) of OAED[7] and ERGANI[8] with provision of access to their systems for the MIS developers to ensure interconnectivity. Consequently, the MIS was finished only one month after the closure of the project, i.e. at the end of December 2017. In addition, three other factors influenced the timeline for development of the MIS, in particular: (i) unresponsiveness of the MOL to the technical questions pertaining to the MIS development, (ii) dependence of one MIS component from another in the course of the development of IS, and (iii) delays with recruitment of a full time IT administrator of the MIS by the MOL. All of that made impossible for the project to develop training material in the form of guides, videos and/or webinars that will be used to train municipalities/OAED on how to use the IS as well as train IT administrator on newly developed MIS. Also

---

[7] Note: OAED had to provide the list of applicants to the IS along with relevant personal information for the Payment List component and periodic unemployment registration, benefits and other program attendance information for past beneficiaries

[8] Note: ERGANI had to provide periodic employment and contract information for past beneficiaries

because of tight timeline for the MIS development, only one module out of five modules were piloted. This was a decision that was taken by the MOL as the use of the other four modules would require legal amendments[9] and those amendments would create some delays with the implementation of the second phase of 34 municipalities. The piloting of the first module on project registration was done entirely by the ILO project local team. This module allowed to create a new planning process for the implementation of the projects. It is based on the BI system which assists the municipalities in a proper design of the projects. The BI system for project registration module was developed by the project based on the experience of other countries, particularly Ireland and South Africa. It was finalized in June 2017 and was used by 34 municipalities. Evaluation interviews with municipalities showed that this module is more functional, allows to register the projects and register people needed for the projects; meanwhile, there is still a problem on capturing of those who have been registered, but left the programme during its implementation. Besides the development of the public web-platform for Kinofelis PWPs IS will allow to have more effective information dissemination, outreach and communication channels. On a whole, the biggest criticism expressed to the Evaluator on MIS development was that the stakeholders saw the MIS only on paper and have not seen physically how it will work in the course of the project implementation.

4.3.6. Activities outside the original scope of the project

There were a number of not foreseen or planned ahead activities during project design, but which were implemented by the ILO support programme. They include: (1) preparation of the technical and strategic recommendations for strengthening future phases of Kinofelis[10]; (2) development of discussion note on conditionalities for activating SSI beneficiaries, which analysed the effectiveness of introducing a conditionality as a means of activation with respect to transitioning the work able population from SSI to Kinofelis; (3) development of 51 skill profiles of the local unemployed which the project developed from OAED data for the 51 municipalities of the first two cycles of Kinofelis, which were important element in helping municipalities select projects which were more responsive to the needs of the local unemployed; (4) presentation of lessons of the ILO support programme at a seminar of the European Social Fund, which lead to Greece becoming recognised as a 'donor' of good practice, and (5) development of website (reports.kinofelis.gr) for statistical description of the Kinofelis reports, which is based on data on applications and beneficiaries (from OEAD) as well as the project registration (from MOL's platform).

Figure 6. Kinofelis website front page
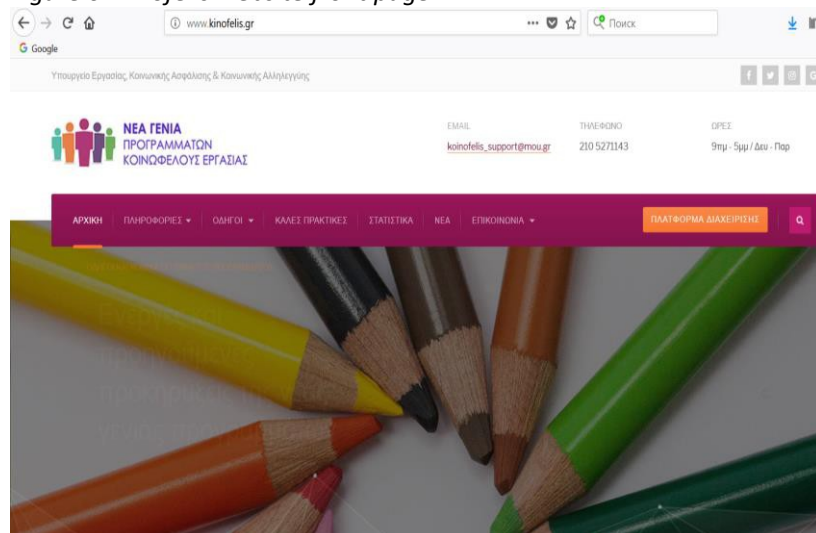
Figure 7. Kinofelis website sitemap

---

[9] Note: As the IS requires the exchange of data between agencies (OAED, ERGANI, MoL's IS), private data protection issues arise and the appropriate legislative reforms need to be in place for this to happen

[10] The ILO support programme prepared 38 strategic recommendations for strengthening future phases of Kinofelis and 23 technical recommendations on such issues as project selection, design, registration and planning, application process for beneficiaries, recruitment and dismissal of beneficiaries by executing institutions, rights and obligations of the beneficiaries, training, reporting, monitoring and quality assurance, supporting workers to exit: counselling and transition to other ALMPs

These additional activities were done either at the specific request of the Ministry (activities 1,2 4 and 5 mentioned above), or because the ILO team thought it would make an important improvement to Kinofelis programme (activity 3).

4.4. Efficiency of Resource Use and Effectiveness of Management Arrangements

4.4.1. Cost effectiveness and timeliness

Finding 4: The project has been cost-efficient, although the planning for and implementation of activities took more time than initially envisaged due to political, management and administrative reasons.
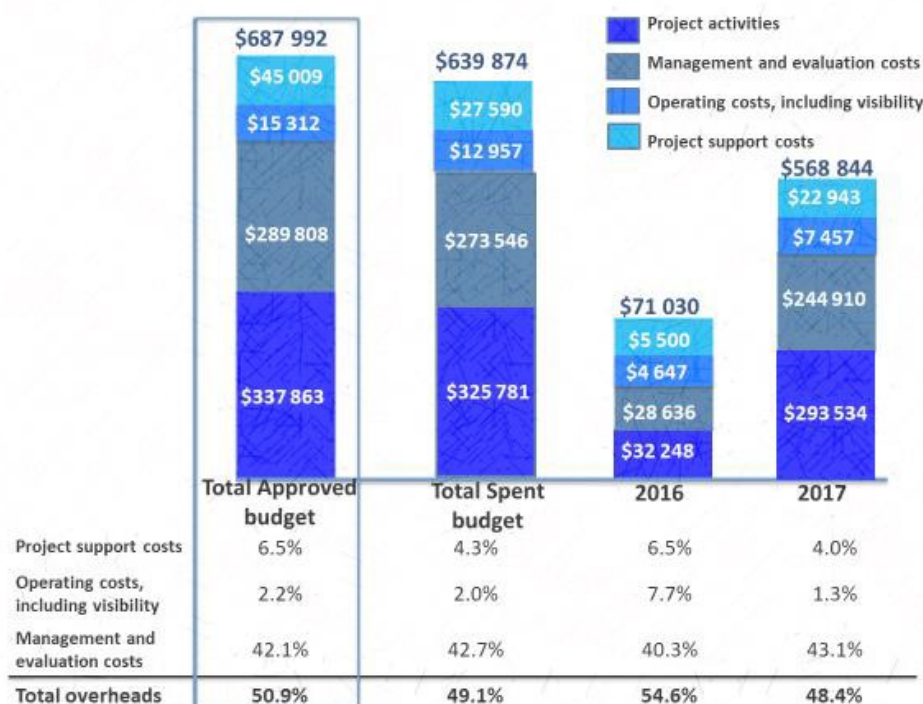
The project budget amounts to a total of US$687,992 (or EUR 631,021), while the actual spending equals US$ 639,874 as of November 30, 2017, i.e. the budget utilization rate constitutes 93%. The budget was disbursed in three pledged amounts of 50% (initial pre-financing installment), 45% (further pre-financing installment) and 5% (final installment). The budget was a subject to one revision, which took place in February 2017 when the project budget was increased on EUR 110,000, i.e. from EUR 519,879 to EUR 631,021. The main reason for the budget increase was a need to develop a new more comprehensive Information System for better implementation of the current phase of the Kinofelis programme.

Based upon the analysis of the project budget it could be stated that there was a sound relationship between budget allocated and results achieved. The table below shows the budget allocation according to four main categories: project expenditures per component, project management costs (including monitoring), operating costs and project support costs.

Figure 8. Annual planned project expenditures per budget line (planned and actual expenditures in US$)[11]

	Total Approved budget	Total Spent budget	2016	2017
Project support costs	6.5%	4.3%	6.5%	4.0%
Operating costs, including visibility	2.2%	2.0%	7.7%	1.3%
Management and evaluation costs	42.1%	42.7%	40.3%	43.1%
Total overheads	50.9%	49.1%	54.6%	48.4%

Around 51% of the total budget was spent on indirect operational costs with the balance 49% on direct project delivery costs. Acknowledging that the project is primarily a technical support programme, such correlation is not considered high at all. The allocation of the budget across the respective result areas is shown in Figure 9 below.

---

[11] As per project revisions

Figure 9. Actual expenditures per type of project's activities
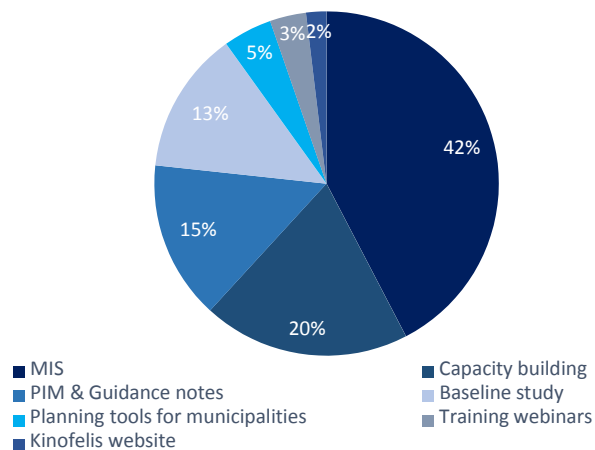
- MIS — 42%
- Capacity building — 20%
- PIM & Guidance notes — 15%
- Baseline study — 13%
- Planning tools for municipalities — 5%
- Training webinars — 3%
- Kinofelis website — 2%

The biggest project spending went for MIS development (42%), followed by capacity building (20%), PIM (15%) and baseline study (13%). The rest 10% went for development of Kinofelis web-site, planning tools for municipalities and training webinars.

Overall, the use of the available resources was scrupulous and ILO tried to make its best to achieve cost efficiency. For instance, ILO was able to make savings during conduction of a baseline survey. Initially it was planned to hold only baseline and collect data on entry only, but the project did the entry surveys at very low cost using the online tools. It allowed to do the exit surveys as well. There were also some cost-sharing for trainings for municipalities. ILO covered the costs of trainings conduction, like transportation costs and per diems for trainers, preparation of training materials, and coffee breaks while the municipalities provided training venue and covered the costs of transportation of participants. On the one hand, such cost-sharing arrangements are highly effective as shows the commitments/interest of municipalities in capacity building of their staff. On the other hand, not all municipalities were able to accommodate the resources for covering the transportation costs for participation of their staff in project's trainings for municipalities; therefore, the project conducted 12 out of 13 initially planned trainings. Moreover, the trainings for municipalities were delivered in 2 days; however, the per diems for covering participants ct accommodation and food costs were not provided neither by the project nor by municipalities, which had in its turn the influence on the participants' attendance rate of the second day of the training.

Timely execution of activities is another measure of efficiency. The ILO technical support programme was implemented within the initially set timeframe, i.e. from September ., 2016 to November 30, 2017; however, there were delays with implementation of some activities within the period of project implementation (i.e. development of PIM, MIS and webinars, conduction of baseline study) due to either competing priorities of the project team and the need to prioritise the project activities, or time required to hire the service provider and having access to the data from the OAED system, or delays with roll-out of Kinofelis. All of that created difficulties with the assessment of the quality of final deliverables produced and shared by the project team with the project holder and the donor in the course of the final evaluation.

4.4.2. Management and governance arrangements

Finding 5: The project team has been highly qualified, but the project management set up was not effectively organized due to the scope and ambition of the project coupled with the budget constraints. In terms of project management, there was issues of communication and coordination; hence, the adaptive programming and the multi-layered approach to the tasks allowed the project to move ahead even if some components were delayed.

The Project was administered through the ILO Regional Office for Europe and Central Asia and was overseen by the Project Manager based in Geneva. In Greece, the project team was coordinated by the National Project Coordinator, supported by a team of two long-term and two short-term national consultants as well as MIS Developer. International technical advice was provided by two international experts; meanwhile, the administrative support was delivered by part-time Administrative Assistants in Geneva and Athens.

Figure 10. ILO support programme management and governance structure
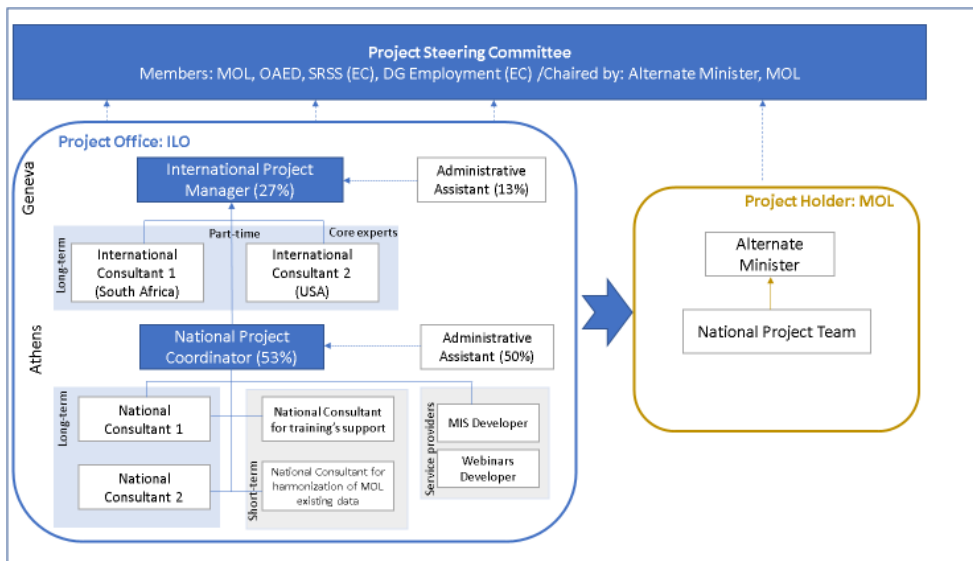
One of the strong aspect of the project's management arrangement is that in spite of the limited time-frame of the project, a core project team was mobilized immediately after the start of the project. The Project Manager and the core team (long-term international and national consultants) started work from September 2016, while the part-time administrative support in Geneva has been in place since October 2016 and in Athens since December 2016, and the National Project Coordinator joined since February 2017. The main reason for a quick team mobilization was that ILO provided the support to the MOL (Greek Government) since December 2015 through its own funding and this allowed to avoid lengthy international recruitment. The other strong aspect was that the project was managed and implemented by the team of international staff who designed the project, which is a quite rare case in development cooperation. It allowed to save time for getting acquainted with the ProDoc and understanding the project's logic, objectives, and intended results.

On the other side, the project management structure was only partly effective. The Project Manager was based in Geneva, and different views were expressed with regards to the efficiency and effectiveness of this arrangement. Several interlocutors emphasized the need of full-time international project management capacity on the ground to support decision-making processes, facilitate liaising and networking and monitor project implementation. Additionally, the level of efforts of the Project Manager and the National Project Coordinator were quite limited as both of them were budgeted for 4 months and 8 months accordingly out of 15 months of project implementation. This is a quite short period of time for being able to ensure effective project management, especially taken into consideration that it was a TA project which provided support to the 'ongoing' public work programme. The other issue which was raised by interlocutors is the level of presence of the core experts on the ground, particularly their physical presence in the MOL and in the municipalities. ILO used the regular missions of international experts to Greece, but in a view of recipients of the technical assistance, it was not sufficient as the senior experts did not have inbuilt expertise about the country prior to the start of the project; therefore, they needed some time to learn about the specificity of Greece in overall and Kinofelis in particular, and it was difficult for them to do it quickly during short-term field missions and in parallel produce high quality outputs adjusted to the local context as per the Workplan. In addition to that, the project team was understaffed on the national level and it was a bit problematic for a team of 3 people to manage the whole project with producing a number of deliverables simultaneously within limited timeframe. Furthermore, the National Project Coordinator did not start immediately because of the recruitment process. However, one of the national consultants was working around 80% full time on the project before started as the coordinator in the September 2016-January 2017. When he started as Coordinator, and as part of the amendment after the inception phase, it was agreed that the National Coordinator time would be increased to 80% for the rest of the project period (February-November 2017). Furthermore, given the workload, his time was

increased to 100% for the final two months of the project). Moreover, the overall management set up created difficulties in terms of internal coordination. On the one hand, the project team had weekly project team meetings via skype, which were helpful and allowed both international and national team members be updated about the project progress and challenges faced. On the other hand, it was difficult to synchronize the ideas among all team members and allocate the time for those meetings taken into account the workload. On the top of that, the ILO does not have an official representation in Greece. It had impact on the project implementation in two ways: (1) all procurements could be done only through Geneva[12], and (2) difficulties encountered with national taxation system (i.e. payment of VAT tax (24%) on income received by the national team members or service providers, which was not budgeted in the ProDoc)[13].

In its turn, all these factors have implications on the stakeholders' perception of the effectiveness of the project management as one interviewee described it as 'Individually both the international and national teams were competent and each of them contributed a lot, but the way the whole project has been managed was inadequate for a technical support programme'. As evident from the interviews with ILO, such management arrangements were selected because of the budget constraints; however, the scope and ambition of the project require different set up.

At the same time, it is necessary to point out that during implementation of the project, ILO exhibited flexibility and adaptability to ensure relevance and impact of the ILO support programme. The project became operational after a lengthy process of negotiating the contract with SRSS, when Kinofelis was already underway. Therefore, the ILO support programme had to adapt and respond to a moving target. Examples supporting the need for dynamic and adaptive ILO assistance include the following:

- The changing composition and perceived role of the 'National Project Team' which was supposed to be trained and trained as trainers;
- The limitations of the MOL's electronic project registration platform and in-house IT capacity which required the more elaborate system to be developed and implemented by the ILO which was not originally foreseen;
- A conscious decision made by the ILO project team as a whole to respond, in a helpful and cooperative manner, to requests and challenges raised by the MOL and other stakeholders, even if these involved work above and beyond the project's planned deliverables, and hence with potential impact on the project's planned outcomes.

The flexible and adaptive programming approach adopted by the ILO support programme has created opposing forces within the MOL and other stakeholders. Figure 11 below seeks to illustrate this.

One of the consequences of this is that the responses and feedback received by the Evaluator have been extremely varied. Some respondents lauded the project, some praised its flexibility and responsiveness, while others indicated that so far there were no tangible benefit as a result of the project. There was also, among respondents, disagreement about the importance of individual project activities and achievements.

Figure 11. Perspectives on the ILO support programme

---
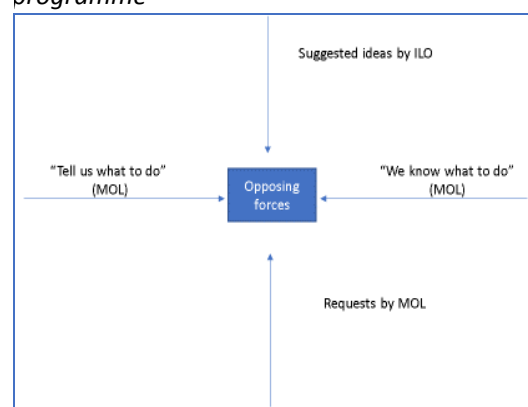
[12]Background information: ILO does not have a bank account in Greece and all type of procurements should be done through HQ, including costs for printing the materials, catering for project events, etc. This has influence on the volume of additional administrative work required for organization of any project event

[13] Note: Greece has not ratified the VAT exemption convention and ILO wrote a letter to MFA and MOL for VAT exemption as an UN agency, but have not received any official response from them on that issue at the time of conduction of the final evaluation

Technical capacity of project team: Evaluation interviews demonstrated that the profile of the ILO project team in general was good. The project was led by the Project Manager who is an ILO public works expert from the Employment Intensive Investment Programme Branch. The core experts were senior level experts with thorough knowledge of ILO and hands on experience of implementation of public work programmes in different countries of the world, whereas the national project team were composed of junior level experts with the backgrounds in social and political sciences and economics with in-depth knowledge of the country context. Different team members brought different skills and this was a definite strength. At the same time, interviews with stakeholders indicated that the quality of the draft deliverables were lower than expected. The main criticism was about the lack of the proper quality assurance by ILO of the drafts shared with the wider audience for review and comments. Furthermore, some interviewed interlocutors mentioned that the project team did not have the expertise in the EU countries, which would be highly relevant as the Greece is the EU Member State. As a result, there was some scepticism when the ILO project team based its work on international non-European experiences. For example, experiences from South Korea (which has a higher GDP per capita than Greece) were met with scepticism or perceived as not relevant. Nevertheless, gleaned from the desk review, it should be noted that the ILO had proposed on the stage of the project design to include an output providing an overview of experience in Europe but this was rejected by the donor.

Clarity of roles and responsibilities: Information gleaned from the interviews demonstrate that at the beginning of the project implementation, the MOL employees did not understand the philosophy of the project. Most of public servants thought that the ILO will tell them what to do rather than hear from them what are their areas of concerns with implementation of Kinofelis and where their assistance is needed. In addition, there was some hostility towards the ILO as the external stakeholder and resistance to accept the expert support and assistance. There was also a lack of clarity of the division of labour between the ILO and the MOL, and the ILO international and national teams among project stakeholders. The efforts were made by the project team in the course of the project implementation to improve and/or clarify these issues through holding regular meetings (at least on monthly basis) with the MOL's NPT or preparing a 'roles-responsibility matrix' of ILO project team.

Table 2. ILO project team roles and responsibilities

	Team Member/ Area of work	Output 1: Design and Guidance Notes	Output 2: Capacity Building	Output 3: Municipal Support and Quality Assurance	Output 4: Reporting system	Output 5: Evaluation	Operational, contractual and management issues
International team	Project Manager						■
	International Consultant 1		■			■	
	International Consultant 2	■		■			
National team	National Project Coordinator	■	■	■	■	■	■
	National Consultant 1	■	■				
	National Consultant 2		■				
	Short-term national consultants		■		■		

These actions greatly helped the implementing parties in understanding their strategic roles and responsibilities in the management and implementation of the ILO support programme. The NPT gradually started to see the value of the project and the ILO. In view of the MOL, the greatest achievement of the project is that the ILO introduced the culture of communicating of MOL with regional and local government, which was not the case before.

Donors relations: There were issues of communication and coordination between the SRSS and the ILO project team mostly due to mismatch in expectations of both parties. On the one hand, the donor wanted to have greater involvement in project implementation and being seen as a 'partner' rather than a 'donor'.

As per its mandate, the SRSS has to ensure that the right assistance is delivered where it is needed[14]. This is monitored by the European Court of Auditors. Therefore, the SRSS is undertaken the direct management of the technical support programmes for being able to confirm that the project's deliverables are in line with commitments as per cooperation agreement between the SRSS and the implementing agency. On the other hand, the ILO wanted to have greater autonomy throughout the project implementation and perform its implementation responsibilities as per the contract. It perceived the desire of the donor to be closely involved in implementation as interference in the technical work for which ILO was hired as a provider. In addition, in ILO's view, this could cause confusion over who is responsible if things go wrong. In spite of the ILO project team attempts to improve the communication with the donor through invitation on meetings, field visits, trainings and sharing with monthly reports on project progress[15], in overall the donor remained unsatisfied with the level of coordination and collaboration. In the donor view, there was insufficient level of follow up on information requests and presence of international project team on the ground, as well as timely sharing of information about the planned activities and project performance. As a result, the donor selected the other provider for continuation of provision of support for enhancement of PWPs in Greece[16].

Tripartism: The project focused on technical cooperation and support to MOL; therefore, the social partners were not as intensely involved in the project implementation. The involvement of social partners was done mainly through individual briefings conducted by the ILO project team to keep them informed about the project progress and status of implementation.

Governance structure: In terms of the governance of the project, it was represented by the Project Steering Committee (PSC) consisted of representatives of MOL, OAED, SRSS (EC), DG Employment (EC) and ILO. In total, three meetings of the Project Steering Committee took place in the course of the project lifetime (October 2016, January and September 2017). All stakeholders interviewed indicate that such project governance arrangements worked well and were reasonable as provided an opportunity to report on all of the identified areas of project support, and to ensure alignment with all stakeholders both within the MOL and beyond it in relation to priorities and approaches taken in relation to different project activities. Nevertheless, some interlocutors highlighted that the efficiency of the PSC's meetings was not high as the documents for a discussion were shared by the project team just 1-3 days prior to the meeting which made it quite complicated to review them appropriately and be well prepared for a discussion. It would be more helpful if the members of the PSC had them at least 7-10 days prior to the meeting.

Monitoring and reporting: Although the project did not have a separate M&E plan, it had a well-established documentation system consisting of the minutes of meetings, mission reports, study visits and training reports, ToRs, budget ledgers, progress reports and the project workplans. Project reporting has been in accordance with the formal project agreement. ILO has submitted two interim reports and one final report. These include a narrative on each activity and how these have contributed to overall progress.

---

[14] https://ec.europa.eu/info/sites/info/files/srss_information_book_en_0.pdf

[15] Note: These reports were not a requirement of the contract but were an effort by the ILO Project Team to improve the communication with the donor. In total, 3 monthly reports were prepared for September, October and November 2016.

[16] Background information: World Bank will implement a project on ALMPs for long-term unemployed in Greece. The funder is the SRSS. The budget is EUR 450,000 with implementation period of 12 months. The administrative contract was signed on November 21, 2017 (http://documents.worldbank.org/curated/en/671091512511658230/pdf/Administration-Agreement-between-the-European- Commission-and-IBRD-for-Contribution-to-TF072929.pdf)

4.5. Impact Orientation

Finding 6: The timeline of the project was too short to effect significant change or to achieve sustainable impacts. What was considered achievable within the original design timeline was to provide impetus and drive towards change by providing a large array of ideas and concepts to promote change.

As it was mentioned earlier, the short project duration does not allow to assess the realized impact of the ILO support programme. Therefore, the Evaluator tried to identify the potential impacts of the project based on the desk review and interviews with the ILO project team and stakeholders.

Improved programme design of Kinofelis: The developed PIM and Guidance notes will help the institutions involved in the Kinofelis programme to design, implement, monitor and report in more effective way. They provide guidelines for stakeholders in all aspects of the programme like the objectives, project cycle and the main operational procedures of the programme. It creates a common understanding among all relevant actors of the Kinofelis' purpose and character, i.e. it is an active labour market programme with project-based character, which in turn could improve the coordination of different institutions involved in Kinofelis. The ILO also proposed a number of recommendations for strengthening Kinofelis (both for current and future phases), which could be considered by the MOL in the short, medium or long term. Those recommendations are divided into two parts: (1) technical and operational recommendations that can be implemented within the current framework of Kinofelis, and (2) strategic recommendations that would involve a change in programme design. The recommendations were developed based on the learnings from the ILO support programme; therefore, they are corresponding with the local context and to the current priorities of the Greek government. Each recommendation contains the rationale behind the recommendation, guidance on how it can be implemented and the risks or implications of implementing the recommendation. Implementation of the technical recommendations will allow to improve the design and impact of the current phase of the programme in such areas as improving consultation in the project selection process, mainstreaming gender considerations into project selection, institutionalizing the obligation of OAED to provide executing institutions with data on local unemployment, harmonizing the different specializations and occupational specialties used in the programme, clear separating the eligibility criteria from those that give preferential points, introducing a clear procedure for the dismissal of beneficiaries[17], introducing the exit counselling session with OAED prior to exit and possibilities of part-time work for some beneficiaries, etc. Meanwhile the strategic recommendations will permit to contribute to the continuation of Kinofelis in the broader range of ALMPs in Greece through scaling up the programme to respond to the extensive current demand, introduction of specific improvements to the ongoing programme to enhance its impact and implementation, and usage of the opportunities created by the introduction of the Open Framework to ALMPs. On a whole, the PIM could be very useful for a policy design and could help other EU MS with introduction of the active labour market programmes in their countries.

Increased capacity in the MOL and in municipalities to operationalize the new elements of Kinofelis: The project improved the knowledge among municipal employees about the Kinofelis programme objectives and its intended impact, which could help municipal employees to prove to the local authorities about the value for the programme. In overall, the trainings increased the design, management and implementation capacities in the municipalities and what is the most important the trainings changed perception towards Kinofelis at municipality level, when the municipality employees started understood how important to have a programme for unemployed people in the country. However, the full impact of the trainings will be seen in the next phases of Kinofelis. The MOL officials were trained and mentored on programme design and implementation issues in relation to new elements of Kinofelis and a number of instruments were prepared by the project and shared with them. All of that could be further used for improvement of the current and future phases of Kinofelis.

---

[17] Note: There is no formal procedure for the dismissal of beneficiaries from Kinofelis. It is important for the productivity and for preparation of beneficiaries for the labour market to be clear that the possibility of dismissal exists.

Improved reporting systems in Kinofelis: The new MIS will give a chance to continuously report and give data on Kinofelis performance as well as can provide scientific data for evaluation, which was not possible in the past. Gleaned from the desk review and interviews, the new MIS will allow the following:

- *Payment List:* This component eliminates the delays with payment for beneficiaries since payment lists will be automatically created based on the municipalities' inputs. Consequently, the time needed for processing the first payment where the biggest number of delays took place will be reduced drastically, i.e. from 2 months as it was previously to 2 hours.

- *Project Registration and Reporting:* These are new components which are essential in project based PWP and vital part of proper monitoring the programme. In the first phase of Kinofelis there were always huge delays with registration of the applicants in the system due to the absence of the unified list of jobs. The new MIS offers a unified classification of the jobs in the form of a drop-down menu which will allow to speed up the registration of the beneficiary in the system and better match the occupation and skills of the applicant. Reporting is the basic element and introduction of this component will allow municipalities to report on work progress on a monthly basis and thus enable effective monitoring.

- *Live Data and Visualization:* This component allows to gather data on projects, beneficiaries, applicants and make it accessible in live time to all interested stakeholders like municipalities, ministries, the public as well as provide a central data hub for researchers, policy makers and academics. It will allow to achieve better accountability and transparency of the programme. It is also very important for applicants as they can monitor the available positions, while MOL could better plan the future programmes taking into account the existed needs.

- *Monitoring Individuals after exit from the Programme:* This component will help to see how the beneficiaries of Kinofelis benefited from the programme. The system will allow to see what happened with the beneficiary in 6, 12 or 18 months after the end of the participation in the programme through automatically generated reports on the employment status of past PWP beneficiaries from the ERGANI and OAED's databases which hold information on all contracts of the country. The information which will be collected will allow to see whether the beneficiary is unemployed or employed, what is his/her occupation and when the employment started.

Improved socio-economic evaluation of the programme: systematic conduction by the MOL of entry-exit assessments of programme participants will allow the MOL: (1) to identify impacts of the programme on activation and employability of individual beneficiaries and categories of applicants/beneficiaries that are more likely to benefit from public works projects, (2) to determine the broader impact on the households of unemployed and local communities.

4.6.   Sustainability

Finding 7: The sustainability of the ILO support programme results depends entirely on the sustainability of Kinofelis itself. The ownership of the project's results varies depending on the deliverable.

Currently, the ILO support programme interventions are providing resources, knowledge and facilitation of processes to achieve the expected results of the current cycle of Kinofelis. The goal of making the project results sustainable would thus require a strategy whereby the project holder could perform the following: 1) continue to provide similar services to sustain the processes that are leading to the results, and 2) ensure that results achieved would not disappear once the funding ends, and that results are eventually expanded through processes of continuous new inputs.

This requires the partner institution to possess the following elements to continue project work:
1. Institutional capacity, including the organizational structure and knowledge/expertise;
2. Financial capacity for carrying out the expected task; and
3. Sufficient ownership of project's results and appropriation for doing so.

In terms of institutional capacity, the MOL has improved, but it has not yet fully consolidated institutional capacities that results in a fully- functioning and high-standard implementation of Kinofelis programme.

In terms of the economic and financial conditions, currently the MOL does not have all required financial resources for implementing of Kinofelis on its own and external financial support is needed for programme's further roll-out and continuation. As a result, the sustainability of the ILO support programme results depends entirely on the sustainability of Kinofelis itself. The biggest threat to the sustainability of the Kinofelis is reduced donor funding in the short term.

In terms of institutional ownership and appropriation, it varies depending on the project's deliverable (from high (PIM and MIS), medium (baseline study) to low (trainings for municipalities), while its appropriation (being the full driver of the process) is still weak because of the limited resource capacity of the Ministry.

Table 3. Level of sustainability of the project's results

Key deliverables	Ownership	Sustainability	Explanations
Trainings for municipalities, capacity building of MOL, and webinars	low	limited-moderate	On one side, the project developed Kinofelis Training, available both electronically and in hard copy, that brings together the session plans, including descriptions of the methodologies used, plus all the training materials and hand-outs in a format that the MOL can utilize to replicate and/or adapt for future workshops. MOL officials and/or advisers attended all training workshops undertaken by the ILO. While the MOL were the formal hosts, their participation also provided exposure to participatory and peer-learning approaches facilitated by the ILO and provided the basis for the MOL to replicate and/or adapt the training approaches and presentation materials as required in future. The developed webinars will provide an ongoing resource enabling needs-driven learning beyond the original municipal participants. On the other side, without the leadership from KEDE/PED, without budgets in the Ministry, without passion from the Project Team and without further TA projects, the replicability of the trainings is very limited. The other issue is also the retention rate of trained staff in the MOL. Already 2 out of 6 members of the NPT left the Ministry during the project implementation.

PIM and Guidance Notes	high	moderate-high	PIM and Guidance notes are planned to be used further by the MOL. The PIM is based on a modular approach which will allow to make easily adjustments, when necessary without a need to change the whole manual and reach out to different audiences based on their specific needs and levels of competence. However, training of stakeholders on how to use the PIM is required to ensure its sustainability and applicability.
Baseline study: entry-exit surveys	medium	moderate	The project developed, piloted and adjusted the entry-exit survey questionnaires, which could be used further for measurement of the programme's impact. Nevertheless, the usage of these tools will take place in the future, if the MOL will introduce the evidence-based approach for implementation of public work programmes with allocation of appropriate resources for conduction of entry-exit surveys among participants of the programme on a regular basis. In addition, during the project lifetime, only the entry-exit surveys of participants of the first round of Kinofelis (17 municipalities) have been completed, while the assessments of other two rounds (34 municipalities and 274 municipalities) are still to be undertaken to have a full picture about the impact of the current phase of Kinofelis on the target groups and there should be availability of both human and financial resources.
MIS	high	moderate	On the one hand, MIS Developers selected for the development of the Kinofelis PWPs IS will continue to work with the MOL in the future under other ALMPs. The hosting of the MIS is free of charge as it is hosted at the data center of Management Organization Unit of Development Programmes. On the other hand, the full-time administrator has not yet been hired by the MOL and trained by the project on the developed MIS, which creates threats for sustainability of the MIS[18]. In addition, the users of the system, in particular the municipalities and local offices of the OAED should know how to use the new MIS and the developed MIS manual for users might not be sufficient and some trainings (online and/or face-to-face might be needed). Moreover, changes, new features or innovations to future PWPs (as compared to the current cycle of Kinofelis) might require additional developmental re-parameterization of the MIS with added costs, which should be available.
Kinofelis web-site	high	moderate	The ILO Support Programme has generated a range of documents (PIM, FAQs for participants, online learning tools, etc) that were uploaded at the web-site and could be available for all interested stakeholders. Nevertheless, it is important to ensure that the information about the existence of such a resource is shared with stakeholders and the website is updated on regular basis.

---

[18] Background information: The function of the IT administrator is to undertake smooth operation of MIS, ensure proper and timely submission of reports by Municipalities, managing content in the Website (guides, announcements, invitations, articles, predefined indexes etc), providing support to the users of the IS (FAQs, Helpdesk), submission of specialty requirements to the OAED before every call for applications, coordination of the process of approval of original projects, keeping and updating IS manuals

V.   Conclusions and Recommendations

5.1.   Conclusions

Conclusions have been drawn throughout this report and they are gathered here as a summary of the Evaluation.

The ILO Support Programme is a demand driven project which was initiated by the MOL. In overall, it contributed to strengthening the capacity of the Greek government to achieve the objectives of Kinofelis in spite of navigating in the complex and not always explicit politics of the context. The pace of implementation and the level of effectiveness, impact and sustainability of the project's results have been influenced by three major factors: (1) its full dependence on the larger Kinofelis programme and in particular its timeframes, (2) provision of technical support to the ongoing public work programme which entail the possibility of changing needs of the main beneficiary during the implementation process, and (3) the late start of the technical support due to the lengthy negotiation and approval process of the project with the donor. However, the reform process needs to continue as the long-term unemployment in Greece is still to be overcome. The ILO Support Programme has moved the process forward but follow up is needed to see it through.

Evaluation Criteria	Scoring[19]	Explanations/Comments
Relevance and strategic fit	**successful**	Overall directions laid out in the project document were entirely consistent with the Greek government's new generation Kinofelis programme and priorities of the different group of stakeholders as the project focused on provision of a number of elements that meant to strengthen the public works programmes as a future policy option for job creation in Greece.
Validity of design	**partially successful**	The ILO support programme development objectives and outcomes remained valid throughout the project lifespan despite of changes in the Kinofelis programme which it was designed to support; however, they define an ambitious scope of action and constitute a major organizational, logistic and technical challenge. The design acknowledged contextual realities and remained flexible to address emerging priorities and issues. The ILO's gender mainstreamed strategy was adequately taking into account in the project design as a cross-cutting aspiration, but there was a lack of gender sensitive indicators and targets in the project's Logframe.
Effectiveness	**partially successful**	Despite the fact that the project's objectives were too grandiose, what the project delivered in an attempt to address them was commendable. The project has been responsive to the needs expressed by the recipient agencies and has been able to deliver nearly all outputs, in spite of delays and even undertake a number of unplanned activities. Important progress has been made towards the achievement of the development objective.
Efficiency of resources use and effectiveness of management arrangements	**partially successful**	The project has been cost-efficient, although the planning for and implementation of activities took more time than initially envisaged due to political, management and administrative reasons. The project team has been highly qualified, but the project management set up was not effectively organized due to the scope and ambition of the project coupled with the budget constraints. In terms of project management, there was issues of communication and coordination; hence, the adaptive programming and the multi-layered approach to

---

[19] Dark green – highly successful, light green – successful, yellow – partially successful, red – unsuccessful

		the tasks allowed the project to move ahead even if some components were delayed.
Impact orientation and sustainability	**partially successful**	The timeline of the project was too short to effect significant change or to achieve sustainable impacts. What was considered achievable within the original design timeline was to provide impetus and drive towards change by providing a large array of ideas and concepts to promote change. The sustainability of the ILO support programme results depends entirely on the sustainability of Kinofelis itself. The ownership of the project's results varies depending on the deliverable.

5.2. Recommendations

Based on the overall assessment of the ILO support programme in Greece, the following recommendations were formed in relation to project design that might be taken into consideration in designing future TA projects and programs of a related nature:

No.	Recommendation	Timeframe		Priority		
		S/T	L/T	L	M	H
1	In future TA projects which are involving institutional development (particularly improving capacities and operating procedures of national counterpart institutions) and implemented in a complex environment, the "process" approach should be applied for project design as it offers more flexibility in its choice of objectives, means, and priorities. It is deliberately designed to build and maintain ownership among participants, to emphasize learning and capacity building, and to cope with changes in the operating environment[20].		▲			▲
	Addressed to:	SRSS				
2	In future, TA programme objectives and outcomes should be more realistic, attainable and measurable. Future TA project design requires a more considered approach. While it is understood that project documents must address high level issues and accord with national and international priorities, outcomes must also be achievable and realistic. TA projects are often limited in duration and resource constrained. If objectives are too grandiose then projects will not deliver when measured against these objectives. TA project outcomes should understand how the project supports/contributes toward the overall objectives and then set achievable outcomes with appropriate measures of effect. It is recommended to have one objective and focus on not more than two expected results if the project duration is 15 months.		▲			▲
	Addressed to:	ILO, SRSS, MOL				
3	Future TA projects design must de-risk project implementation. The design phase should consider all the risks and implications relating to the project, especially when a project support ongoing government intervention, involves multiple stakeholders and challenging environment. Some of the issues that the project suffered from, could and should	▲				▲

---

[20] For more details about this approach please see: Brinkerhoff, DW & Ingle, MD (1989) "Integrating blueprint and process: a structured flexibility approach to development management" in Public Administration and Development 9, 487-503

#	Recommendation					
	have been ironed out during the design phase, had they been identified as a risk. It is recommended to develop as a part of the project proposal a risk mitigation plan which would contain a plan for the unplannable risks. This could be: (i) contingency funds, (ii) float in the plan, (iii) additional resources on standby, and (iv) options to break the project into segments and/or reduce scope.						
	Addressed to: ILO						
4	Future TA projects should adopt a more "active" approach towards the communication with the donor in order to keep it in the loop of all project's developments and milestones and make it more involved in the project's implementation. For that reason, it is recommended to hold bi-weekly donor's briefing sessions and prepare monthly calendar of activities.	▲				▲
	Addressed to: ILO						
5	If the technical support programme's aim is to build the capacity of the government to play the primary role in essential service delivery, then the optimal duration of the technical assistance programme is at least 5 years[21]. Such timeframe allows to develop a capacity building strategy, including quality assurance systems for training needs assessment, participants selection, and follow up of capacity building efforts. A more strategic approach to capacity building has advantages, for example a capacity and training needs assessment could determine priority target audiences, topics and trainers, rather than the current reactive approach based on requests and opportunities. Repeated assessments can determine impact of capacity building, to complement pre-post-tests for individual trainings. Follow up of trainings and workshops should be part of the strategy, to increase impact.		▲			▲
	Addressed to: SRSS, ILO						
6	Future TA projects should have a Logframe structured as a management tool, which is able to measure impact of the project at outcome level and oriented towards reporting and progress monitoring. Relevant quantitative output level indicators need to have the established baselines and targets, and indicators for outcome level should be assessed with a mix of qualitative as well as quantitative methods.	▲			▲	
	Addressed to: ILO, MOL, SRSS						
7	Future TA projects should better articulate an outcome-based strategy towards gender mainstreaming in order to strengthen the gender orientation of the project's activities and the activities undertaken by its partners, as well as the impact of the project.	▲			▲	
	Addressed to: ILO						

---

[21] For more details please see: Godfrey, M., Sophal, C., Kato, T., Piseth, L. V., Dorina, P., Saravy, T., Savora, T., & Sovannarith, S. (2002). Technical assistance and capacity development in an aid-dependent economy: The experience of Cambodia. *World Development*, 30(3), 355-373

5.3.   Key Lessons Learned

The following lessons learned have been identified during this project evaluation, which can contribute towards establishing good practices when designing and implementing projects to support public employment programmes. The lessons must in principle be taken into regard in the design stage in order to improve project implementation and support transparency and accountability.

Area	Lessons learned	Learned by
Design complexity	Care should be taken to ensure that the project design is as clear and simple as possible. The design should avoid unnecessary complexity resulting in multiple overlapping outputs/key result areas and specific objectives. Whilst complex designs may spread benefits across a wider range of stakeholders, they are less likely to deliver deeper and lasting changes. Complexity is also likely to increase the burden and cost of project management and monitoring	MOL, SRSS, ILO
Flexibility	The more unsettled a country's institutional environment, the greater the need for a flexible, process-oriented TA project design. Multi-dimensional TA projects require strong country level leadership. This is to ensure that the vision is maintained and reinforced throughout the life of the project. To make sure that the vision is properly translated into tangible activity and that stakeholders are kept abreast of development	SRSS, ILO
Adaptation	For a technical support programme like this, adaptive and responsive options should be built into the project. This is complicated by projects which are structured on the individual deliverables, rather than looking at a support programme which needs to adjust to changing contexts and new findings. For such adaptive programming to work, there needs to be a good relationship with the donor. However, there also needs to be the recognition of the need to adapt and that this is actually a good thing, and not a symptom of bad project design	SRSS, ILO
	When the project was amended and its scope increased in February 2017, the duration of the project should have also been extended by 2 to 3 months as the main underestimation was with regards to the time required to be able to satisfactorily complete the all the outputs and, in the end, too many things had to happen in parallel and there was insufficient time to review the completed outputs as the timelines were so tight.	ILO, SRSS
Capacity building and training	Strengthening the capacity of government in policy and service delivery is a valuable and necessary objective but, in itself, is unlikely to result in any fundamental reform of structures, systems and procedures. Embedded technical assistance can be a useful supplementary mechanism for promoting and helping to establish such change along with the re-engineering of standard operating procedures and systems. Training should also be delivered as part of a staff development and appraisal system to ensure the adequate matching of training provision to need and demand. In order to ensure sustainability and scale-up, structured Training of Trainers programmes can be of greater benefit than one off training	ILO, MOL
Communication and coordination	One of the key challenges in efficient partnerships is communication. Although e-mails and the internet offer a good communication medium, it is not adequate. There is a need to proactively follow up e-mails to partners with phone calls and face to face interactions in order to ensure that what is agreed on is done. In addition, partner assumptions and expectations of what the project can do usually	ILO, MOL, OAED, municipalities

	exceed reality and there is a need to share information among the partners in a clear and sensitive manner. Regular formal and informal communication is important among the technical teams of the partner organizations, and in addition, effort should be made to regularly to inform the higher-level decision makers in each organization. Some of these, for instance, local government administrators are non-technical and therefore communications with them should be structured in an easy to understand manner	
Donors' relations	More investment in building a shared understanding of the management arrangements and levels of involvement that would be best for the project and all stakeholders. In addition, working arrangements and agreement on roles between the donor and the implementing agency should be discussed and clarified extensively from the start of project implementation to avoid a possibility of miscommunication and misexpectations	ILO, SRSS
Performance monitoring	In the absence of robust and verifiable indicators at the outcome and impact level, projects will tend to gravitate towards activity monitoring. Whilst this will provide project management with information on the quantum and coverage of activities and outputs, it will not yield sufficient information on the quality of output and/or the degree of achievement towards the desired level of change. In the absence of such indicators, it will not be possible to measure progress. Care should be taken to ensure that the results framework contains robust indicators and realistic targets that should be periodically reviewed in terms of achievement and relevance	ILO, SRSS
Planning for final project evaluation	The timing of the final evaluation was done deliberately so that it was started when the project was still active. In hindsight it would have been better to have the evaluation after it finished so that a better perspective could be given on the completion of the project. Also, the evaluation mission ended up being in a period that was extremely busy and stressful as outputs needed to be completed	ILO
Planning for sustainability	Even in the short-term projects, do not engage in activities without first assessing the institutional capacity of relevant entities to sustain them. The activities must be designed from the outset with a view to their sustainability. In other words, sustainability should be built in as a component of any given activity	ILO

VI.   Annexes

Annex 6.1. Lessons Learnt and Potential Good Practices

ILO Lesson Learned No1: Basic TA project strategies are most effective when the capacity to achieve change by the recipients is within the current abilities and skill sets of those involved and when funding, policies, and the infrastructure are already in place to support the new initiative or new way of work

Project Title: Support to a New Generation of Public Employment Programmes in Greece
Project TC/SYMBOL: GRC/16/01/EUR
Name of Evaluator: Katerina Stolyarenko
Date: January 2018

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	An important lesson learned of the ILO project is that recipients of technical assistance need to learn the skills and develop competencies related to the new content (the what) and they also supported to implement with fidelity (the how). In addition, funding, policies, procedures, and regulations will need to be modified to align with and support the new practices and programs.
Context and any related preconditions	Primarily, what is needed is timely, accurate, accessible information about the innovation, the what. After TA services create, provide, and promote access to up-to-date information and resources about the what, then practitioners, and administrators are able to use the information because they currently possess the skills and abilities (e.g., current competencies used in a new way) in a context that is largely hospitable (e.g., facilitating policies, funding, acceptance of the innovation). For that reason, the ILO project revised and developed the guidance notes for the implementation of public benefit programme; provided training and capacity building sessions for executing institutions of Kinofelis; designed systems and processes and policy recommendations for programme implementation and quality assurance/ assessment; designed a reporting and monitoring system for public benefit programme; and enabled socio-economic analysis through conduction of baseline study of programme beneficiaries.
Targeted users / Beneficiaries	▪ Ministry of Labour ▪ Municipalities ▪ Public employment programme partners and other affected agencies
Challenges /negative lessons - Causal factors	Periodic turnover of government employees' interrupts and hinders processes aimed at generating institutional capacities to face the problem

Success / Positive Issues - Causal factors	The core features of TA strategy should be as follows: ▪ Clarity related to agreement about the needs, vision, desired changes; mutually clarified roles and responsibilities among all partners; agreement about how to create new structures, lines of communication, etc.; and clear understanding of the current context (e.g., system strengths, policies, stressors). ▪ Frequent communication with respect to on-site meetings and telephone or skype conferencing to initiate and manage change. And frequent cycles of planning, execution, evaluation, and articulation of next steps to move the work forward and solve problems. ▪ Intensity of collaborative work to plan, prepare, prompt and create opportunities for reflection, planning the next phase of development, and specification of "next steps" together with on-site coaching, assessments of progress, the infusion of new information into the system(s). ▪ Integrity refers to the focus on creating a more coherent and effective system of services and supports through comprehensive work with the whole system and the use of data at multiple levels to inform decision-making ▪ Accountability for assuring that intended outcomes occur; using challenges and feedback as opportunities to bring in new strategies, partners, and knowledge to continue the work; measuring impact at multiple levels with benefits to the beneficiaries at the core.
ILO Administrative Issues (staff, resources, design, implementation)	Limited TA project duration for creation of changes of the system at different levels (national and municipal)

ILO Emerging Good Practice No 1: Capacitating municipalities on public employment programmes through peer-to-peer learning

Project Title: Support to a New Generation of Public Employment Programmes in Greece
Project TC/SYMBOL: GRC/16/01/EUR
Name of Evaluator: Katerina Stolyarenko
Date: January 2018
The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The ILO support project aimed to strengthen the capacity of stakeholders to implement the programme through training. The methodology combined the presentation of learning materials with a strong emphasis on participatory processes aimed at enabling peer-to-peer learning and open discussion that encouraged municipalities to seek advice and exchange experiences on ongoing implementation issues and to share and develop locally-generated solutions.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Based on the project's experience, the following conditions seem to be important for its successful implementation: ▪ Focus on municipal officials responsible for the implementation of the programme at local level. ▪ Develop the training materials and session plans for the workshops in consultation with the MOL ▪ Develop and disseminate a Training Dossier, which brings together all the learning materials in a format that enables the MOL to replicate and/or adapt the materials as required ▪ Run a series of two-days workshops across the regions of the country, adapted to the phase of the rollout of the public employment programme for different municipalities ▪ Facilitation of the workshop by the implementing agency and the Ministry officials ▪ Review of strengths and weaknesses of the workshop, and making minor modifications to the session plans in response to feedback received ▪ Gathering feedback of trainees about trainings effectiveness through the on-line survey The main topics covered in the Project Selection and Design workshop were as follows: ▪ Overview of public benefit programme performance ▪ Considerations in project selection and design ▪ Guidance note on Project Selection and Design ▪ Project selection to maximise impact The main topics covered in the Strengthening Implementation were as follows: ▪ Overview of public benefit programme performance and profile of the unemployed ▪ Considerations in project selection and design (adapted version) ▪ Project management, planning and quality assurance ▪ Public benefit programme project planning tool ▪ Enhancing employability in public benefit programme ▪ Public benefit programme in the future?

Establish a clear cause-effect relationship	The key achievements of the practice for municipalities: ▪ Increase in knowledge on project selection and design, project planning, management and quality assurance ▪ Increase participation, motivation, and trainee engagement. ▪ Promote critical reflection, provide the climate of reciprocal communication and openness. ▪ Promote ownership of learning and deeper understanding of new concepts.
Indicate measurable impact and targeted beneficiaries	▪ Municipalities ▪ MOL
Potential for replication and by whom	With the necessary modifications, it can be replicated in any country.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	N/A
Other documents or relevant comments	N/A

1. Background Information

Since September 2016 the International Labour Organisation (ILO) has been implementing the "*Support to a New Generation of Public Employment Programmes in Greece*" project. The project supports the Ministry of Labour (MOL) in Greece with the implementation of their Kinofelis public works programme. This technical support project is in turn being supported and financed by the Structural Reform Support Service (SRSS) of the European Commission. The total budget of the project was EUR 631,021.00.

The project is coming to an end on 30 November 2017 and a final independent evaluation of the project is being undertaken as per the provisions contained in the project document. The purpose of the evaluation is to assess the project and the technical support provided to the MOL, and in particular provide recommendations to the three parties involved (ILO, SRSS and the MOL) on how any future technical support projects can best be structured and implemented. This is relevant as it is anticipated that the MOL will continue to partner with the SRSS to finance and implement a range of support activities in the near future.

The Kinofelis programme

The Kinofelis programme is a public works programme which has completed two phases over the past years and is currently in its third phase. The Ministry of Labour, Social Security and Social Solidarity (MOL) wants to continuously build on its experience and improve the programme as it continues to be implemented.

In the latest version, Kinofelis was redesigned and will now include the following innovations:
- The Programme will be strengthened as an active – rather than passive - labour market programme, offered to jobseekers as a choice within a menu of available Active Labour Market Policies (ALMPs), that integrates other active labour market elements (detailed below);
- Greater emphasis will be placed on ensuring the productivity and the social benefit of the work undertaken by ensuring that the work performed is linked to the maintenance of community assets and delivery of services;
- The duration of a "work opportunity" will be extended from five to eight months.
- Work performed will be project-based: the skills profile of workers will be expressed by municipalities in terms of the requirements for carrying out specific project activities;
- Workers exiting the programme will be eligible to receive unemployment compensation; and
- All participants will have the possibility to choose to receive training for one day a week which in the third round of Kinofelis was limited to training on information and communication technologies (ICT) and social entrepreneurship.

The European Social Fund will support the Greek Government with funding of approximately EUR 118 million for this initial pilot phase to create productive employment opportunities of eight-month duration for approximately 20,000 persons most in need while delivering at local level maintenance of community assets and also services.

The pilot phase of this programme covers a total of 51 municipalities, 17 in a first phase which started in October 2016, and 34 in a subsequent phase which started shortly thereafter in December. A second round of activities for these pilot municipalities started around July 2017. In the meantime, the programme became national as it was rolled-out also in the remaining 274 municipalities.

The Technical Support Project

In November 2015, during a visit of the International Labour Organization Director General to Greece, one of the areas in which the Greek Government requested the ILO to provide support was the implementation of the Kinofelis programme, and in particular the introduction of various measures to improve the design, operations, monitoring, evaluation and ultimately the impact of the programme. In discussions with the Structural Reform Support Service (SRSS) of the European Commission (EC), the Greek Government requested that this support be provided through activity funded by the EC.

The overall objective of the ILO Technical Support project was to: Strengthen the capacity of the Greek government to achieve the objectives of the new generation of Kinofelis, which are: *To mitigate the impacts of long-term unemployment in Greece through a public works scheme that enhances the employability of participants through the introduction of selected active labour market policies while maintaining community assets and delivering services that contribute to the public good*.

The overall objective of the project is to be reached through achieving the following five outcomes:

Outcome 1:	Improved programme design of Kinofelis, including in relation to innovations and integration with ALMPS and the GMI.
Outcome 2:	Increased capacity in the Ministry of Labour, Social Security and Social Solidarity and in municipalities to operationalize the new elements of Kinofelis.
Outcome 3:	New planning systems and processes to enable effective implementation and quality assurance.
Outcome 4:	Improved reporting systems in Kinofelis to support effective monitoring of project activities and outputs.
Outcome 5:	Improved socio-economic evaluation of the programme informs policy and programme design choices.

The project started on 1 September 2016 and the original budget of the project was EUR 519,879. After the findings from the inception report the scope of the project was changed. In particular the role of the ILO in the development of the MIS system was increased and the training and capacity building strategy was amended. The scope of some other activities was reduced and the net effect was that the budget was increased to EUR 631,021.

2. Purpose, and objectives of the evaluation

The final evaluation will assess whether the ILO support to a New Generation of Public Employment Programmes in Greece project has delivered the expected outcomes on time and within budget and provide key insights on project achievements, challenges, impacts, sustainability, involvement of stakeholders, capacity building and areas for replication.

To achieve the abovementioned objectives and in light of the changing and evolving nature of the project's operational environment, this independent final evaluation will assess the following:

- The relevance of project activities to the needs of the programme
- The project's effectiveness in meeting its outcomes
- The efficiency of the project
- The sustainability of the contribution made by the project
- The contribution of the project to the broader impact of Kinofelis.

The clients of the evaluation include the main stakeholders in the project; in particular, the Ministry of Labour, the SRSS of the EC, with the evaluation also supporting learning processes within the ILO itself.

3. Evaluation Scope

The scope of the evaluation includes all the activities and outputs of the project as defined in the Agreement between the EU and the ILO. In terms of the scope of the evaluation, although no doubt difficult at times to differentiate, this project evaluation is not an evaluation of the Kinofelis programme, but of the ILO's programme of support to it. The evaluator/s will need to be mindful of this distinction and focus the scope of the evaluation accordingly. The evaluation is a close-out assessment of the project.

The evaluation findings and recommendations at the national and municipal level will be primarily addressed to the government counterparts at all levels and the ILO unit directly involved in the implementation and day-to-day management of ILO Support to a New Generation of Public Employment Programmes in Greece project. It will also take into account other institutions with mandates and

programmes that supported the realization of the goals of the ILO Support to a New Generation of Public Employment Programmes in Greece project, as outlined above.

The evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO's evaluation policy and procedures. The ILO adheres to the United Nations system evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

The evaluation should be carried out in the context of criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard. The ILO policy guidelines for results-based evaluation[22] and the technical and ethical standards and abide by the Code of Conduct for Evaluation on the UN System[23] are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation.

Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects"[24]. All relevant data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the projects should be considered throughout the evaluation process.

In line with established results-based framework approaches used for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.

The TORs include below the specific suggested aspects for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with the evaluation manager. It is not expected that the evaluation address all of the questions detailed below; however, the evaluation must address the general areas of focus. The evaluation instruments (summarised in the inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.

4. Evaluation criteria and questions

The evaluation will consider project performance, in relation to each of the evaluation criteria:

Evaluation criteria 1:	Relevance
Evaluation questions	1. How relevant were the project design activities and development of the PIM to the needs of the programme? 2. How relevant were the capacity building activities to the needs of the different stakeholders? 3. How relevant is the development of the MIS and website to the needs of the different stakeholders? 4. How relevant is the baseline evaluation report for the future of the programme? 5. How the intervention's design and implementation contributed (or not) toward the ILO goal of gender equality?
Evaluation criteria 2:	Effectiveness
Evaluation questions	1. How effective was the overall support provided by the ILO? 2. How effective was the GMI-Kinofelis Working Group? 3. How effective were the guidance notes and PIM delivered? 4. How effective were the capacity building outputs delivered? 5. How effective was the evaluation and baseline survey delivered?
Evaluation criteria 3:	Sustainability

---

[22] http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm
[23] http://www.unevaluation.org/ethicalguidelines
[24] http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

Evaluation questions	1.	How sustainable is the contribution made by the project, in particular to the continuation of Kinofelis in the broader range of ALMPs in Greece?
	2.	How sustainable is the contribution made by the capacity building activities?
	3.	How sustainable is the contribution made by the project?
	4.	How will the development of the MIS contribute to the sustainability of the programme?
	5.	How will the baseline survey report and activities contribute to the sustainability of Kinofelis?
	6.	How will the baseline survey report and activities contribute to the goal of gender equality?
Evaluation criteria 4:	**Efficiency**	
	1.	How efficiently were the key outcomes delivered, in particular the PIM, MIS, Capacity Building and Baseline evaluation?
	2.	Where the project funds used efficiently and in accordance with the project budget?
Evaluation criteria 5:	**Impact**	
Evaluation questions	1.	How does the project contribute to enhancing the broader impact of Kinofelis?
	2.	How does the capacity building contribute to the broader impact of Kinofelis?
	3.	What is the likely impact of the MIS on the programme, in particular programme effectiveness?
	4.	Do the findings of the evaluation have any impacts on more equitable gender relations or reinforcement/exacerbation of existing inequalities?

The evaluation will also consider the following questions:
- What were the main constraints confronted in delivery of the project and how well did the project overcome these?
- Was there effective teamwork and role clarity?
- How well did team composition and teamwork support effective delivery, in particulate in working closely with the MOL staff?
- To what extent did the project contribute to Kinofelis in ways that were not anticipated in the project design and if so, in what respects?
- What are the key lessons learned from the project that are relevant for future technical support projects to the MOL?

5. Methodology
The evaluation will include the following methods:
- Using the Project Logframe, the evaluation will consider the extent to which the project delivered intended Activities, Outputs, and Result Goals, using the Means of Verification as specified. This will be a desk-top exercise, based on resources provided by the project team.
- In order to evaluate effectiveness and sustainability of the outcomes, these desk-top sources will be augmented by interviews with project staff and relevant stakeholders, focused on more qualitative issues in relation to each outcome area:

The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the project, results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare the Inception report, a brief document indicating the methodological approach, to be discussed with and approved by the evaluation manager. The evaluation consultant will be asked to

include in the Inception report the evaluation instruments that will be used for documenting and analysing the achievements of the project.

During the inception phase, the evaluator will carry out semi-structured interviews of key informants such as the donor representatives and relevant ILO HQ and/or regional officials involved in supporting the project.

Desk review (Home based)

The Desk review will include:
- Briefing with the Evaluation manager
- Desk review of project documents
- Initial briefing with the project manager and other ILO officers and telephone/Skype interviews with the donor.
- Development of the Inception report (i.e. detail evaluation methodology, schedule, evaluation questions and indicators matrix and evaluation instruments).

Data collection (Home based + Greece)

Data collection will be done through in-depth review of project outputs, in-depth interviews with a sample of key stakeholders and an electronic questionnaire.

The evaluator will do a short visit to Greece to meet the main partners and stakeholders involved in the project but will also conduct interviews over the phone with stakeholders not available to meet in person (in particular those not based in Greece)
- Interviews with MOL, including the Minister and key project team members
- Interviews with relevant ILO Staff (Geneva and Athens)
- Interviews with SRSS staff responsible for the project
- Interviews with relevant ILO consultants in relation to the main outputs (e.g. Baseline study, platform, training strategy, PIM).
- Interviews with other selected stakeholders including selected municipalities and social partners

Stakeholders' workshop (Greece)

The stakeholders' workshop will take place at the end of the data collection stage in Athens with participation of the relevant stakeholders. Some stakeholder may join the workshop by Skype/VC/phone.

This will be an opportunity for the evaluator to gather further data, present the preliminary findings for verification and discussion, present recommendations and obtain feedback. It will take place towards the end of the field visit.

The evaluator will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluator.

Preparation of the draft and final version of the report (Home based).

The evaluator will be responsible for drafting and finalizing the evaluation report.

The draft report will be circulated to the donor and stakeholders for their feedback and comments by the evaluation manager for two weeks.

The evaluator will be further responsible for finalizing the report incorporating any comments from stakeholders as appropriate. The consolidated comments will be provided by the evaluation manager.

The evaluation will be managed by the evaluation manager under the supervision of ILO's Evaluation Office (EVAL) and the logistical support of the DEVINVEST Branch. The evaluation will follow ILO's evaluation standards as set out in the ILO's Policy Guidelines for Evaluation. EVAL conducts the final control for quality.

If the report needs some final adjustments it may still be sent back – through the REO or DEFP – to the evaluation manager and consultant for changes. Once EVAL gives its approval, the consultant's final payment can be authorized by the evaluation manager and EVAL initiates the follow-up to the recommendations with line management.

It is expected that the evaluator will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

The evaluation manager will provide methodological support to the evaluator and will be responsible for the overall management of the evaluation. The background and responsibilities of the evaluator who will be selected through a competitive process are presented below:

Profile of the evaluator
• Not have been involved in the project.
• Relevant background in economic and social development.
• Experience in the design, management and evaluation of development projects that include Public Works/ Employment Programmes (PWP) in particular with policy level work and institutional building.
• Experience in evaluations in the UN system or other relevant contexts as team leader (7-10 years)
• Experience in the area of PWP, ALMPs, gender and rights-based approaches in a normative framework and operational dimension are highly appreciated.
• Experience facilitating workshops for evaluation findings.
• Experience with global projects evaluations
• Fluency in English is essential. Knowledge of Greek is an advantage

Evaluation timetable

Phase	Responsible Person	Tasks	Outputs	Tentative schedule
I. Desk review and design	Evaluator	Desk review and initial briefing in Geneva / Skype/ Phone Developing the Inception report (i.e. evaluation methodology, indicators, questions, instruments, etc.)	Inception report	October
II. Data collection	Evaluator	Interviews by phone/Skype One week Visit to Greece Questionnaire distributed and answers consolidated Review of project documents and publications Other techniques as identified in the Inception report Stakeholders workshop with stakeholders in Greece at end of mission to Greece	Inputs for the report	November
III. First draft	Evaluator	Development of the draft report including a conference/ Skype call to present key findings to stakeholders (ILO, EU MOL team)	Draft Report	First week of December
IV. Comments	Evaluation manager	Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader	Comments on Draft Report by stakeholders	18 December
V. Final report	Evaluator	Finalize the report including explanations on why comments were not included	Final Report	15 January 2018

6. Main deliverables

The expected outputs to be delivered by the evaluator are:

- An inception report based on the desk review and the briefing with ILO EMP/INVEST and phone call with the donor. The inception report will include among other elements the evaluation questions and data collection methodologies and techniques, and the evaluation tools (interview, guides, questionnaires, etc.). The instrument needs to make provision for the triangulation of data where possible;
- Workshop for key stakeholders to review the evaluation findings, facilitated by the evaluator;
- Draft evaluation report should include:
   - Executive Summary with key findings, conclusions and recommendations
   - Clearly identified findings
   - A table presenting the key results by each project (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
   - Clearly identified conclusions and recommendations (identifying which stakeholders are responsible)
   - Lessons learnt
   - Potential good practices
   - Appropriate Annexes including present TORs, an Inception report and a PowerPoint summarizing the report
- Final evaluation report incorporating feedback from stakeholders[25].

The total length of the report should be a maximum of 35 pages for the main report, excluding annexes. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low. All drafts and final outputs, including supporting documents and analytical reports should be provided in electronic version compatible for Word for Windows. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement. The draft final report will be circulated simultaneously to key stakeholders, including project staff and the donor for their review. Comments from stakeholders will be consolidated by the evaluation manager and provided to the evaluator. In preparing the final report, the evaluator should consider these comments, incorporate them as appropriate, and provide a brief note explaining why any comments might not have been incorporated. The evaluator submits the final version to the evaluation manager who will accordingly channel for dissemination to the stakeholders, including the donor. Further guidelines for ILO evaluations can be found in the document available on the link below.[26]

7. Management arrangements and time frames

Management arrangements

The evaluation process will have a total duration of 3 months. The evaluator will undertake a field mission in November 2017, and the final report will be available by 15 January 2018. The evaluation report will be in English. The independent evaluator will in accordance with ILO practice be recruited and contracted by the ILO. The independent evaluator will be managed by the ILO Evaluation Manager, who is an ILO staff member who has had no involvement in the project so far. Ms. Maria Teresa Gutierrez who is based in Geneva has been nominated as the Evaluation Manager and the independent evaluator will report directly to her. It is expected that the evaluator will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms. EVAL conducts the final control for quality. If the report needs some final adjustments it may still be sent back – through the REO or DEFP – to the evaluation manager and consultant for changes. Once EVAL gives its approval, the consultant's final payment can be authorized by the evaluation manager and EVAL initiates the follow-up to the recommendations with line management.

---

[25] Checklist 5: http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165967.pdf
[26] ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3RD edition, page 48
http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

Annex 6.3. List of Documents Reviewed

1. ProDoc original and revised including Loframe, workplan and budget
2. Cooperation agreement between the ILO and SRSS
3. Inception Report. First Draft for consideration at the first meeting of the project Steering Committee, 26 October 2016
4. Presentation "Inception Report: Outcomes, Outputs, Activities and Timeframes - ILO support to a New Generation of Public Works Schemes in Greece"
5. Interim Narrative Report from 1 September 2016 to 28 February 2017
6. ILO PW Support Report to SRSS, September 2016
7. ILO PW Support Report, October, November, December 2016 and May 2017
8. Job description National Project Coordinator
9. Description of the Public Works Programme ("Kinofelis" Programme)
10. Overview of the project formulation and implementation cycle of Kinofelis, March 2017
11. Baseline report "17 Municipalities", versions as of August 2017 and October 2017
12. Report on Visits to Municipalities, February 2017
13. Concept Draft Information System Proposal for Kinofelis Public Works Programs, January 18, 2017
14. The public works program of Greece: Overview of the project formulation and implementation cycle of Kinofelis, March 2017
15. ILO Recommendations for Strengthening Kinofelis: Part 1: Technical and Operational Recommendations, October 29, 2017
16. Research "Responding to the unemployment challenge: A job guarantee proposal for Greece", April 2014
17. Presentation Kate Philip "Strategies for the long term unemployed. Lessons from Kinofelis, Greece", September 29, 2017
18. Program Implementation Manual for the Public Employment Program of Greece, October 2017
19. Training Dossier
20. Kinofelis Training Report, August 9, 2017
21. Report on Kinofelis Training Workshops for Municipalities, ILO November 2017
22. Minutes of the 1st Meeting of Steering Committee, October 26, 2016
23. Minutes of the 2nd Meeting of Steering Committee Meeting, September 6, 2017
24. Framework Agreement between the World Bank Group and the European Commission dated April 15, 2016 «Part II Europe 2020 Programmatic Single-Donor Trust Fun Trust Fund» (EC Contract No SRSS/S20171029)
25. Sitemap of Kinofelis programme
26. Discussion note on using participation in Kinofelis as a conditionality for activating SSI beneficiaries, April 27, 2017
27. ILO: Strategic Recommendations to Kinofelis, November 11, 2017
28. Regional patterns of employability in the Greek Labour Market, July 2017
29. The ins and outs of unemployment in the current Greek economic crisis, South-Eastern Europe Journal of Economics 2 (2015)
30. European Parliament: The social and employment situation in Greece, 2013
31. Working Paper: "Labour market adjustment and labour market reforms in Greece during the crisis: microeconomic evidence from the third wave of the wage dynamics survey", June 2017
32. Labour Market Measures in Greece 2008–13: The Crisis and Beyond, ILO 2015
33. Andreas Kornelakis 'Severe Pain But No Gain: Labor Market Reforms in the Greek Crisis', August 8, 2016
34. http://councilforeuropeanstudies.org/critcom/severe-pain-but-no-gain-labor-market-reforms-in-the-greek-crisis/

Annex 6.4. List of Interviews

No	Name	Position	Organization	Gender	Type of interview
1	Mr. Maikel Lieuw-Kie-Song	Project Manager	ILO	m	skype
2	Mr. Nikos Avgeris	National Project Coordinator	ILO	m	f-2-f
3	Ms. Nelli Kabouri	National Consultant	ILO	f	f-2-f
4	Ms. Aggeliki Yfanti	National Consultant	ILO	f	f-2-f
5	Mr. Steven Miller	International Consultant	ILO	m	skype
6	Ms. Kate Philip	International Consultant	ILO	f	skype
7	Ms. Dorine Gioroukou	Project Manager	SRSS, EC	f	f-2-f
8	Mr. Simone Marino	Policy Officer – Labour Market and Social Policy	SRSS, EC	m	f-2-f
9	Ms. Geraldine Mahieu	Head of Unit, Labour Market, Health and Social Services	SRSS, EC	f	skype
10	Ms. Rania Antonopoulou	Alternate Minister	MOL	f	f-2-f
11	Mr. Grigorios Malamis	Alt. Minister's Office Director	MOL	m	f-2-f
12	Ms. Miropi Komninou	Head of National Project Team	MOL	f	f-2-f
13	Ms. Katerina Exertzoglou	Consultant in NSRF	MOL	f	f-2-f
14	Ms. Elleni Koutroumanou	First officer National Project Team	MOL	f	f-2-f
15	Ms. Heidi Latsi	Head of OAED's Director's office	OAED	f	f-2-f
16	Mr. Nikos Kokolis	Head of IT Department	OAED	m	f-2-f
17	Mr. Christian Bodewig	Programme Manager	World Bank	m	skype
18	Mr. Giannis Tzimas	MIS Developer		m	skype
19		Vice-Mayor	Municipality of Aigalea	m	f-2-f
20	Ms. Estafie	HR Manager	Municipality of Aigalea	f	f-2-f
21	Ms. Varvara	Beneficiary	Municipality of Aigalea	f	f-2-f
22	Ms. Zompa Anti	Vice-Mayor	Municipality of Petroupoly	f	f-2-f
23	Ms. Efstathiou Anargiroula	Social Worker	Municipality of Petroupoly	f	f-2-f
24	Mr. Pappas Nikolaos	Psychologist	Municipality of Petroupoly	m	f-2-f
25	Ms. Francikioudaku Franscesca	Beneficiary	Municipality of Petroupoly	f	f-2-f

Annex 6.5. Data Collection Tools

Interview Guides

Date:	
Name(s) and function(s) of interviewee(s) (for evaluation data analysis only):	
Gender (f/m):	
Organization:	
Country:	
Type of interview (f-2-f/skype/phone):	

Thank you for taking the time to meet with us. My name is Katerina Stolyarenko. I am an independent evaluation expert and was invited by the ILO to undertake the final independent project evaluation of the 'Support to a new generation of Public Works Schemes (Kinofelis) in Greece'. I am carrying out this evaluation to assess how well the project is meeting the needs of internal and external stakeholders like you and to find out how various aspects of the project have been working during September 2016-November 2017.

This interview is voluntary; you can withdraw at any time, either before or during the interview. There are no right or wrong answers. I want to hear your thoughts, based on your experience and your involvement with the project. The interview should not take more than 60-90 minutes to complete. Following the interview, I may want to contact you again in a few days to confirm or clarify some of the information you have shared with me.

Are you willing to be interviewed for this evaluation?
□Yes □No

The information you provide will be essential to understanding the achievements and limitations of the project. The information that will be provided by you is confidential and your name, position and organization will not be displayed in the evaluation report. I will not attribute any information that we receive to you, either in any report, transcript or notes from this discussion, or any conversations.

If you have no objections, I would like to record this discussion, but I wish to assure you that all recordings and notes will remain confidential and will be kept in a safe place. The recordings will be used for data analysis purposes only.

Do you mind if we record the interview? □Yes □No

Interview Guide for relevant ILO Staff (Geneva and Athens)

	Key Questions	Follow-Up Questions
Introduction	Please describe your role in the ILO Project	What is the ILO Project history (only for ILO Project Manager)?
Effectiveness	Could you describe the main achievements of the Project during its implementation? (Probe: GMI-Kinofelis Working Group, PIM, capacity building activities, evaluation and baseline survey) In your opinion, which project's outcome was the most successful? Please explain your response. In your view, does this project have any unintended results? If yes, please name them.	What factors were crucial for the achievements and/or failures? What are the major challenges and obstacles that the project encountered? Was the project able to cope with them or may they prevent the project from producing the intended results?
Design	Was the project designed in a participatory manner? (Probe: How the needs of the target groups were assessed?) How was the Logical Framework developed/revised? In your opinion, is the Project's theory of change clearly articulated? How the project's design and implementation contributed (or not) toward the ILO goal of gender equality?	Are targets well specified in the PRODOC, including clear and concise performance indicators? Is there a clear and logical consistency between the objectives, inputs, activities, outputs in terms of quality, quantity, time-frame and cost-efficiency? Are the partners and beneficiaries (target groups) well identified in the PRODOC? Are prior obligations and prerequisites (assumptions and risks) well-specified and met? Is the managerial and institutional framework for implementation well defined? Is the work plan practical, logical and cohesive? Is the planned project duration realistic?
Relevance	How relevant is the project from your point of view to the needs of: (1) government's new generation Kinofelis programme? (2) the EU development and cooperation strategies in Greece? (3) ILO's mandates on national, regional and global levels?	Considering evolution of the context over time, to what extend did the project adapt to these changes?
Efficiency	Is the management structure of enabling an efficient implementation of the project? Describe strengths and weaknesses.	Were roles clearly defined? What was the level of collaboration of the project team with MOL staff?

		Was communication/coordination with other ILO sister projects adequate? Was project implementation sufficiently flexible to be able to deal with unforeseen events?
	Did the Project Steering Committee (PSC) provided sufficient support for effective project implementation?

In your opinion, how adequate is the funding allocated for the project compared with planned activities?

Was the project implemented in a timely manner?

In your opinion, what project's activities were the most efficient and why? | Were there any financial constraints (if any) in the project implementation process? If yes, how the project dealt with them?

To what extent have project national and local stakeholders fulfilled the obligations/responsibilities agreed upon in providing support towards the implementation of the project?

Which challenges have project national and/or local stakeholders experienced that have prevented them from fulfilling their obligations/responsibilities to provide support to the project?

Describe the project monitoring plan and implementation? How was it established? How was it used? What tools did the project use to collect information on its performance and outcomes?
What constraints did the project experience in tracking its performance (example, how did it track and verify how many/who was trained in various training programs?)
What constraints did the project experience in tracking/verifying its outcomes? |
| *Impact* | To what extent have the project's development objectives been reached?
(a) Integration of ALMPS into Kinofelis,
(b) Increased capacity in the MOL and in municipalities to operationalize the new elements of Kinofelis,
(c) Availability of system of quality assurance of work on maintenance of community assets and services delivered,
(d) Improved reporting systems in Kinofelis,
(e) Improved socio-economic evaluation of the programme.
Evidence for that? | What are the future likely impacts that can be causally linked to the project interventions? |
| *Sustainability* | Which project activities are most/least sustainable? (Probe: MIS, baseline study, PIM, Training Strategy for Kinofelis) | To what extent the Project built a sense of ownership and enhanced capacity of government for continuation of |

		Kinofelis in the broader range of ALMPs in Greece?
		What plans has ILO put in place to sustain the results of the project (i.e. exit strategy)?
		Which project-supported tools been solidly institutionalized by partners?
		What are potential risks/constraints to these (mechanisms, programs) being sustained?
		How the developed products by the project were disseminated among stakeholders?
Lessons Learned/Best Practices	What were the key lessons for the project from this project?	What 'good practices' could be applied to future ILO projects of similar nature?
Closing	Is there anything more you would like to add?	

Interview Guide for relevant ILO consultants in relation to the main outputs

	Key Questions	Follow-Up Questions
Introduction	Please describe your role in the ILO Project	
Effectiveness	Could you describe the main achievements of the Project during its implementation? (Probe: GMI-Kinofelis Working Group, PIM, capacity building activities, evaluation and baseline survey) In your opinion, which project's outcome was the most successful? Please explain your response. In your view, does this project have any activities that were somewhat beyond the initial scope or intention and/or unintended results? If yes, please name them.	What factors were crucial for the achievements and/or failures? What are the major challenges and obstacles that the project encountered? Was the project able to cope with them or may they prevent the project from producing the intended results?
Design	How do you understand the objectives of the project?	Are targets well specified in the PRODOC, including clear and concise performance indicators? Is there a clear and logical consistency between the objectives, inputs, activities, outputs in terms of quality, quantity, time-frame and cost-efficiency? What type of recommendations on gender the ILO team's provided and what type of the discussion has being catalyzed with the Minister, as well as on Greek law which promote gender equality (e.g. forbids affirmative action in terms of women (positive discrimination)?
Relevance	How relevant is the project from your point of view to the needs of: government's new generation Kinofelis programme?	Considering evolution of the context over time, to what extend did the project adapt to these changes?
Impact	To what extent have the project's development objectives been reached? (a) Improved programme design of Kinofelis, (b) Increased capacity in the MOL and in municipalities to operationalize the new elements of Kinofelis, (c) Availability of system of quality assurance of work on maintenance of community assets and services delivered,	What are the future likely impacts that can be causally linked to the project interventions?

	(d) Improved reporting systems in Kinofelis, (e) Improved socio-economic evaluation of the programme. Evidence for that?	
Sustainability	Which project activities are most/least sustainable? (Probe: MIS, baseline study, PIM, Training Strategy for Kinofelis)	To what extent the Project built a sense of ownership and enhanced capacity of government for continuation of Kinofelis in the broader range of ALMPs in Greece? What are potential risks/constraints to these (mechanisms, programs) being sustained? How the developed products by the project were disseminated among stakeholders?
Lessons Learned/Best Practices	What were the key lessons for the project from this project?	What 'good practices" could be applied to future ILO projects of similar nature?
Closing	Is there anything more you would like to add?	

	Key Questions	Follow-Up Questions
Introduction	Please describe your role in the Project	
Effectiveness	Could you describe the main achievements of the Project during its implementation? (Probe: GMI-Kinofelis Working Group, PIM, capacity building activities, evaluation and baseline survey) In your opinion, which project's outcome was the most successful? Please explain your response. In your view, does this project have any unintended results? If yes, please name them.	What factors were crucial for the achievements and/or failures? What are the major challenges and obstacles that the project encountered? Was the project able to cope with them or may they prevent the project from producing the intended results?
Design	Was the project designed in a participatory manner? (Probe: How the needs of the target groups were assessed?) How was the Logical Framework developed/revised? How do you understand the objectives of the project?	Are targets well specified in the PRODOC, including clear and concise performance indicators? Are the gender needs and interests addressed in the PRODOC? Is the work plan practical, logical and cohesive? Is the planned project duration realistic?
Relevance	How relevant is the project from your point of view to the needs of: (1) government's new generation Kinofelis programme? (2) your institution?	Considering evolution of the context over time, to what extend did the project adapt to these changes?
Efficiency	Is the management structure of enabling an efficient implementation of the project? Describe strengths and weaknesses. Has the project management team efficiently supported your agency efforts in this project? (Probe: Are you satisfied with the level of collaboration and coordination between ILO Project and your institution?) Did the Project Steering Committee (PSC) provided sufficient support for effective project implementation? In your opinion, how adequate is the funding allocated for the project compared with planned activities? In your opinion, what project's activities were the most efficient and why?	Was project implementation sufficiently flexible to be able to deal with unforeseen events? What was the nature of commitments of your institution? Which challenges have project national and/or local stakeholders experienced that have prevented them from fulfilling their obligations/responsibilities to provide support to the project? Were there any financial constraints (if any) in the project implementation process? If yes, how the project dealt with them?

	Was the project implemented in a timely manner?	
Impact	To what extent have the project's development objectives been reached? (a) Improved programme design of Kinofelis, (b) Increased capacity in the MOL and in municipalities to operationalize the new elements of Kinofelis, (c) Availability of system of quality assurance of work on maintenance of community assets and services delivered, (d) Improved reporting systems in Kinofelis, (e) Improved socio-economic evaluation of the programme. Evidence for that?	What are the future likely impacts that can be causally linked to the project interventions?
Sustainability	What practices and behaviours promoted by the project are/may be sustainable after the Project ends and why? (Probe: MIS, baseline study, PIM, Training Strategy for Kinofelis)	Which project-supported tools/practices been solidly institutionalized at your institution? What are potential risks/constraints to these (mechanisms, programs) being sustained?
Lessons Learned/Best Practices	As part of the implementing team what have you learned and how can those lessons apply to future implementation? (Probe: What kind of corrective actions should be taken while the project continues its implementation?)	What 'good practices" could be applied to future project implementation?
Closing	Is there anything more you would like to add?	

Interview Guide for SRSS staff responsible for the project

	Key Questions	Follow-Up Questions
Introduction	What is the link between the project and the EU development and cooperation strategies in Greece?	
Effectiveness	Could you describe the main achievements of the Project during its implementation? (Probe: GMI-Kinofelis Working Group, PIM, capacity building activities, evaluation and baseline survey) In your opinion, which project's outcome was the most successful? Please explain your response. In your view, does this project have any unintended results? If yes, please name them.	What factors were crucial for the achievements and/or failures? What are the major challenges and obstacles that the project encountered? Was the project able to cope with them or may they prevent the project from producing the intended results?
Relevance/ Design	How relevant is the project from your point of view to the needs of (1) recipient government and (2) respective beneficiaries' agencies? In your opinion, is the Project's theory of change clearly articulated? To what extent are gender considerations included in the project development and implementation?	Are targets well specified in the PRODOC, including clear and concise performance indicators? Is the work plan practical, logical and cohesive? Is the planned project duration realistic? Considering evolution of the context over time, to what extend did the project adapt to these changes?
Efficiency	Is the management structure of enabling an efficient implementation of the project? Describe strengths and weaknesses. Did the PSC provided sufficient support for effective project implementation? In your opinion, how adequate is the funding allocated for the project compared with planned activities? In your opinion, what project's activities were the most efficient and why? Was the project implemented in a timely manner? To what extent are you satisfied with reporting (progress and financial)? Has the ILO project established working partnerships with all key stakeholders?	Was project implementation sufficiently flexible to be able to deal with unforeseen events? Are the disbursements and project expenditures in line with expected budgetary plans? Why?

Impact	To what extent have the project's development objectives been reached? (a) Improved programme design of Kinofelis, (b) Increased capacity in the MOL and in municipalities to operationalize the new elements of Kinofelis, (c) Availability of system of quality assurance of work on maintenance of community assets and services delivered, (d) Improved reporting systems in Kinofelis, (e) Improved socio-economic evaluation of the programme. Evidence for that?	What are the future likely impacts that can be causally linked to the project interventions?
Sustainability	In your opinion, which initiatives/practices created by the project are/will be sustainable and why? (Probe: MIS, baseline study, PIM, Training Strategy for Kinofelis)	What are potential risks/constraints to these (mechanisms, programs) being sustained?
Lessons Learned/Best Practices	What are your main lessons learnt and/or good practices that could be applied in the future project's activities and similar projects?	
Closing	Is there anything more you would like to add?	

Interview Guide for other selected stakeholders including selected municipalities and social partners

	Key Questions	Follow-Up Questions
Introduction	Please describe your role in the Project	
Effectiveness	Could you describe the main achievements of the Project during its implementation? (Probe: GMI-Kinofelis Working Group, PIM, capacity building activities, evaluation and baseline survey) In your opinion, which project's outcome was the most successful? Please explain your response. In your view, does this project have any unintended results? If yes, please name them.	What factors were crucial for the achievements and/or failures? What are the major challenges and obstacles that the project encountered? Was the project able to cope with them or may they prevent the project from producing the intended results?
Design	Was the project designed in a participatory manner? (Probe: How the needs of the target groups were assessed?) How was the Logical Framework developed/revised? How do you understand the objectives of the project?	Are targets well specified in the PRODOC, including clear and concise performance indicators? Are the gender needs and interests addressed in the PRODOC? Is the work plan practical, logical and cohesive? Is the planned project duration realistic?
Relevance	How relevant is the project from your point of view to the needs of: (1) government's new generation Kinofelis programme? (2) your institution?	Considering evolution of the context over time, to what extend did the project adapt to these changes?
Efficiency	Is the management structure of enabling an efficient implementation of the project? Describe strengths and weaknesses. Has the project management team efficiently supported your agency efforts in this project? (Probe: Are you satisfied with the level of collaboration and coordination between ILO Project and your institution?) Did the PSC provided sufficient support for effective project implementation? In your opinion, what project's activities were the most efficient and why? Was the project implemented in a timely manner?	Was project implementation sufficiently flexible to be able to deal with unforeseen events? What was the nature of commitments of your institution? Which challenges have project national and/or local stakeholders experienced that have prevented them from fulfilling their obligations/responsibilities to provide support to the project? Were there any financial constraints (if any) in the project implementation process? If yes, how the project dealt with them?

Impact	To what extent have the project's development objectives been reached? (a) Improved programme design of Kinofelis, (b) Increased capacity in the MOL and in municipalities to operationalize the new elements of Kinofelis, (c) Availability of system of quality assurance of work on maintenance of community assets and services delivered, (d) Improved reporting systems in Kinofelis, (e) Improved socio-economic evaluation of the programme. Evidence for that?	What are the future likely impacts that can be causally linked to the project interventions?
Sustainability	What practices and behaviours promoted by the project are/may be sustainable after the Project ends and why? (Probe: MIS, baseline study, PIM, Training Strategy for Kinofelis)	Which project-supported tools/practices been solidly institutionalized at your institution? What are potential risks/constraints to these (mechanisms, programs) being sustained?
Lessons Learned/Best Practices	As part of the implementing team what have you learned and how can those lessons apply to future implementation? (Probe: What kind of corrective actions should be taken while the project continues its implementation?)	What 'good practices" could be applied to future project implementation?
Closing	Is there anything more you would like to add?	