ILO EVALUATION

- **Project Title:** Strengthening the Labour Administration system and improving its delivery capacity

- **ILO TC/SYMBOL:** GRC/16/02/EUR

- **Type of Evaluation:** Internal

- **Country:** Greece

- **Date of the evaluation:** February – April 2018

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- **ILO Administrative Office:** LABADMIN/OSH

- **ILO Techn Backstop Office:** LABADMIN/OSH

- **Other ag in joint evaluation:** n/a

- **Date project ended:** 2018/02/28

- **Donor country and budget US$:** European Commission (SRSS) – 410,239 USD

- **Evaluation Manager:** Justine Tillier

- **Key Words:** Labour admin reform; labour data collection

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office

Contents

Acronyms

ASE   Supreme Labour Council

EC   European Commission

EFKA   Unified Social Security Institution

ELSTAT   Hellenic Statistical Authority

ESEE   National Confederation of Greek Commerce

ESM   European Stability Mechanism

GSEE   Greek General Confederation of Labour

GSEVEE   Hellenic Confederation of Professionals, Craftsmen and Merchants

GSIS   General Secretariat of Information Systems

GSPR   General Secretariat of Public Revenues

HQ   Head quarters

ILO   International Labour Organisation

IME-GSEVEE Small Enterprises' Institute of the Hellenic Confederation of Professionals, Craftsmen and Merchants (IME GSEVEE)

INE-GSEE   Labour Institute of the Greek General Confederation of Labour

INEMY-ESEE Institute of Commerce and Services – Hellenic Confederation of Commerce and Entrepreneurship

LABADMIN/OSH Labour Administration, Labour Inspection and Occupational Safety and Health Branch

M&E   Monitoring & Evaluation

MoU   Memorandum of Understanding

MLSSSS   Ministry of Labour, Social Security and Social Solidarity

OECD/DAC   Development Assistance Committee of the Organization for Economic Co-operation and Development

OAED   Manpower Employment Organization

RBM   Result-Based Management

SEPE   Labour Inspectorate

SETE   Greek Tourism Confederation

SEV   Hellenic Federation of Enterprises

SMEs   Small and medium-sized enterprises

Executive Summary

The evaluated project was formulated in response to, and implemented in a context of structural, financial and economic crises, characterised by very high unemployment levels and consequential increased demands for social protection and for a more effective labour administration. The Supplemental Memorandum of Understanding (MoU) between the European Commission acting on behalf of the European Stability Mechanism, the Hellenic Republic and the Bank of Greece, agreed in June 2016, set out a detailed requirement related to the strengthening of the capacity of the labour administration (section 4.1):

"Over the medium term, the institutional capacity in the field of labour administration (encompassing the Ministry of Labour as well as all responsible implementing bodies and agencies) will be strengthened in terms of policy formulation, implementation and monitoring in order to increase the ability to deliver welfare reforms, active labour market policies, and achieve the front-loading of the absorption of Structural Funds. As a first step, by November 2016 the needs of the labour administration in terms of institutional capacity will be identified."

This formulation is echoed in the Overall objective of the project, and the relevance of the project is clear on that level:

"The capacity of the Ministry of Labour, Social Security and Social Solidarity and related agencies in charge of Labour Administration to develop, implement and monitor policies and programmes falling within the mandate of the Greek labour administration is improved, according to the needs driven by the current labour market and public administration reform."

This internal evaluation has been conducted according to ILO's evaluation policy and established procedures. It serves two main purposes i) To promote accountability to ILO key stakeholders and the donor and; ii) To promote learning within the ILO; i.e., to encourage ILO staff members involved in the implementation of this project to consider lessons learnt by themselves as well as other stakeholders, and build on experiences when embarking on a similar project in the future. The evaluation was carried out in February-March 2018. The final report was delivered in April 2018. The evaluation has considered all activities implemented since the start of the project until the moment of the evaluation. Information about the final activities and further results was added towards the end of writing the evaluation report.

The evaluation was based on a pre-defined set of evaluation questions, which in turn were linked to the following five evaluation criteria: Relevance, Effectiveness, Impact, Efficiency, Sustainability. To answer questions, the evaluation relied on a desk review of project planning and implementation documentation, project outputs and relevant background documents, in combination with interviews conducted with project stakeholders and implementers. This mix

of methods and the fact that the representatives of government, employers' and workers' organisations were interviewed allowed for triangulation of findings to help avoid possible bias in interviews and validate results.

The evaluation examined whether activities efficiently and effectively delivered the outputs, and the effect of project activities and outputs on the longer term objective of strengthening the labour administration system and improving its delivery capacity. The evaluation has also taken into account the project duration, existing resources and the political context of project implementation.

Findings and Conclusions

The project evaluated is, in terms of design and implementation, found to be a relevant response to the requirements on Labour Administration set out in the June 2016 Supplemental Memorandum (MoU) above, providing important inputs to necessary reforms of the labour administration system in Greece. It has delivered an assessment of the labour administration system that was well received by all parties. The assessment contained around one hundred recommendations for enhanced capacity and efficiency. Based on a selected number of recommendations, and in accordance with governmental priorities, a pilot project has been designed and implemented. With this, a training has been carried out with key staff at the Ministry (among others) and an action plan developed, outlining concrete steps for efficient data collection, analysis and dissemination, and for the enhancement of the capacity of evidence-based policy formulation and monitoring. At the very end of the project, a final round of activities were delivered (in parallel to the evaluation): in-house training with key staff at the Ministry on the proposed software and template to disseminate data as needed. Around a month later (at the end of March 2018), the tools delivered by the project were used by MLSSSS staff to produce a first bulletin through which labour data was communicated in a user-friendly fashion with relevant departments. For such results on the level of *outcomes* to be repeated, strengthened and sustainable, data collection and dissemination must become institutionalised. A challenge identified in this regard was the limited staff capacity of involved departments at the concerned Directorate; most if not all departments had several vacancies that hampered their ability to engage with the reform and adopt new working methods.

Regarding the efficiency of project implementation, efforts were made to implement the project as cost efficient as possible, sharing staff and office with two other ILO projects implemented in parallel. The design of the project was from the start coherent and logical, but certain outputs were found to be overlapping with another initiative. The consequential redesign of the project affected project efficiency, as time and resources that would have been better spent on implementation of core deliverables, were spent discussing the way forward, also as regards the focus and implementation of the pilot component. Continuous discussions around the approach, however, enhanced learning, relevance and stakeholder engagement of the project, in turn strengthening ownership of the end pilot product.

Based on the findings of the project evaluation and its conclusions, the following lessons learned and emerging good practices were identified:

- An explicit theory of change and more specific result formulations encourages common understanding and shared expectations as regards project deliverables, results and timelines.
- A high degree of project management flexibility in a complex and fluid context made delivery of this project possible
- Even though social partners' involvement was not prioritised in this project, social dialogue was promoted by the insistence of the ILO to keep social partners informed, and to invite social partners to meetings

Based on the evaluation findings presented above, the following recommendations are made to the project stakeholders:

1. Consider mechanisms to ensure continued implementation of the Action Plan (MLSSSS)
2. In future projects, enhanced attention should be paid to sustainability and replicability (ILO; LABADMIN/OSH)
3. Project design should in all situations make every effort to mainstream gender in the situational analysis and the intervention logic (ILO; LABADMIN/OSH)
4. For the future, the use of a theory of change for project design and planning is strongly recommended (ILO; LABADMIN/OSH)
5. Plan for broader stakeholder participation in the design stage (MLSSSS, SRSS, ILO - LABADMIN/OSH)
6. For future projects, an institutionalised communication channel among stakeholders should be established already at the design phase or start-up the project to ensure efficient communication (SRSS, ILO; LABADMIN/OSH)

1. Project background – GRC/16/02/EUR

In August 2015, the Greek government concluded a third agreement for stability support from the European Stability Mechanism (ESM), signing a Memorandum of Understanding (MoU) which details the conditionality attached to the financial assistance facility, for the period of 2015-18. The MoU is updated regularly, taking into account the progress of reforms achieved over the previous months, while specifying policy measures and other instruments to achieve these broad objectives in detail and with timelines. The reform agenda is built around four pillars, of which "a modern State and public administration" is one. Technical assistance to support reform initiatives is coordinated by the Structural Reform Support Service (SRSS) of the European Commission.

The above outlines one side of the political and economic situation of the project evaluated (another side being the public protests provoked by austerity measures and economic crisis; Greek voters' rejection of EU bail-out terms and the rise of an anti-austerity political party in Greece). The Supplemental Memorandum of Understanding (MoU) between the European Commission acting on behalf of the European Stability Mechanism, the Hellenic Republic and the Bank of Greece, agreed in June 2016, set out a detailed requirement related to the strengthening of the capacity of the labour administration (section 4.1):

"Over the medium term, the institutional capacity in the field of labour administration (encompassing the Ministry of Labour as well as all responsible implementing bodies and agencies) will be strengthened in terms of policy formulation, implementation and monitoring in order to increase the ability to deliver welfare reforms, active labour market policies, and achieve the front-loading of the absorption of Structural Funds. As a first step, by November 2016 the needs of the labour administration in terms of institutional capacity will be identified."

This formulation is echoed in the Overall objective of the project:

"The capacity of the Ministry of Labour, Social Security and Social Solidarity and related agencies in charge of Labour Administration to develop, implement and monitor policies and programmes falling within the mandate of the Greek labour administration is improved, according to the needs driven by the current labour market and public administration reform."

Two specific objectives/outcomes were identified and in turn linked to a number of outputs, as shown below:

Outcome 1. The efficiency and coordination of Labour Administration to define and implement labour policies is improved

Output 1.1: A new structure for the labour administration system is proposed, including definition of key functions and responsibilities, coordination and communication to render the public service more effective

Output 1.2: A Proposal on job profiles, categories and distribution of staff is put forward

Output 1.3: Selected recommendations from the assessment are implemented in a pilot project

Outcome 2. Labour Administration staff competencies have been developed and sustainable training programmes are in place

> Output 2.1: A training needs assessment (TNA) of Labour Administration is designed and carried out

> Output 2.2: Pilot training courses implemented

Project period and budget

The project period was 18 months' long (including a no-cost extension of two months), starting on September 1, 2016 and ending on February 28 2018.

The total budget of the project was 410,239 USD[1], funded by EC-SRSS. The implementation of the project is described under Findings.

2. The Evaluation

2.1 Purpose, Scope and Clients

This is a final internal evaluation of the project "Strengthening the Labour Administration system and improving its delivery capacity". The evaluation serves two main purposes: i) To promote accountability to ILO key stakeholders and the donor and; ii) To promote learning within the ILO; i.e., to encourage ILO staff members involved in the implementation of this project to consider lessons learnt by themselves as well as other stakeholders, and build on experiences when embarking on a similar project in the future.

The evaluation was carried out in February-March 2018. The final report was delivered in June 2018.

As per the ToR, the evaluation considered all activities implemented since the start of the project until the moment of the evaluation. This implies that the final activities, carried out in parallel to the evaluation, were not very well included in the evaluation. In particular, the evaluation examined whether activities efficiently and effectively delivered the outputs, and the effect of project activities and outputs on the longer term objective of strengthening the labour administration system and improving its delivery capacity. The evaluation has also taken into account the project duration, existing resources and the political context of project implementation.

The clients of the evaluation are the ILO's tripartite constituents in Greece, the donor – the European Commission (SRSS), the project manager and team, the ILO Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH), and other relevant colleagues at the HQ and field.

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[1] 366,754 Euros

The evaluation was conducted in accordance with ILO's Evaluation policy and coordinated by Ms Justine Tillier, at LABADMIN/OSH, ILO HQ.

2.2 Methodology

Evaluation questions indicated in the terms of reference of the evaluation (see Annex 3) were based on the evaluation criteria provided by the OECD/DAC.

The evaluation rests on both primary and secondary data:

Desk review: The written documentation that exists from the project, such as the project document, project reports, terms of reference for various assignment for project implementation, and the assessment report under output 1 were reviewed and analysed to provide the background description on the project and its progress. Individual conversations and/or correspondence around the project has not been included in the supporting material for this evaluation.

Direct observation: To complement the desk review, a mission was conducted to Athens, in order to meet and interview project stakeholders and staff. This provided the evaluator with the opportunity to complement the desk review and the interviews with some direct observation, e.g., in the closing meeting of the project, which occurred at this time.

Interviews: Important information for this evaluation has been collected through interviews with representatives of project stakeholders (the EC-SRSS as donor and stakeholder; the MLSSSSS as key partner and focus of the capacity development initiative at the core of the project); employers and worker's organisations (as important stakeholders in the sense that social dialogue constitutes an important aspect of the project); but also project staff, ILO staff contributing to specific components of the project and one of the consultants involved in implementation.

To counter the possibility of negative or positive bias in interviews, triangulation of sources was considered (see a discussion on this topic in the inception report). However, expected (positive or negative) bias rarely materialised. Interviewees overall provided well considered and nuanced answers to questions.

Stakeholder workshop: Normally, preliminary findings of an evaluation would be presented at a stakeholder workshop with stakeholders and ILO project staff, allowing participants to provide feed-back and corroboration of the report's findings as well as discussing the implications of its findings. It proved difficult to organise such a workshop during the evaluator's mission to Athens (partially due to a disagreement on the need for such a workshop among stakeholders, but mainly due to the inability of some stakeholders to participate in such a workshop that particular week), and the evaluation stakeholder workshop was cancelled. Instead, stakeholders are invited to comment on the draft final evaluation report.

2.3 Evaluation criteria and evaluation questions

Every evaluation involves one or several criteria by which the merit or worth of the evaluated intervention is assessed, explicitly or implicitly. The following five criteria have been recommended by the OECD/DAC and underpins the ILO Evaluation Policy. They are also used as standard yardsticks for the evaluation of development cooperation projects:

Effectiveness
The extent to which a development cooperation project has achieved its objectives, taking their relative importance into account.

Impact
The totality of the effects of a development cooperation project, positive and negative, intended and unintended.

Relevance
The extent to which a development cooperation project conforms to the needs and priorities of target groups and the policies of recipient countries and donors.

Sustainability
The continuation or longevity of benefits from a development cooperation project after the cessation of development assistance.

Efficiency
The extent to which the costs of a development cooperation project can be justified by its results, taking alternatives into account.

The evaluation questions, as defined in the ToR for the evaluation gave further expression to and were organised according to these criteria as follows:

Design (the extent to which the design is logical and coherent)

- Determine the validity of the project design, the effectiveness of the methodologies and strategies employed for it and whether it assisted or hindered the achievement of the project's goals as set out in the Project Document. Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Was the project design logical and coherent (both internal and external level taking into consideration other stakeholders initiatives on the issue)? Does the project design meet the ILO guidance on Results-Based project design?
- How appropriate and useful were the indicators (and targets) established in the project's logical framework in terms of assessing project progress?
- To what extent were external factors and assumptions identified at the time of design? Have these underlying assumptions on which the project has been based proven to be true?

- Assess whether the problems and needs (institutional arrangements, roles, capacity and commitment of stakeholders) were adequately analysed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified, taking gender issues into concern
- Has the strategy for sustainability of project results been defined clearly at the design stage of the project?

Effectiveness (the extent to which the intervention's immediate objectives were achieved taking into account their relative importance)

- Examine delivery of project outputs in terms of quality, quantity and timing.
- Assess whether the project has achieved its immediate objectives.
- Have unplanned outputs and results been identified and if so, why were they necessary and to what extent were significant to achieve project objectives?
- How did positive and negative factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
- Assess how gender issues have been mainstreamed in the approach developed by the project.

Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result)

- Compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- What are the more relevant lessons on how the project operated as a centralized project?
- Was the collaboration system established between the EC-SRSS, the ILO and the MLSSS efficient to achieve project results?
- Has the project received adequate administrative and technical political support from the ILO office in the field and the responsible technical unit at headquarters?

Relevance

- Examine whether the project responded to the needs of the indirect beneficiaries (workers in Greece)?
- Was the project a relevant response to the requirements on Labour Administration set out in the June 2016 Supplemental Memorandum of Understanding (MoU) between the European Commission acting on behalf of the European Stability Mechanism, the Hellenic Republic and the Bank of Greece?
- Did the strategy properly address the different needs, constraints and access to resources of the MLSS?

Sustainability

- Assess what steps were taken to ensure sustainability. Assess whether these strategies had been articulated/explained to stakeholders.

Impact

- Assess the strategic orientation of the project towards creating a more efficient labour administration system for Greece?
- To what extent the project results are likely to be sustainable and can be maintained and even scaled up and replicated by the ILO and partners after the project ends?

2.4 Limitations

The evaluation faced several limitations, most of which are connected to time. In the first place, the project was only implemented during a limited period of time (18 months). While this was according to the project plan, and while some results on the outcome level (that is, beyond the sphere of control of the project) were indeed becoming visible at the time of evaluation, the short project period and the decision to conduct the evaluation at the very end of the project period, limited the extent to which the evaluation could determine e.g., the sustainability of results discerned. The evaluation considered aspects of the project that were likely to impact on sustainability, and the likelihood that results would be sustainable. The same is true for results on the level of impact. The ToR suggests an assessment of the strategic orientation of the project towards creating a more efficient labour administration system for Greece, as a basis for a discussion about impact results. A discussion about impact can hardly be taken much further at this stage.

Secondly, the time available for the evaluation itself was also limited. This was primarily due to the need to conduct the evaluation before the end of the project period, but as late as possible, to be able to see as much as possible of the project, how it had been implemented, and what results that could be discerned, according to the ToR of the evaluation. Restrictions on time available for the evaluation (not least the limited time spent by the evaluator in Greece) has had an effect on the number of interviews conducted, and also entailed a certain scope in terms of supporting material for the evaluation, excluding any attempt to follow or recapitulate conversations and correspondence to track the development of the project on a very detailed level. Finally, it also meant that the focus of the assignment was on the project itself and not in any great depths on synergies achieved with the parallel projects implemented by the ILO in Greece, or other ongoing projects.

Thirdly, as mentioned briefly above, it was unfortunately not possible to organise a workshop to share preliminary evaluation findings with all stakeholders (the donor, the MLSSSS, as well as social partners according to the principle of tripartism) already at the end of the data collection mission to Athens. The donor and the MLSSSS indicated that they were not

sufficiently informed in advance about the practice of stakeholder workshops in connection with evaluations or about the reasons for inviting social partners to such a workshop, considering their limited involvement in the project. A stakeholder workshop to present and discuss preliminary evaluation findings is considered good evaluation practice also outside the ILO, and the reluctance on the side of said partners was surprising. In the end, not all social partners would have been available to participate, and the discussion was dropped. Hence, the opportunity for the evaluator to receive early feedback and comments on preliminary evaluation findings was unfortunately lost. The circulation of the draft report among stakeholders partially compensates for that loss.

3. Findings

3.1 Design

To answer evaluation questions concerned with project design, this section starts with a description of the design at the start of the project, and considers results formulations, indicators and assumptions in the logframe, the theory of change, and then turns to the need to reconsider project design a few months into project implementation.

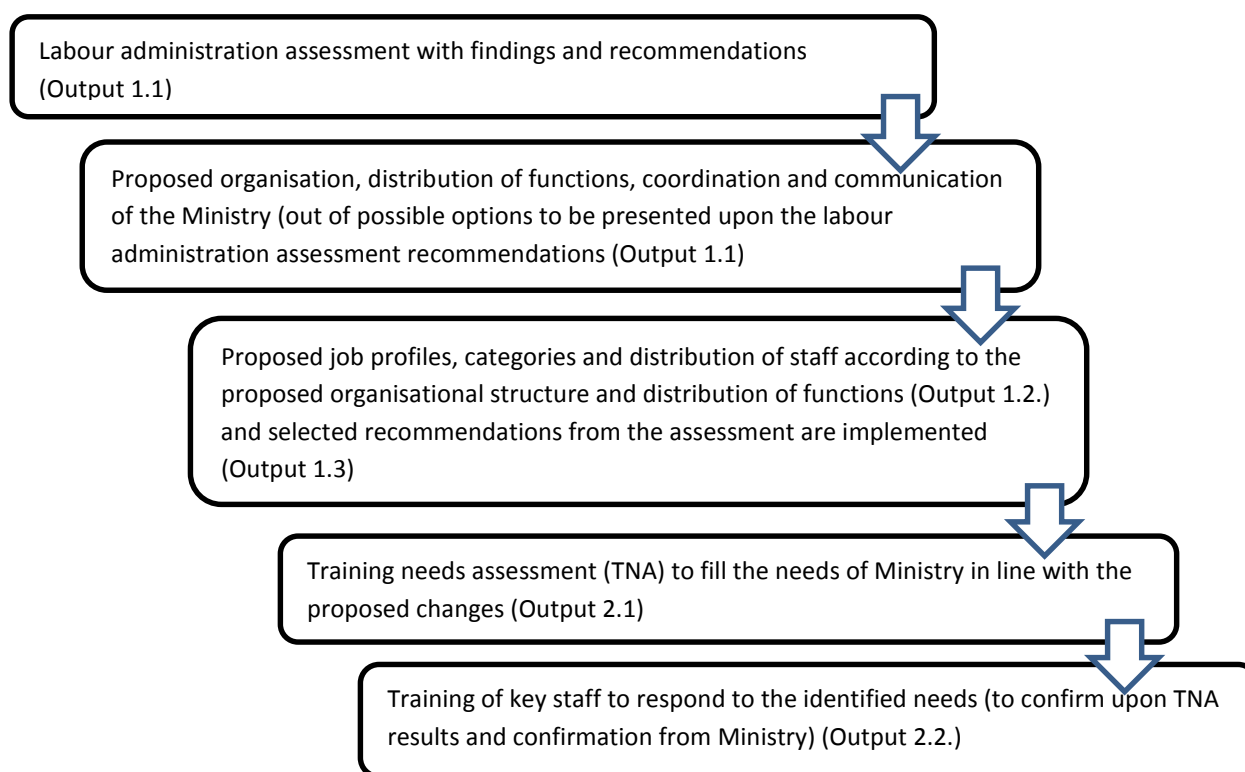The project logframe included two outcomes:

1) The efficiency and coordination of Labour Administration to define and implement labour policies is improved.
2) Labour Administration staff competencies have been developed and sustainable training programmes are in place.

These two project outcomes were in turn expected to contribute to the overall objective (in short, to save space): "The capacity of the [MLSSSS...] to develop, implement and monitor policies and programmes [...] is improved"

With a project period of only 16 months and a budget of 366,754 Euros, the outcomes would appear somewhat broadly formulated. However, the project was construed as "incremental"; each step building on the previous one and the entire project being based on the first activity: "an assessment of the current labour administration's structure and performance in each of the five areas of competency identified by Convention 150, and using the ILO's methodology."[2] The senior ILO expert leading the project, explained that the approach was incremental "to ensure full involvement and commitment from the Ministry throughout the process, and select the best possible options to address the findings of the labour administration assessment and its recommendations. It was noted that the national Labour Administration system needed to undergo a deep and constant reform which could not be covered solely and fully by the project. It should rather focus on specific deliverables that

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[2] Project document (p.11) attached to Agreement between ILO and EC. The model included above is also from the project document, p.10.

could produce impact on the overall process of reform within the limited timeframe." A further definition of the actual capacity development component of the project would thus only be made through the first activities. It may therefore have been difficult to be more specific at the design phase. The prodoc presented the project as follows:

Labour administration assessment with findings and recommendations (Output 1.1)

Proposed organisation, distribution of functions, coordination and communication of the Ministry (out of possible options to be presented upon the labour administration assessment recommendations (Output 1.1)

Proposed job profiles, categories and distribution of staff according to the proposed organisational structure and distribution of functions (Output 1.2.) and selected recommendations from the assessment are implemented (Output 1.3)

Training needs assessment (TNA) to fill the needs of Ministry in line with the proposed changes (Output 2.1)

Training of key staff to respond to the identified needs (to confirm upon TNA results and confirmation from Ministry) (Output 2.2.)

The broad outcome formulations suggest a quite ambitious scope in relation to time and resources. The project document lays out an approach where reorganisation itself was expected to improve internal allocation of functions, coordination and communication, and where, moreover, the capacities of the staff to develop and implement policies and programmes in the main areas covered by labour administration were to be strengthened. In addition to that, staff competencies required for the new organisation were to be developed together with sustainable new training approaches. A **theory of change**, describing in more detail what enhanced capacities of staff to develop and implement policies could mean (what first steps of behavioural or institutional changes that could be expected within the project period), and how such changes were expected to be set in motion by project deliverables, was not included in the project document.

Outcome indicators in the logframe were not able to provide more information on expected changes as these did not measure e.g., enhanced "efficiency", or "coordination", nor enhanced ability to define and implement policies. Instead, indicators linked to the outcomes focus on the outputs: e.g., "new organisational chart proposed", and share of steering committee members that are "very satisfied" with the new operational structure. The final

verdict, so to speak, in terms of success of the reorganisation, was planned to be delivered in 2019 by the CEACR report. The target was that the CEACR in its assessment of the application of C150, considers the new structure "more efficient". In terms of how SMART indicators were, it can be noted that they were Specific, Measurable, Attributable, but as these were output indicators referring to outcome changes, indicators were not Relevant (or in other words, not valid, as they did not prompt the right questions to be asked to ensure that the project resulted in changes beyond the project's "sphere of control"). Had a theory of change been elaborated, it would have been easier to understand what it was (and where) in the expected change process that indicators aimed to measure.

Assumptions were identified in the logframe (according to ILO practice). In retrospect, it is obvious that some critical areas were identified as assumptions, such as the availability of stakeholder representatives/staff to participate in activities (this turned out to be a difficult assumption, due to the reorganisation), and the ability of the project steering committee to agree on a policy area for the pilot project (it took a long time to agree on the policy area). Had a theory of change – including assumptions defined as external factors crucial for the achievement of the expected results – been developed and workshopped with stakeholders, it may have been noticed earlier that some of the outputs suggested were actually already being put in place or planned by other actors. This was one of the problems related to design that were identified by interviewees, and to which we now turn.

One of the project outputs was already planned and implemented in a parallel project. The French agency "Expertise France" was providing technical assistance to develop job profiles in the Greek Public Administration overall. This overlapped with the ILO Output 1.2 "A proposal on job profiles, categories and distribution of staff is put forward." According to Ministry staff interviewed, negotiations about the project was conducted at a high political level, and did not involve members of the staff that could have pointed to overlap between the ILO project and other ongoing initiatives. The design of the project therefore had to be revisited after some time, and according to interviewees, this overlap could have been noted sooner, and the design adjusted, possibly even before the project was launched.

As it now happened, several meetings and discussions took place with the MLSSSS project task force and Expertise France between February and May 2017, trying to define useful complementarities between the two projects. In the end it was decided to cancel Output 1.2 of the ILO project. As a consequence, and in eventual agreement between the ILO, the MLSSSS and the SRSS, Output 2.1 (the training needs assessment) was also cancelled. Output 2.2 (pilot trainings courses formulated and tested) was instead directed towards the pilot project, Output 1.3 'Selected recommendations from the assessment are implemented in a pilot project' and refashioned accordingly (see more in section 3.5 Sustainability).

A design-related query is whether leaving so much undefined was conducive for effective and efficient implementation. The process of deciding how to proceed with the pilot project also required much discussion and time, and in the end, little time was left for actual

implementation. In addition, the broad and imprecise outcome formulations may have allowed for different understandings between particularly the ILO and the SRSS as regards the appropriate focus of the project, and hence, different expectations on what the project should, and could deliver and discussions in this regard seems to have started early in the project period. These different expectations became apparent in interviews and is a possible explanation to why finalisation of documents (particularly the assessment report of Output 1.1 and the ToR of the pilot project) required so many exchanges and took so much time.

To sum up, the design should be described from the start as being internally coherent and logical, with an appealing logic to the incremental flow of the implementation plan. However, it failed to identify indicators beyond the output level and to take into consideration other initiatives being undertaken at the same time. Furthermore, it may have underestimated the time constraints posed by parallel processes that made implementation difficult. Stakeholder engagement at the design phase (beyond the high-level political discussions that did take place) could have added important insights. The broad formulation of outcomes, without further definition through actual outcome indicators, may have contributed to the apparent different expectations on the project. This, in turn, may have contributed towards long discussions when redesign became necessary. A common understanding could have been promoted by joint development of a theory of change, but no theory of change was formulated.

3.2 Effectiveness and impact potential

This section considers whether the project delivered outputs as planned, the existence of unplanned outputs, and the project team's ability to deal with external factors. It also considers whether the project achieved its immediate objectives. In order to say something about the impact potential of the project, the strategic orientation of the project towards creating a more efficient labour administration system for Greece is discussed based on the conclusion that progress has indeed been made towards the immediate objectives.

The project period commenced on September 1 2016, and the first activity took place soon after this, and very much as planned: a two days seminar (Oct 18-19 2016) to consider EU experiences and good practices on Labour Administration organisation. Among the participants were Greek Labour Administration managers and high level officials as well as 10 representatives of the social partners. The evaluation conducted at the end of the workshop suggests that participants found it well organised and relevant.

The second activity, the Labour Administration assessment, also commenced on October 18 2016. The consultant contracted to do the assessment was able to participate in the workshop on EU experiences and presented a summary of conclusions from the workshop that were later to feed into the assessment.

The delivery of the assessment report took much longer than expected. The terms of references for this assignment indicated a contract period of October 18 2016 – January 31 2017, and the timeline was followed until the end of January. Interviews highlight that the object being assessed (labour administration, including organisational as well as legislative aspects) was being reformed in parallel to the assessment. The ToR of the assessment did not define a cut-off date for the assessment. This meant that when a draft report was presented, some of the information contained therein was no longer completely accurate. To ensure the relevance of the document, the project team decided to update the assessment report to reflect changes. Meanwhile, the SRSS identified areas they felt were missing or of insufficient quality in the assessment report, and the assessment report was amended several times also to respond to such requests. In the end, the ILO project team counted to 18 draft versions being exchanged, primarily with the SRSS, before the assessment report could be finalised in May 2017.

As regards the quality of the assessment report, interviews indicate different views on quality. From the side of the project team, it was felt that both the MLSSSS and SRSS made comments on the assessment report that reflected their respective and different expectations as regards the scope and result of the labour administration reform. To manage pressure from both sides and ensure the delivery of a neutral ILO report, the team emphasised the technical aspect of the assessment, guided by the convention, ILO policy and recommendations. The SRSS programme managers, when interviewed, expressed their disappointment with the result. The assessment in their view fell short of expectations, the approach remained on a theoretical, general level and the assessment was not found to address all requirements with respect to the Memorandum of Understanding (MoU) with sufficient detail, including on "processes of policy development and implementation and monitoring" as specified in the MoU and thus, in the view of SRSS, at the centre of the assessment and the continued project.

It is however also clear from interviews that both the Ministry and social partners were very satisfied with both the assessment process and the resulting report – as harsh a description of Greek labour administration as it was, with around one hundred recommendations to improve capacity, efficiency and effectiveness. The assessment process is described by all stakeholders as very participatory, involving also the social partners during the diagnostic mission of the international consultant. The enhanced learning that came with the extensive communication around suggested changes has been highlighted as a positive by-product of the project. While the actual reorganisation of the Ministry began in parallel to the assessment (the Ministry was pushed to deliver the new chart before a deadline which was not quite clear at the start of the project, according to EC-SRSS), **it is confirmed by all stakeholders that the assessment did constitute an important input to the new organizational chart**, legislated through Presidential Decree and published on November 6, 2017.

As planned, **the assessment provided the basis for defining the pilot component of the project, through which some recommendations would be operationalised and implemented with the support of the ILO**. It was decided to let the pilot aim at a strengthening of the procedures and methodology for data collection and effective data use for better designing MLSSSS policies.[3] Data collection in three particular areas were prioritised by the MLSSSS: Collective agreements; Minimum Wage, and Future of Work (i.e., non-standard forms of employment, brain drain and "trapped" employees). Organisationally, this meant working with the recently restructured Directorate for Collective Settlements, and, in particular on two sub-departments the Department for Protection of Work and the Department for Research and Documentation of Labour Policies, but including also relations with other relevant departments in and outside the directorate.

In terms of project implementation, the pilot consisted of three main areas of activities. The first was thus delivered by an external consultant, and concerned the assessment of the functioning of research departments, the identification of analytical needs of the policy departments in the three areas identified above, and the formulation of corresponding "roadmaps", that were also integrated into one single "action plan" at the end of the project. The second main area of activities consisted of two trainings delivered by ITCILO together with the ILO Department of Statistics. ILO staff involved in the trainings also functioned as quality control for the delivery of the external consultant. The third area took place in the very last days of the project period, on 20-23 February 2018: an in-house, very practical training with coaching sessions on the software and template proposed to produce a data dissemination bulletin.

Turning to the question of whether the project delivered the pilot component as planned, in terms of quality, quantity and timing, two particular aspects can be highlighted as affecting the implementation. **Firstly, prolonged exchanges regarding the focus preceded – and delayed – the initiation of activities**. Discussions began by the end of March 2017 and the ToR of the pilot project was agreed by MLSSSS, the ILO and SRSS and finalised on September 19 2017. According to interviews, the SRSS wanted to see the capacity development component extended to other directorates (or in their own words, to identify "an area for the pilot that [would] match the requirements of the MoU", adding value to "the whole scope of the technical support project for enhancing the capacity building of the labour administration"), while the MLSSSS wanted to focus on the Directorate of Collective

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[3] One of the findings of the assessment report was "*in general, there is also a lack of data and of analysis to estimate the impact of the policies, thus evidence-based policy making is seldom taking place. The labour administration does not seem to have relevant data available and the political leadership does not seem to request it enough either to be able to set clear goals for the policies.*" The proposal made by the Greek Ministry of Labour, as the **target of the pilot project**, was to **strengthen the procedures/methodology for data collection and effective use** for better designing MLSSSS policies, and specifically, in the recently restructured Directorate for Collective Regulation.

Regulations and its new Departments for Protection of Work and Research and Documentation of Employment Policies. Negotiations continued for three months, and because of the delay, an opportunity to contract a particularly well suited team of one national and one international consultant for the pilot assignment was lost. This was regretted by ILO staff, MLSSSS representatives as well as SRSS programme managers in interviews, the latter adding that in retrospect, a more active role could have been played by the ILO technical staff in defining the scope of the pilot programme.

Secondly, the delivery of the output was again made complicated by the ongoing and parallel process of restructuring of the Ministry. A focus on two newly established departments was favoured, but that the departments themselves did not have staff in place in all departments to discuss and negotiate the pilot. One of the members of the MLSSSS "pilot project team", i.e., heads the departments involved in the pilot, sums it up "The pilot project has been good overall. But we could have got a lot more out of it if we had the time, the possibility to participate in the conception of the pilot, and could have tailored it after our situation and needs."[4] The parallel implementation of the actual reorganisation and the capacity development project thus made timeframes very limited for the project. **While the ILO staff is commended by all interviewees for its flexibility and ability to adjust to delays and stakeholders' changed preferences, timeframes sometimes became so tight that the quality and impact potential of the pilot project may have been affected.**

A first draft of the two Roadmaps was sent to the MLSSSS on November 30 2017. At the same time, the list of participants was being put together for the two trainings to be delivered by ITCILO in Athens on December 11-15 2017 (two trainings delivered after each other, each 2,5 days long). The preparations for the trainings were made difficult by the fact that the new departments were not yet fully staffed (and were still working at half capacity at the time of evaluation). The Ministry suggested that more departments would be invited to the trainings, and just two days before the first training was to start, a list of 44 participants and 9 observers (from the social partners) was delivered to the ILO. This made any pre-assessment of knowledge impossible, which according to the ITCILO would have been the standard procedure.[5] In addition, the broad but largely unknown scope of participants made specific focus on statistical analysis difficult, and instead, the content of the trainings was rather generic, introducing participants to a broad range of issues, ranging from (in the first training) an overview of relevant ILO conventions and recommendations, to data collection methods for employment, unemployment, informal and undeclared work, wages and statistics, to (in the second training) the SDG measurement framework, to statistics on collective agreements and good practices and skills mismatch. In the end, 25 participants showed up on the first day of the training, and interviewees suggest that fewer still actually followed most sessions. The

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[4] Interview Pilot project team, date, place
[5] Interview ITCILO training coordinator (through Skype), March 9, 2017.

number of attendance certificates issues by ITCILO is not included in the final report from the training.

Was the training effective in enhancing the Ministry's capacity for evidence-based policy design, implementation and monitoring? According to the ITCILO's evaluation, most of the 25 participants who responded to the evaluation questionnaire at the end of the training were very positive to the trainings (evaluated jointly as one training). 16 participants were certain or considered it likely that they would apply some of what they learned, and a total of 9 answered 'not sure', 'unlikely' or 'very unlikely'.[6] This result probably reflects the broad invitation to the training by the MLSSSS – indeed, the pilot project group describes some Ministry participants as "irrelevant". Other interviews with MLSSSS representatives indicate a "great degree of heterogeneity in the group", but adds that "both trainings were important and helped give shape to the action plans." SRSS Programme managers on the other hand considered heterogeneity "inevitable and expected due to the fact that different departments or organisations was covering bits and pieces of one process." The very aim of the pilot, according to the SRSS, was to "put all the pieces of the puzzle together,[…] to map what each was doing, to identify overlaps or gaps and help them work together so as to achieve results following a common methodology in a systematic manner."[7]

The continued implementation of the pilot towards the strengthened capacity of the MLSSSS concerned the road maps, or action plans, as they were also called. **The MLSSSS pilot project team describes the parallel reorganisation and pilot implementation processes as a learning experience, where team members slowly found their way in the new departments and slowly understood better and better what kind of support they could benefit from.** Hence, they describe the first draft of the roadmaps as "confusing"; representing an artificial division of labour that did not correspond with how the Directorate is organised. The roadmaps were revised, based on a request from the Ministry in January to have one "action plan" replace the three "roadmaps", with the addition of steps to be taken to disseminate statistics to the different users, thereby feeding data into policy-making.

The benefit of the pilot process in terms of enhanced collaboration, communication and meetings with relevant departments was highlighted in interviews. Overall, thus, this group had a positive view on the effects of the project, and high expectations on the final deliverables by the consultant: tailored trainings to take place the day after the interviews based on suggested software and templates for data dissemination. Around a month later (at the end of March 2018), the tools delivered by the project were used by MLSSSS staff to produce a first bulletin through which labour data was communicated in a user-friendly fashion with relevant departments.

To what extent did the project achieve its immediate objective: "The efficiency and coordination of Labour Administration to define and implement labour policies is improved"? It is clear from what has been presented above that the project has contributed to a first, immediate outcome result in that the assessment carried out to contribute to output

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[6] Answers to the question of "How likely is it that your institution/employer will benefit from your participation in the activity?" had a similar distribution, but with 17 participants responding likely or certain.

[7] SRSS (Vicky Vassiliou) clarifying comment on draft evaluation report, 2 May 2018.

1, constituted an important input to the reorganisation of the MLSSSS. Whether that reorganisation, in turn, has enhanced the efficiency and coordination of labour administration to define and implement labour policies, is not yet certain. Data on the outcome indicator included in the logframe (that the CEACR in its 2019 report on the application of C150 considers the new structure "more efficient") is not available at this point.

The pilot component (output 1.3) was also delivered, aiming at ensuring that steps were taken towards improved efficiency and coordination in the use of data for policy development, in response to relevant recommendations of the assessment. The final action plan was quite detailed, including measures and steps for enhanced coordination with relevant institutions, to ensure efficient data collection and delivery of data to policy design departments. At the time of evaluation, it was too early to tell whether this action plan would be implemented by the Ministry.

A month later, however, the production of a first data delivery bulletin gave a clear signal that the action plan had been taken on board by the Ministry, and that progress towards the project objective was occurring. With that development, it is perhaps possible to say something about impact potential. With the pilot project, as we have seen, the capacity development component of the project focused on weaknesses detected in terms of data collection, analysis and use. With strengthened capacity to collect, analyse and disseminate data to relevant departments, a key aspect of "the capacity of the Ministry of Labour, Social Security and Social Solidarity and related agencies in charge of Labour Administration to develop, implement and monitor policies and programmes falling within the mandate of the Greek labour administration" would indeed have improved. Will this make the Ministry more "able to respond to the according to the needs driven by the current labour market and public administration reform" (to quote the overall objective of the project) or more able to *"deliver welfare reforms, active labour market policies, and achieve the front-loading of the absorption of Structural Funds"*, (to use the words of the supplementary MoU between Greece and the EC)?

As mentioned earlier, it is hardly possible to take the discussion about impact very far at this stage, as the ability to deliver welfare reforms will depend on several other factors. It is however possible to establish that by focusing on the weak area of data collection, analysis and dissemination, the project did indeed take a very strategic direction. At the very least, it is clear that without enhanced capacity in the area of data, it would be very difficult for the MLSSSS to achieve evidence-based policy development, to follow implementation and to monitor results. **In conclusion, then, evidence collected in the course of the evaluation would suggest that the project has impact potential.**

3.3 Efficiency
To assess the efficiency of the project, cost efficiency, the efficiency of the collaboration system between ILO, SRSS and MLSSSS, as well as effects of the centralised management

system within the ILO are considered in this section. In addition, related aspects noted in interviews are also discussed.

Firstly, then, comparing the allocated resources with the results obtained (as per the evaluation questions), it is important to keep in mind the limited budget of this project. As we will see in the sections on relevance and sustainability below, the project should be considered highly relevant to the current political and economic situation of Greece, and the need to restructure the public sector and important ministries such as the MLSSSS. Feeding into the reorganisation of the Ministry, the project produced important results at a reasonable cost.[8]

Cost efficiency was furthermore supported by explicit efficiency strategies employed, specifically the sharing of office space and staff with two other ILO projects implemented at the same time. The shared National Project Coordinator has encouraged good practices of the respective projects feed into each other and may have served to strengthen tripartite relations in this project. Several interviewees mentioned their good relations with and appreciation of the ILO National Project Coordinator. In addition, not all ILO staff time was charged to the project. An example is the two ILO statisticians that were engaged as backstopping and to deliver the training in Athens in December 2017. **The project is therefore considered cost efficient overall.**

Some aspects already touched upon however indicate that project implementation could have been more efficient. The need to redesign the project implied that resources and time that would have been better spent on other parts of the project were used to assess the possibility of complementary initiatives, before it was decided to cancel the relevant outputs. **Much time was devoted to negotiation and continued definition of deliverables.** It is not possible for this evaluator to conclude to what extent the continued negotiation and debate was excessive, and to what extent it was necessary, or what would have been the consequences of closing these discussions several months earlier, but it is clear that continued discussions on the level of details did not enhance project efficiency. On the other hand, these discussions promoted other values, such as relevance, stakeholder involvement, ownership and learning. Also **the ILO project team's willingness to adjust plans to changing preferences may have been less than efficient, but ensured project relevance, strengthened stakeholder involvement and ownership.** More about this under Sustainability below. Finally, the **efficiency of the training delivered as part of the pilot project, fourthly, was negatively affected** by both the broad invitation beyond the segment of Ministry staff that were involved in the pilot component of the project, and the late definition of the list of participants which made **pre-training assessments and a more tailored training impossible**.

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[8] The Project Financial Status Report from March 2018 sets the actual expenditure of the project at only 296,504 USD as compared to the budget of 410,239 USD. The balance of 107,885 USD is explained by the decision to cancel Outcome 2.

Was the collaboration system established between the SRSS, the ILO and the MLSSSS efficient to achieve project results? The project document states that a Steering Committee, including social partners, was to be established and was to meet every six months. The purpose of meetings and the authority of the Steering Committee is not stated. Interviews suggest that SRSS disagreed with the necessity of having social partners represented on the steering committee and involved in discussions around the management of the project. In reality, and apart from the closing meeting in February 2018, the Steering Committee only met once during the project period, and this was in December 2017, more than a year after the start of the project and after having been postponed numerous times since May the same year. At this meeting, according to the minutes of the meeting, progress of the project was discussed and social partners were informed of the decision to cancel outputs as presented above. It is thus clear that another "collaboration system" was established between the EC-SRSS, the ILO and the MLSSSS, through which ways forward were discussed and decisions taken. As we have seen above, this system may have encouraged discussion between these three actors, but was not necessarily beneficial for the joint ability to take timely decisions for swift implementation of the project. In accordance with the ILO principle of tripartism, social partners were nevertheless continuously kept informed and consulted by the ILO, and invited to activities and two to three formal meetings where social partners were officially informed by the ILO, the SRSS and the MLSSSSS.

The project management structure was "centralised" at the ILO, which means that LABADMIN/OSH was the administrative unit with budget control, and the ILO responsible official found at that department. To ensure efficient management, a national coordinator was appointed in Athens, and this national coordinator also worked for one other ILO project being implemented simultaneously. There were many efficiency gains made in this arrangement, also as concerns information sharing and possible synergies between the different projects.
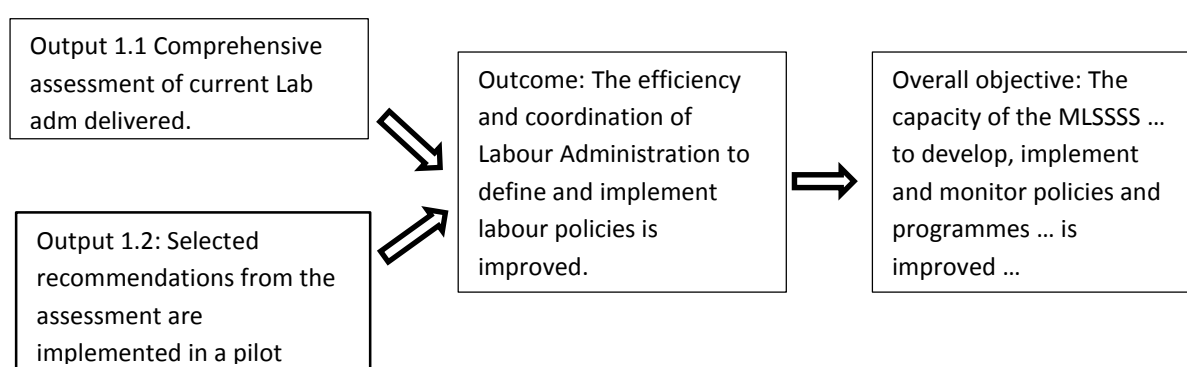
In reality, there seems to have been some confusion as to where the authority to take things forward on the side of the ILO actually lay. It is possible that this was not clarified sufficiently with relevant actors, particularly perhaps the SRSS, which may have added to the significant amount of communication that characterise this project. In spite of continuous discussion and exchanges, SRSS programme managers expressed a desire for *more* communication, stating that "overall, we were not properly informed on the methodology and steps to be taken before activities were initiated." This comment indicates that the collaboration system established between ILO, SRSS and the MLSSSS was not efficient and seemingly not effective – as much effort went into communication without all stakeholders wanting to describe themselves as sufficiently informed or consulted. It could have been more efficient to try to define the form and frequency of communication, rather than embarking on the open-ended communication system that complemented and partially replaced the Steering Committee meetings.

3.4 Relevance

Was the project a relevant response to the requirements on Labour Administration set out in the June 2016 Supplemental Memorandum of Understanding (MoU)?

As shown above, the overall objective of this project echoed almost word by word the formulation in the supplemental MoU of 2016, which spoke of the need to strengthen the capacity of labour administration. However, the question is whether the relevance is as clear on the level of outcome and outputs. Can these be said to be relevant to the changes foreseen in the MoU? As described above, the second outcome contributing to this overall objective was cancelled after some time, and only outputs aimed at achieving the first outcome were delivered.

The results framework after the redesign of the project thus looked like this:

| Output 1.1 Comprehensive assessment of current Lab adm delivered. | | Outcome: The efficiency and coordination of Labour Administration to define and implement labour policies is improved. | | Overall objective: The capacity of the MLSSSS … to develop, implement and monitor policies and programmes … is improved … |
| Output 1.2: Selected recommendations from the assessment are implemented in a pilot | | | | |

As noted above, the open outcome formulation allowed for different opinions and expectations of the different key actors (i.e., between the ILO project staff, the EC-SRSS programme managers and representatives of the MLSSSS) as regards what the project could and should deliver. This is apparent in interviews, where the SRSS programme managers emphasise the focus of this project on the capacity of *policy design.* The ILO project staff emphasises enhanced capacity in terms of *collecting, analysing and disseminating data* as the precondition for the outcome strengthened policy design. The disagreement between the ILO project staff and the SRSS programme managers thus seems to concern the theory of change. How much of the expected changes should be included in the sphere of control (the thinking being that the project controls delivery of products and/or services), and how much could be expected to happen in the sphere of interest, as a result of preconditions put in place by the project. Importantly, though, both parties seemed to agree that **what was done by the project was relevant for the MoU**, but for the SRSS, relevance increased with straightforward and concrete guidance that would enhance likelihood that change would actually happen in the sphere of interest: "In this project, the link to the MoU was important. Certain requirements had to be met, and the Ministry needed support to meet those requirements."

Did the project strategy properly address the different needs, constraints and access to resources of the MLSSSS?

The answer to this question relates to the observation that the project supported an ongoing process of reorganisation, which meant that the needs, constraints and access to resources of the relevant departments of the MLSSSS was not constant during the project period. An important, but implicit, project strategy was to maximise flexibility and to accommodate the different needs as far as possible as they have been expressed to the ILO project staff, even when this has meant changing the plan at a very late stage, as happened several times. The ongoing reorganisation and the creation of different departments with new functions, caused some uncertainty among MLSSSS staff as to what kind of support would be best suited to enhance capacity. The continuation of the pilot after the training delivered in Athens illustrates this point. As mentioned, participants in the training found the session of collective agreements very interesting and relevant and a request was delivered to the project staff to have the ILO colleague who delivered that part of the training come to the MLSSSS for a follow-up exercise. After some reshuffling of prior engagements, this was made possible and a plan was made. At this point, the MLSSSS (due to time and human resource constraints) changed the request and instead asked for a follow-up exercise with the consultant who had delivered the action plans/roadmaps. This activity was implemented at the very last week of the project period, in parallel to the evaluation.

Finally, did the project respond to the needs of the indirect beneficiaries ("workers in Greece")?

The needs of the indirect beneficiaries were not explicitly defined in this project, although the project document takes note of the unemployment rate of 24,4 percent in January 2016. The overall objective did also not refer directly to the end beneficiaries (the workers in Greece), but remained on the level of the direct beneficiaries: the capacity of the Ministry of Labour, Social Security and Social Solidarity and related agencies in charge of Labour Administration to develop, implement and monitor policies and programmes […] is improved. The pilot component of the project was however directed against a problem observed in the assessment report, which implicitly referred to the workers in Greece: "there is also a lack of data and of analysis to estimate the impact of the policies, thus evidence-based policy making is seldom taking place. The labour administration does not seem to have relevant data available and the political leadership does not seem to request it enough either to be able to set clear goals for the policies."[9] Hence, addressing this problem, and making data on the situation of the workers in Greece available to policy designers and decision-makers, would at the very least be a necessary precondition to being able to respond to the needs of the

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[9] Action Plan, Pilot Project (p.1), draft dated 30 Jan, 2018. In addition, it was noted in the project document that "The proposal will keep in mind the need for placing citizens and users of its services at the centre of the concerns of the Ministry, encouraging consultation and ensuring coordination among the different services, as well as the objectives under the Memorandum of Understanding (MoU)" (Activity 1.1.4).

indirect beneficiaries. With more efficient use of data in the MLSSSS, there is a chance that policies implemented, monitored and adjusted for better impact will eventually improve the lives of Greek women and men. But it is not possible to say at this point that the project responded to the needs of the indirect beneficiaries.

3.5 Sustainability

Several of the discussions above relate to the extent to which the project results are sustainable. How much will remain after the end of the project?

The project document contained a discussion around sustainability, where it was proposed that sustainability would be ensured by embedding the deliverable of the action in national policy and programme implementation. Also by enhancing the capabilities of target national institutions and partners, the development of training packages and other material.

Furthermore, specific approaches would be undertaken to foster sustainability, among which we find the encouragement of target group ownership through their involvement and participation; stakeholder involvement in planning and implementation; hand-over of approaches and methodologies and training to ensure that activities continue after project completion.

It is clear from the above that the links between ownership, capacity development and sustainability were appreciated by the project team. The original project plan was also devised in such a way that sustainability would be encouraged: ministry reorganisation was to be based on the assessment, and the job profile analysis would ensure the necessary competences in the organisation, further supported by a training needs assessment and development and implementation of "pilot training events". However, as we have seen above, because of the difficulties in defining complementary action to the partially overlapping project, a great part of this plan was cancelled with the cancellation of the job profile component. The training needs assessment was cancelled, and so was the development of training modules which included collaboration with EKDDA, the National Centre for Public Administration and Local Government (EKDDA), in charge of the development of the Human Resources of Public Administration and Local Government. There was originally a plan to support EKDDA to broaden and improve their curriculum ("train the trainers") upon the results if the TNA. From a sustainability perspective, the original plan again seemed coherent and logical.

With the redesign of the project, the collaboration with EKDDA and the "train the trainers" component was lost. More effort was put into the development of institutional capacities, and working methods to enhance coordination and efficiency. As we have seen above, the sustainability of this approach has yet to be demonstrated; it depends on whether someone is able to take charge of the implementation of the action plan delivered, ensuring continuous monitoring of the approach developed, and adjusting it if necessary. Ownership of the action

plan was not evident at the time of evaluation, in spite of the efforts of the project team to ensure relevance by responding to changed preferences, to embed the project deliverables in ongoing reform processes, and in spite of the participation and engagement of the pilot project team at the ministry. **One aspect that present a serious challenge to sustainability, is the limited staff capacity at the different departments now expected to introduce new working methods to enhance data collection, analysis and dissemination. All members of the pilot project team interviewed indicated less than full capacity at their respective departments with several vacancies waiting to be filled.** In such a context, the introduction of new approaches and more coordination with other departments, becomes difficult. Nevertheless, as we have seen, a first data dissemination bulletin was produced and shared within the Ministry already in March.

As the pilot component was still being shaped and implemented at the time of evaluation, the replicability of the approach was difficult to assess. No one interviewed seemed to have a clear idea of replicability of the approach, what could be replicable (although in the end, there seems to be aspects of the final action plan that could be used for other departments, while at the same time, the action plan is very much formulated to support specifically the Directorate for Collective Regulations and specifically in the area of use of data) or for which other directorates. Considering the staff limitations and tentative approach by staff encountered through the interviews, it seems unlikely that the pilot component will be replicated without continued support from the outside. However, efforts by the MLSSSS to recruit skilled staff and continue to train existing staff may prove otherwise.

3.6 Gender equality

The ILO policy on gender equality and mainstreaming was announced by the Director-General in 1999 and states that mutually-enforcing action to promote gender equality should take place in all parts of the organisation, and that all policies, programmes and activities must aim to systematically address the specific and often different concerns of both women and men, including women's practical and strategic needs. The Governing Body of the ILO at its 292nd session in March 2005 further instructed that "all future ILO technical cooperation programmes and projects systematically mainstream gender throughout the project cycle. Specifically, this implies […] the inclusion of data disaggregated by sex and gender in the background analysis and justification of project documents; the formulation of gender-sensitive strategies and objectives and gender specific indicators, outputs and activities consistent with these…."

As regards the mainstreaming aspects raised above, it is noted that the background analysis in the project document does not disaggregate by sex and gender, that gender equality is not mentioned in the project strategy, and that the indicators do not disaggregate by sex.

However, gender aspects of data collection and analysis was an aspect covered by a particular session in the training organised by ICTILO with experts from the ILO Department of Statistics. This component was requested by the MLSSSS (as was a component on SDG indicators) when

the training content was discussed with the ILO. Ministry staff interviewed highlighted that as good practice in labour statistics entails disaggregating data by sex, and searching for information specifically on aspects important for gender equality, such as gender gap in wages and systematic gendered differences in employment situations, gender mainstreaming was a natural part of the pilot component.

According to the evaluation of the training, however, only 14 out of the 25 participants agreed "mostly" or "fully" with the proposition that training gave them any tools, skills or knowledge to address gender equality in their respective sector. On the other hand, as many as 20 participants responded with "mostly" or "fully" to the question of how well the course addressed the specific needs of both women and men within the course's sector or theme. The list of participants included in the evaluation of the training did not show the actual participants but all the 44 + 9 persons nominated for the training, and of these 23 were women. As part of the evaluation, interviews were done equally with women and men at similar positions.

3.7 Tripartism and social dialogue

The area of tripartism and social dialogue was a complicated part of the project, largely because of strained relations between the government and social partners which in turn was a result of the crisis. Social dialogue mechanisms constituting part of the labour administration system existed in theory, but social partners in particular described it as non-functioning. One of these tripartite bodies, named the Supreme Labour Council, was originally set up with a number of committees to enable social dialogue, but social partners were now said to have no active role through these committees – with one exception: the committee on undeclared work was instituted in 2017 in connection with the ILO project on tackling undeclared work and was operational at the time of evaluation. The situation was pointed to in the assessment. The MLSSSS disagreed with this characterisation.

The project was by most stakeholders, including the social partners, not considered immediately relevant for continuous and active social partner participation, as far as internal capacity development of the MLSSSS was concerned. According to the SRSS, there was an agreement between themselves and the MLSSSS to limit social partners' involvement to "areas of tripartism and social dialogue" but exclude the review of internal processes in the Ministry and related agencies. Most representatives of social partners interviewed expressed limited insights into the project, and had difficulties foreseeing the effects of this project on employers and workers in the longer term.

However, the C.150 (Art. 5) states that arrangements shall be made "to secure, within the system of labour administration, consultation, co-operation and negotiation between the public authorities and the most representative organisations of employers and workers, or--where appropriate--employers' and workers' representatives." Hence, the ILO project staff

consistently invited social partners to meetings and activities. In interviews, all social partners noted their appreciation for this: the project in itself was described as a platform for tentative social dialogue practices, which has contributed to normalise relations between government and the social partners. The role played by the ILO in rebuilding trust between social partners and government (in particular through the ILO project implemented in parallel, on undeclared work) was underlined as was the importance of institutionalising what has been achieved so far.

3.8 International Labour Standards

Convention No.150 on Labour Administration, ratified by Greece on 31 July 1985 establishes the key normative elements for effective systems of labour administrations at a global scale. This International Labour Standard directs governments in the areas of labour regulation, labour relations, employment and research on labour matters, social security and labour inspection, setting a framework for a well-coordinated and resourced labour administration for the good governance of the labour market, a stable environment for business, social peace and promotion of decent work. The implementation of the Convention is supervised by the ILO to whom governments have to provide periodic reports. This, as is pointed out in the project document, provides the ILO with a wealth of comparative knowledge.

It is clear from the project document as well as from interviews that the convention has been used actively to as a standard guiding activities throughout project implementation. Also the comparative knowledge and expertise in this area has been drawn on, not least in the introductory activity which presented different experiences from other EU countries in the area of labour administration. Another clear example is the assessment of the Greek labour administration system, which was done according to a methodology developed by the ILO to compare and analyse systems of labour administration against the convention. Finally, also the pilot component on data collection and analysis made reference to relevant conventions and recommendations. A session of the training organised by ITCILO with experts from the ILO Department of Statistics presented an overview of International Conventions and Recommendations relevant for labour statistics

4. Conclusions

The project evaluated was found to be a relevant response to the requirements on Labour Administration set out in the June 2016 Supplemental Memorandum (MoU) between the EC (acting on behalf of the European Stability Mechanism), the Hellenic Republic and the Bank of Greece, providing important inputs to necessary reforms of the labour administration system in Greece. It has delivered for the reform necessary and by all parties well received assessment of the labour administration system, including around one hundred

recommendations for enhanced capacity and efficiency. Based on a selected number of recommendations, and in accordance with governmental priorities, a pilot project has been designed and implemented. With this, a training has been carried out with key staff at the Ministry (among others) and an action plan developed outlining concrete steps for efficient data collection, analysis and dissemination, and for the enhancement of the capacity of evidence-based policy formulation and monitoring.

It was also found that the project period sufficed to implement all activities and ensure delivery of expected outputs, and that the reorganisation of the MLSSSS took place as expected, based, among other inputs, on the above-mentioned assessment. For further results to be sustainable and continue to progress towards the overall objective, the steps outlined in the action plan mentioned above must be introduced (as they indeed were with the first bulletin) and also institutionalised. A challenge identified in this regard was the limited staff capacity of involved departments at the concerned Directorate; most if not all departments had several vacancies that severely hampered their ability to engage with the reform and new working methods.

Regarding the efficiency of project implementation, efforts were made to implement the project as cost efficient as possible, sharing staff and office with two other ILO projects implemented in parallel. The design of the project was from the start coherent and logical, but it was soon found that certain outputs partially overlapped with another initiative being implemented almost in parallel. Efforts to find complementarities and the consequential redesign of the project negatively affected project efficiency, as time and resources that would have been better spent on implementation of core deliverables, were spent discussing the way forward, refining and finalising the assessment report and determining the focus and implementation of the pilot component. However, continuous discussions around the approach enhanced learning, as well as relevance and stakeholder engagement of the project, in turn strengthening ownership of the end pilot product, the action plan towards enhanced coordination and capacity for evidence-based policy-making.

5. Recommendations

Based on the evaluation findings presented above, the following recommendations are made to the project stakeholders:

1. **Continued internal oversight to ensure continued implementation of the action plans (MLSSSS)**
   A serious challenge to the achievement of sustainable results in the pilot component of the project was the limited staff capacity of relevant departments. Following on this, it is

recommended that the MLSSSS pays due attention to the continued implementation of the action plans, and in particular, that the necessary staff capacity at the relevant departments is considered and addressed.

2. **Enhanced attention to sustainability and replicability (ILO; LABADMIN/OSH)**

If continued ILO support is possible, due attention should be paid to the development of strategies for sustainability of results, and replicability of methods proposed. In the evaluated project, this seems to have been a part of the original design that was lost with the redesign.

3. **Project design should in all situations make every effort to mainstream gender in the situational analysis and the intervention logic. (ILO; LABADMIN/OSH)**

When, as in this case, relevant conventions predate the ILO policy on gender equality, efforts must be made to update approaches according to good practices also in the area of gender mainstreaming.

4. **For the future, the use of a theory of change for project design and planning is recommended (ILO; LABADMIN/OSH)**

Much discussion around project deliverables seems to be caused by different understandings of the project's theory of change, which was not made explicit in the project document and thus not discussed in detail with stakeholders. The broadness of outcome formulations further contributed to this situation. Hence, different expectations on what the project could and should deliver existed and seems to have complicated communication and joint quality assessments. For the future, the use of a theory of change for project design and planning is therefore recommended, as is an effort to make result formulations as Specific, Measureable, Achievable, Relevant and Time-bound (S.M.A.R.T) as possible.

5. **Plan for broader stakeholder participation in the design stage (MLSSSS, SRSS, ILO - LABADMIN/OSH)**

Related to the above, stakeholder involvement at the design phase has been described as "high-level", and stakeholder representatives with more operational insights seem not to have been involved in the design phase. It is therefore a recommendation to all stakeholders, that the design stage of future projects is more participatory, to avoid time wasted on design mistakes that could have been avoided. More involvement of staff from the Ministry with a better oversight of operations and projects, would also have benefitted the possibility to jointly formulate a theory of change, i.e., how in more concrete terms the project could support change within the Ministry, and how change was expected to happen.

6. **For future projects, an institutionalised communication channel among stakeholders should be establish already at the design phase or start-up the project to ensure efficient communication. (ILO; LABADMIN/OSH)**

It has been suggested that communication with stakeholders sometimes failed to satisfy their need for information and that the project would have benefited from more institutionalised communication between stakeholders on progress and next steps. At the same time, it is noted that the Steering Committee was not fully operational, meeting only once during the project period. Actual communication appears to have been needs-based. It is therefore recommended that an institutionalised communication channel is agreed upon among stakeholders at the design phase or start-up of a project, agreeing also on the function, and the kind of information to be shared through this channel.

6. Lessons learned.

An explicit theory of change and more specific result formulations encourages common understanding and shared expectations as regards project deliverables, results and timelines.

The interviews made apparent diverging views on what the project could and should deliver to ensure enhanced capacity of the MLSSSS to develop, implement and monitor policies and programmes. Obviously, the chain of changes required for such capacity to be developed and put to use is long. The SRSS expected the project to deliver more support to the MLSSSS to ensure that all the steps were taken towards actual evidence-based policy design than did the ILO project staff (who felt it reasonable to stop short of actual policy design). It appears as if such different expectations added to the long discussions on draft deliverables.

A theory of change jointly elaborated and thoroughly discussed among stakeholders appears an efficient tool to ensure a joint understanding of what is expected to happen in a project, providing an opportunity to discuss expectations and steps perceived to be necessary to achieve sustainable outcome results. With such a discussion, parallel process are likely to have been given more attention, thus making it possible to identify overlapping initiatives at an earlier stage. It is possible that also the complexities caused by other timelines and incentive structures (such as the dates for the reorganisation of the Ministry, which was happening whether or not the ILO project produced an assessment report) could have been further discussed and firm deadlines for the assessment report put in place. The difficulties of identifying relevant staff (in newly established departments) for training could perhaps also have been noted, and alternatives considered.

7. Emerging good practices

A high degree of project management flexibility in a complex and fluid context made delivery of this project possible

The ILO project team as well as other departments and persons involved in delivery, has shown a commendable ability at flexible and adaptive project management, adjusting work plans and deliverables according to preferences and timelines set by the MLSSSS and SRSS. This flexibility has strengthened the relevance of the project, has overcome hurdles and contributed to making the implementation of the pilot project a process of learning, as key stakeholders at the concerned departments were able to request adaptation of support provided to increasingly fit their needs. In the end, in spite of the parallel reorganisation and newly established departments and ongoing staffing that made participation in the design of the pilot component impossible for several key persons, these same persons felt that the pilot project had been good overall, and that the final deliverables responded to their needs.

Even though social partners' involvement was not prioritised in this project, social dialogue was promoted by the insistence of the ILO to keep social partners informed, and to invite social partners to meetings

Social partners suggest that a welcome contribution towards strengthened social dialogue was made through this project as the project itself became a platform for tripartite meetings, encouraged and facilitated by the ILO. This is an important result of a good ILO practice, that was made possible also in a context where Steering Committee meetings (which would have been a more formal way of recognising the involvement of social partners) was not prioritised by all stakeholders.

8. Annexes

Annex 1: List of interviews

Organisation	Name and title/role in relation to project of interviewees
ILO (project team)	Ms Athina Malagardi
LABADMIN/OSH staff	Mr Javier Barbero Ms Justine Tillier
ILO (staff involved in implementing specific components)	Mr Yves Perardel, STATISTICS
ITCILO	Ms Naima Pages
Consultants involved in implementation	Ms Bente Sørensen
EC-SRSS	Ms Vicky Vasileiou Mr Marc Vothknecht
MLSSSS	Mr. Andreas Nefeloudis, the General Secretary of the Ministry of Labour, Social Security and Social Solidarity Ms Souzana Laskaridou (Head of Department of Relations with International Organisations, Directorate of International Relations) Ms Georgia Akouloglou (General Secretary's Office) <u>The pilot project team:</u> Mr V. Theodoras, Head of Dept for Research and Documentation of Labour Policies, Directorate of Collective Regulations Mr A. Pappas, Head of Department for Protection of Work, Directorate of Collective Regulations Mr D. Ouzounis, Head of Department of Collective Labour Agreements, Directorate of Collective Regulations Ms A. Tsoutsoulopoulou, Head of Dept of Research and Documentation of integration policies at work, Directorate of Employment Integration
Employers	Mr. Charalambos Arachovas (ESEE) Mr. Antonis Meggoulis (ESEE) Mr. Nikos Zoitos (SETE) Ms Katerina Daskalaki (SEV)
Workers	Ms Ellie Varchalama, legal advisor of GSEE Mr. Konstantinos Boukouvalas, consultant at INE GSEE

Annex 2: List of Documents made available for the evaluation

Agreements

       Signed agreement ILO - EC-SRSS (August 2016)

       Amendment; no-cost extension, from 16 months to 18 months (Dec 2017)

Mission Reports

       Kick-off meetings, Athens (5-6 October 2016)

       Mission report Athens (18-27 Oct 2016) JB

       Mission report Athens (17-19 Jan 2017) JB

       Mission report Athens (21-24 Febr 2017) JB

       Mission report Athens (11-13 Dec 2017) JB (incl list of participants in statistics training and agenda for training

Outputs

       Draft proposal for a pilot project on "Procedures/methodology for data collection and effective use for better designing MLSSSS policies"

       ITC Training (Final rep Greece training-MLSSSS Jan 2018)/ToR training seminars (Dec 2017)

       Labour Administration Assessment (April, 11, 2017) + ToR Intl consultant

       Pilot Project ToRs Intl consultant + national consultant/ Roadmaps Minimum wages + NSE

       Brief Note of meeting with Expertise France (Ministry of Finance), 22 Febr 2017

       Action plan for the procedures and methodology for data collection and effective use for better designing MLSSSS policies, Draft 1, dated 30 Jan 2018.

Reports

       Flash Report to EC-SRSS (Sept 16-April 17) Submitted May 11 2017.

       Interim Narrative Report (Sept 16 – August 17) Submitted October 4 2017 (17 p).

       Final Flash Report to EC-SRSS, 15 February 2018.

Steering Committee Meeting Report

       Steering Committee Meeting Dec 11, 2017 (3 p)

       Steering Committee Meeting – Closing Meeting, Feb 22, 2018

Other documents

       Strengthening the effectiveness of tripartite social dialogue. Policy Paper of National Social Partners (GSEE, SEV, GSEVEE, ESEE, SETE) presented at the workshop in October 2016

Annex 3: Terms of Reference

Strengthening the Labour Administration system and improving its delivery capacity

Internal Final Evaluation

Project Title	Strengthening the Labour Administration system and improving its delivery capacity
ILO Project Code	GRC/16/02/EUR
ILO IRIS Code	105848
Project dates	01/09/2016 – 28/02/2018
Administrative Unit in charge of the project	LABADMIN/OSH, Governance Department
Unit in charge of backstopping	LABADMIN/OSH Branch, Governance Department
Timing of evaluation	Final
Type of Evaluation	Internal
Donor	The European Commission (Structural Reform Support Service)
Budget	366,754 Euros (409,781 USD)
Evaluation mission dates	February 2018
TOR preparation date	September 2017 – revised January 2018
Evaluation Manager	Justine Tillier

Table of Contents

Introduction

The objective of this final internal evaluation is to assess the relevance, effectiveness, efficiency, coherence, potential impact and sustainability of the ILO's actions taken under this project aimed at strengthening the Greek Labour Administration System and identify potential improvements in the ILO's approach to such Actions.

Background and description of the project

The Greek labour market has been exposed to the effects of a structural financial and economic crisis in recent years. The Ministry of Labour, Social Security and Social Solidarity (MLSSSS) is the government body responsible for the definition and implementation of policies on employment, working conditions and social security, coordinating the system of labour administration, including institutions such as the Labour Inspectorate (SEPE), the Social Insurance Institute (IKA) and the Manpower Employment Organization (OAED). The current functioning of the labour administration system in Greece and in particular of the MLSSSS is the result of the implementation, in the last years, of a combination of different measures with different goals: on the one hand, measures to adjust and reduce the complexity and units of public administration institutions have been taken, and on the other, measures to respond to the increased demand for social protection asking for more effective labour administration. The result is a complex and not well structured system, where, in addition to the lack of qualified human resources, there are serious cases of overlapping functions and responsibilities.

The Supplemental Memorandum of Understanding (MoU) between the European Commission acting on behalf of the European Stability Mechanism, the Hellenic Republic and the Bank of Greece, agreed in June 2016, sets out a detailed requirement related to the strengthening of the capacity of the labour administration (section 4.1):

"Over the medium term, the institutional capacity in the field of labour administration (encompassing the Ministry of Labour as well as all responsible implementing bodies and agencies) will be strengthened in terms of policy formulation, implementation and monitoring in order to increase the ability to deliver welfare reforms, active labour market policies, and achieve the front-loading of the absorption of Structural Funds. As a first step, by November 2016 the needs of the labour administration in terms of institutional capacity will be identified."

In order to fulfil these requirements, a need to review the current institutional framework, roles, responsibilities and duties of the MLSSSS was identified to better develop and implement policies and programmes responsive to the new economic and social context taking full advantage of the system, and to further develop the capacities of human resources to be able to fully engage in necessary reforms.

It is in the context that the project *Strengthening the Labour Administration system and improving its delivery capacity* was developed in collaboration between the ILO and the European Commission Structural Reform Support Service (EC-SRSS).

The overall objective of the project is the following: The capacity of the Ministry of Labour, Social Security and Social Solidarity (MLSSS) and related agencies in charge of Labour Administration to develop, implement and monitor policies and programmes falling within the mandate of the Greek labour administration is improved, according to the needs driven by the current labour market and public administration reform.

As of end 2017, the project had achieved the following results:

7. EU Expertise and good practices on Labour Administration Organization have been successfully shared with Greek constituents;
8. A comprehensive needs assessment of the Labour Administration system was carried out and endorsed by the MLSSS;
9. Based on the recommendations of this Assessment report, a new Organizational Chart of the MLSSSS was produced and endorsed;
10. Based on the results of the needs assessment, the selection of a pilot sector to implement recommendations was agreed by all parties and piloted. It focused on the procedures/methodologies for data collection and its effective use for better designing MLSSS policies with the Directorate for Collective Regulation, which is part of the General Directorate of Industrial Relations, Health and Safety at work and Integration into employment. As part of the pilot project, the ITC/ILO delivered a capacity building activity on labour statistics and data analysis.

Purpose and scope of the evaluation

Purpose

The main purpose of the final internal evaluation is to promote accountability to ILO key stakeholders and donor and also to promote learning within the ILO. The main objectives of this evaluation are as follows:

- Determine project effectiveness: achievement of Project strategic objectives (outcome) and overall objective (initial impact), and understanding how and why have/have not been achieved. Identify relevant unintended/unexpected results due to the project outputs
- Assess the project implementation efficiency;
- Establish the relevance of the project outcomes and its usefulness at country and global level;
- Provide recommendations regarding relevant stakeholders' engagement, building on the findings of the Project;
- Identify emerging potential good practices and lessons learned for key stakeholders.

Scope

The evaluation should focus on all the activities that have been implemented since the start of the project to the moment of the evaluation. In analysing and documenting how the outcome has been achieved or not, an integral step will be the assessment of main activities leading to this outcome (i.e. their relevance for the outcome). To the extent possible, the evaluation should pay particular attention to the project flow and strategic organization of activities to achieve results.

The evaluation should cover expected (i.e. planned) and unexpected results in terms of non-planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluator should reflect on them for learning purposes.

The analytical scope should include identifying levels of achievement of objectives and explaining how and why they have been attained in such ways (and not in other alternative expected ways, if this would be the case).

Clients

The tripartite constituents, the ILO LABADMIN/OSH Branch and the donor –EC SRSS are the clients of this evaluation as well as all other parties interested.

Suggested aspects to be addressed

The evaluation should be carried out in adherence with the ILO Evaluation Policy, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.

The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability (and potential impact) to the extent possible as defined in the ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations (i-eval resource kit), 2013.

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

Below are the main categories that need to be addressed:

1. **Design (the extent to which the design is logical and coherent)**

   ➢ Determine the validity of the project design, the effectiveness of the methodologies and strategies employed for it and whether it assisted or hindered the achievement of the project's goals as set out in the Project Document. Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?

- Was the project design logical and coherent (both internal and external level taking into consideration other stakeholders initiatives on the issue)? Does the project design meet the ILO guidance on Results-Based project design?
- How appropriate and useful were the indicators (and targets) established in the project's logical framework in terms of assessing project progress?
- To what extent were external factors and assumptions identified at the time of design? Have these underlying assumptions on which the project has been based proven to be true?
- Assess whether the problems and needs (institutional arrangements, roles, capacity and commitment of stakeholders) were adequately analysed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified, taking gender issues into concern
- Has the strategy for sustainability of project results been defined clearly at the design stage of the project?

2. Effectiveness (the extent to which the intervention's immediate objectives were achieved taking into account their relative importance)

- Examine delivery of project outputs in terms of quality, quantity and timing.
- Assess whether the project has achieved its immediate objectives.
- Have unplanned outputs and results been identified and if so, why were they necessary and to what extent were significant to achieve project objectives?
- How did positive and negative factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
- Assess how gender issues have been mainstreamed in the approach developed by the project.

3. Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result)

- Compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- What are the more relevant lessons on how the project operated as a centralized project?
- Was the collaboration system established between the EC-SRSS, the ILO and the MLSSS efficient to achieve project results?
- Has the project received adequate administrative and technical political support from the ILO office in the field and the responsible technical unit at headquarters?

4. Relevance

- Examine whether the project responded to the needs of the indirect beneficiaries (workers in Greece)?
- Was the project a relevant response to the requirements on Labour Administration set out in the June 2016 Supplemental Memorandum of Understanding (MoU) between the European Commission acting on behalf of the European Stability Mechanism, the Hellenic Republic and the Bank of Greece?

➢ Did the strategy properly address the different needs, constraints and access to resources of the MLSS?

5. **Sustainability**

➢ Assess what steps were taken to ensure sustainability. Assess whether these strategies had been articulated/explained to stakeholders.

6. **Impact**

➢ Assess the strategic orientation of the project towards creating a more efficient labour administration system for Greece.
➢ To what extent the project results are likely to be sustainable and can be maintained and even scaled up and replicated by the ILO and partners after the project ends?

Expected outputs of the evaluation

The expected outputs to be delivered by the evaluator are:

1 <u>Inception report</u>: this report based on the Desk review should describe the evaluation instruments, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects (i.e. interviews and review of reports) and present the evaluation indicators table. It will present the methodology and initial draft agenda of the workshop and the outline of the report.
2 <u>Quantitative and qualitative data collected</u> through interviews with project stakeholders to be integrated in the report.
3 <u>Stakeholders' workshops</u> in Athens summarizing key findings, conclusions, recommendations and Lessons and GPs identified by the participants.
4 <u>Draft evaluation report for the project</u>: the evaluation report should include and reflect on findings from the data collection and the stakeholders' workshop.
5 <u>Final evaluation report</u> after comments from stakeholders.
6 Upon finalization of the overall evaluation report, the evaluator will be responsible for writing a brief <u>evaluation summary</u> which will be posted on the ILO's website. This report should be prepared following the guidelines included in Annex and submitted to the evaluation manager.

Draft and Final evaluation reports include the following sections:

➢ Executive Summary (standard ILO format) with key findings, conclusions, recommendations, lessons learned and good practices (each lesson learn and good practice need to be annexed using standard ILO format)
➢ Clearly identified findings
➢ A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
➢ Clearly identified conclusions and recommendations (i.e. specifying to which actor(s) apply)
➢ Lessons learned

- ➢ Potential good practices.
- ➢ Appropriate Annexes including present TORs, persons interviewed, evaluation schedule, etc.
- ➢ Inception report

The entire draft and final reports (including key annexes) have to be submitted in English as well as the executive summary with key findings, conclusions, recommendations, lessons learned and good practices.

The total length of the report should be a maximum of 30 pages. This is excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.

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, analytical reports and raw data should be provided in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO and the EC-SRSS. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

Methodology
a. Sources of information and field visit

The evaluator will conduct a desk review first to be followed by interviews and a field visit to Greece. He/she can make use of the sources of information exhibited below for desk review and interview, namely the review of selected documents (1.1), the consultation of the webpage of the project (1.2) and the conduct of interviews (1.3).

1. Sources of information

1.1 Documents review

The evaluator will review the following documents to be provided by the project management through e-mail:

1) Project Document;
2) Project progress reports;
3) Mission, meeting, workshop and training reports;
4) Project budgets – planned and actual- expenditures;
5) No Cost Extension documents;
6) Project output documents including:
    - o Greece – Labour Administration Needs Assessment Report
    - o Training materials developed by the project in collaboration with ITC/ILO

- o "Pilot project": ToRs, road map and plan of action developed as part of the pilot project

1.2 Consultation of LABADMIN/OSH webpage

http://www.ilo.org/labadmin/projects/WCMS_533880/lang--en/index.htm

1.3 Individual interviews

Individual interviews in person during the field visit, by phone, e-mail or Skype and/or a questionnaire survey can be conducted with the following:

a) ILO staff in Athens, including Ms. Athina Malagardi, National Project Coordinator;
b) The LABADMIN/OSH Branch in Geneva, including Mr. Joaquim Pintado Nunes, Team Lead, Labour administration/inspection team, Mr. Javier Barbero, Senior Technical Specialist, Labour Administration, Inspection and Occupational Safety and Health and Ms. Justine Tillier, Technical Officer, LABADMIN/OSH.
c) ILO staff in the Department of Statistics: Mr. Yves Perardel and Ms. Rosina Gammarano, involved in the pilot project.
d) ILO/ITC Turin staff: Ms. Naima Pages, responsible of organizing the training activity in the pilot project
e) Representatives from the MLSSS including:
   a. Ms Theano Kakoulidou, Cabinet of the Minister of Labour
   b. Mr. Andreas Nefeloudis, General Secretary of MLSSS and his consultant Ms Akouloglou Georgia
   c. Ms Souzana Laskaridou, Department of the International Relations of the MLSSS
   d. Mr. Agrapidas, Director of the Directorate for Collective Regulation
f) Representatives from EC-SRSS:
   a. Ms Geraldine Mahieu, SRSS
   b. Mr. Marc Vothnchnecht, SRSS
   c. Ms. Vicky Vasileiou, SRSS
g) Other relevant stakeholders such as: Ms Gina Korella, Expertise France, Ms. Bente Sorensen, ILO consultant in charge of drafting the needs assessment report and M. Jean Michel Pasteels, ILO consultant in charge of preparing the road maps and the plan of action in the pilot project

b. Stakeholders' Workshop

This being an internal evaluation, the main focus will be the workshop facilitated by the evaluator. Data collection in the previous step will be developed to refine the agenda and facilitation the workshop.

The workshop will include participation of the project national staff, HQ specialists, constituents and the donor.

c. Development of the evaluation report

The draft reports will be circulated to key stakeholders (including EC-SRSS as the donor, the tripartite constituents, other key stakeholders and partners and ILO staff at

LABADMIN/OSH in Geneva and ILO Athens) for comments by the evaluation manager with support of the project.

Comments from stakeholders will be consolidated by the evaluation manager and will be sent to the evaluator to incorporate them into the revised evaluation report. The evaluation report will be considered final only when it gets final approval by ILO Evaluation Office.

d. The evaluator responsibilities and profile

Responsibilities	Profile
• Desk review of project documents • Development of the evaluation instruments • Briefing with project manager • Interviews with relevant stakeholders • Draft evaluation report • Finalize evaluation • Draft stand-alone evaluation summary as per standard ILO format	• Not have been involved in the project. • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with research and policy level work, and institutional building. • Experience in the area of labour administration is an asset. • Experience in the UN system or similar international development experience including preferably international and national development frameworks and UNDAF. • Fluency in English essential and fluency in Greek an asset • Experience facilitating workshops for evaluation findings.

Management arrangements

The evaluator will report to the *Evaluation Manager* for this evaluation. The evaluation manager takes the responsibility in drafting and finalizing the TORs in consultation with all concerned and will manage the whole evaluation process and will review evaluation report to make sure it has complied with the quality checklist of ILO evaluation report.

EVAL/ILO will do quality assurance of the report and give approval of the final evaluation report.

Roles of other key stakeholders: All stakeholders, particularly the relevant ILO staff, the donors, tripartite constituents, relevant government agencies, NGOs and other key partners will be consulted throughout the process and will be engaged at different stages during the process. They will have the opportunities to provide inputs to the TOR and to the draft final evaluation report.

Calendar

The duration of this evaluation is 14 working days between 4 December 2017 and 26 January 2018 (tentative dates).

Phase	Responsible Person	Tasks	Proposed timeline	Number of days
I	Evaluator	o Desk Review of project related documents o Briefing with the evaluation manager and LABADMIN-OSH Branch o Preparation of the inception report	14-16 February	3
II	Evaluator (logistical support by the project in Athens)	o Interviews with stakeholders	19-20 February	2
III	Evaluator	o Preparation of the workshop o Workshop with the project and relevant stakeholders	21-22 February	2
IV	Evaluator	o Draft report based on desk review interviews /questionnaires with stakeholders and workshop discussions o Debriefing	26 February – 2 March	5
V	Evaluation manager	o Circulate draft report to key stakeholders o Stakeholders provide comments o Consolidate comments of stakeholders and send to team leader	5 – 16 March	
VI	Evaluator	o Finalize the report including explanations on why comments were not included	19-20 March	2
VII	Evaluation Manager	o Review the revised report and submit it to EVAL for final approval	30 March	
		Total no. of working days for Evaluator		**14**

Annex: All relevant ILO evaluation guidelines and standard templates

1. Code of conduct form (To be signed by the evaluator)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

2. Checklist No. 3 Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

3. Checklist 5Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

4. Checklist 6 Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

5. Template for lessons learnt and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

6. Guidance note 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm

7. Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

8. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

Inception report

Internal Final Evaluation of GRC/16/02/EUR

"Strengthening the Labour Administration system and improving its delivery capacity"

February 16, 2018

Annika Moqvist Uggla

1. Introduction

The following report contains initial observations and comments from the internal evaluator. It draws primarily on written material generated by the project (i.e., prodoc, internal reports, reports to the donor, and others), but also, to a limited extent, on conversations with ILO staff involved in the project.

The report presents a suggested approach to carry out the assignment, including sub-questions to the evaluation questions included in the ToR. The proposed focus, or key points of the assignment are elaborated, and how these are intended to be assessed. The report also contains a work-plan and data-collection work sheet in preparation for the mission (Febr 19-22, 2018).

2. Background and description of the project – GRC/16/02/EUR

The evaluated project was formulated in response to, and implemented in a context of structural, financial and economic crises, characterised by very high unemployment levels and consequential increased demands for social protection and for a more effective labour administration. The government body responsible for the definition and implementation of policies on employment, working conditions and social security, and of coordinating the system of labour administration in Greece is the Ministry of Labour, Social Security and Social Solidarity (MLSSSS) – already prior to this project, the target for different measures with different goals. The result was a complex and not well structured system, where, in addition to the lack of qualified human resources, serious cases of overlapping functions and responsibilities had been noted. The project document (from 2016) provides a long list of challenges, ranging from poor coordination with and oversight of agencies to which labour administration activities have been delegated; a seemingly oversized staff; limited training opportunities during the last years; limited capacity to use new technologies and modern administration technique to weak research capacity ("commonly outsourced and fed insufficient data, as both the information system and of the Ministry and the information provided by the available statistics are limited", p.6 PRODOC).

The Supplemental Memorandum of Understanding (MoU) between the European Commission acting on behalf of the European Stability Mechanism, the Hellenic Republic and the Bank of Greece, agreed in June 2016, set out a detailed requirement related to the strengthening of the capacity of the labour administration (section 4.1):

"Over the medium term, the institutional capacity in the field of labour administration (encompassing the Ministry of Labour as well as all responsible implementing bodies and agencies) will be strengthened in terms of policy formulation, implementation and monitoring in order to increase the ability to deliver welfare reforms, active labour market policies, and achieve the front-loading of the absorption of Structural Funds. As a first step, by November

2016 the needs of the labour administration in terms of institutional capacity will be identified."

This formulation is echoed in the Overall objective of the project:

"The capacity of the Ministry of Labour, Social Security and Social Solidarity and related agencies in charge of Labour Administration to develop, implement and monitor policies and programmes falling within the mandate of the Greek labour administration is improved, according to the needs driven by the current labour market and public administration reform."

Two specific objectives were identified (these would also be known as Project outcomes, i.e., the results to be achieved at the end of the project), and in turn linked to a number of outputs, as shown below:

1.The efficiency and coordination of Labour Administration to define and implement labour policies is improved		
Output 1.1: A new structure for the labour administration system is proposed, including definition of key functions and responsibilities, coordination and communication to render the public service more effective	Output 1.2: A Proposal on job profiles, categories and distribution of staff is put forward	Output 1.3: Selected recommendations from the assessment are implemented in a pilot project
Activities: 1 Workshop on EU Lab adm 2 Comprehensive assessment of current Lab adm 3 Tripartite workshop on assessment 4 Proposal to improve org; distr of functions; coord; com	Activities: 1 Assessment and proposal on job classification of key functions 2 Discussion of proposal with officials and staff	Activities: 1 Pilot activities to enhance business procedures in pilot policy area (incl formulation of strategy and action plan for enhanced design & implementation of policy)
2.Labour Administration staff competencies have been developed and sustainable training programmes are in place		
Output 2.1: A training needs assessment (TNA) of Labour	Output 2.2: Pilot training courses implemented	

Administration is designed and carried out		
Activities: 1 A training needs assessment and report as a basis for the def of a training programme embedded in the training policy and strategy of the Min	Activities: 1 One 2-day workshop on training curricula on lab adm and outline contents on two replicable training events (with EKDDA, possibly) 2 Training events in chosen key areas of labour administration	

The above image shows the results framework as included in the agreement between ILO and EC-SRSS. It was later decided to abstain from implementing the outputs and activities marked red.

Project period and budget

The project was officially launched in Athens on 5th and 6th **October 2016**, through high level meetings with the Ministry of Labour, Social Security and Social Solidarity (MLSSS), the alternate ministers and high level staff of the Ministry and its institutions, the Secretary General, General Directors and Directors of the MLSSS and the social partners.

The project period was in the original agreement defined to be 16 months, but was later amended, through a no-cost extension, to become **18 months**.

The total budget of the project was 366,754 Euros, funded by EC-SRSS. In addition to that, the ILO has supported the project with a few work months, drawing on non-project staff to deliver some activities. It is proposed that the number of ILO work months added to the project is included in the estimation of the actual cost of the project, in order to assess cost efficiency (one of the evaluation questions).

The final financial report of the project will be shared with the evaluator at the end of the project. Project budgets (planned and actual expenditure) will be shared with the evaluator as soon as possible.

3. *The evaluation assignment*

In accordance with the ILO Evaluation Policy, the project described above will the subject of an internal evaluation. An internal evaluation follows a formalised evaluation process but is managed by the project administration, and can, as in this case, be conducted by an ILO official without ties to or any conflict of interest with the management of the project.

The evaluation will be carried out in adherence with the ILO Evaluation Policy, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Criteria, and consider aspects of project relevance, effectiveness, efficiency, impact and sustainability, as adjusted and outlined below (under evaluation questions).

Terms of Reference (ToR) have been drafted to outline the evaluation assignment for the internal evaluator. The below presents the assignment much in accordance with the ToR, adding a few aspects as considered pertinent by the evaluator.

3.1 Purpose and scope of the evaluation

The main purposes of the final internal evaluation are two: to promote accountability to ILO key stakeholders and donor and to promote learning within the ILO.

The evaluation will consider all the activities that have been implemented since the start of the project to the moment of the evaluation, and assess whether these have contributed as expected to the outputs identified in the project document. A mission will be undertaken to Athens, Greece, to enhance understanding of project implementation, and benefit from stakeholders' insights.

3.2 Evaluation Criteria

Every evaluation involves one or several criteria by which the merit or worth of the evaluated intervention is assessed, explicitly or implicitly. The following five have been recommended by the OECD/DAC and underpins the ILO Evaluation Policy. They are also used as standard yardsticks for the evaluation of development cooperation projects:

Effectiveness
The extent to which a development cooperation project has achieved its objectives, taking their relative importance into account.

Impact
The totality of the effects of a development cooperation project, positive and negative, intended and unintended.

Relevance
The extent to which a development cooperation project conforms to the needs and priorities of target groups and the policies of recipient countries and donors.

Sustainability
The continuation or longevity of benefits from a development cooperation project after the cessation of development assistance.

Efficiency
The extent to which the costs of a development cooperation project can be justified by its results, taking alternatives into account.

The main objectives of this evaluation reflects some of the OECD-DAC criteria and are identified in the ToR as follows:

- Determine project **effectiveness**: achievement of project strategic objectives (outcome) and overall objective (initial impact), and understanding how and why results have/have not been achieved. Identify relevant unintended/unexpected results due to the project outputs
- Assess the project implementation **efficiency**;
- Establish the **relevance** of the project outcomes and its usefulness at country and global level;
- Provide **recommendations regarding relevant stakeholders' engagement**, building on the findings of the Project;
- Identify **emerging potential good practices and lessons learned** for key stakeholders.

3.3 Evaluation questions and how to answer them

The OECD-DAC evaluation criteria have also informed the structure of the evaluation questions, which are centred on the areas of Design, Effectiveness, Efficiency (including impact), Relevance and Sustainability. The evaluation questions are further elaborated in the data collection work sheet (Annex 3), whereas some reflections relevant for the approach to answer them is elaborated here.

Building on the above presented evaluation objectives, the evaluation will attempt to assess whether, or the extent to which, outputs have been sufficient in establishing the necessary preconditions for outcomes to be achieved as expected/outlined in the project document. As regards outputs, the evaluation will 1) assess the project flow and strategic organization of activities to achieve results; 2) identify changes of plans on the level of activities; 3) how changed plans have been argued for, and; 4) how changes have affected (positively or negatively) the likelihood that outputs and outcomes will be achieved. The evaluator notes that the project period is quite short and the project outcomes (specific objectives) quite ambitious. Analytically, an effort will be made to identify levels of achievement of objectives and to explain how and why these have been attained in a certain way (and not in other alternative expected ways, if this would be the case). The question of sustainability of results achieved, and whether these are sufficient for a continued movement towards the achievement of expected outcome results, is considered important in this context.

The evaluation will also keep an eye on unexpected results in terms of non-planned outputs and outcomes (i.e. side effects or externalities). The observation in the ToR that some of these unexpected changes could be as relevant as the ones planned, is noted, and if such unexpected changes are identified, the evaluator will reflect on them for learning purposes.

3.5 Methodology

In addition to the written documentation that exist from the program (mainly internal documents), and some direct observation during the mission to Athens, the evaluation will primarily rely on interviews with project staff, ILO staff contributing to specific components of the project, and representatives of project stakeholders (the EC-SRSS as donor and stakeholder; the MLSSSSS as key partner and focus of the capacity development initiative at the core of the project); employers and worker's organisations (as key partners in the sense that social dialogue constitutes an important aspect of the project).

Planned interviews

Organisation	Name and title/role in relation to project of interviewees
ILO (project team)	Ms Athina Malagardi Mr Javier Barbero Mr Joaquim Pintado Nunes Ms Justine Tillier
ILO (staff involved in implementing specific components)	Mr Yves Perardel, STATISTICS Ms Rosina Gammarano, STATISTICS
ITCILO	Ms Naima Pages
EC-SRSS	Ms Vicky Vasileiou Mr Marc Vothknecht
MLSSSS	Mr. Andreas Nefeloudis, the General Secretary of the Ministry of Labour, Social Security and Social Solidarity Ms Souzana Laskaridou (Dept of Intl Rel of MLSSSS) Ms Giorgia Akouloglou The pilot project team
Employers	Mr. Charalambos Arachovas (ESEE) Mr. Antonis Meggoulis (ESEE)

	Mr. Nikos Zoitos (SETE)
	Ms Katerina Daskalaki (SEV)
	Mr. George Thanopoulos (GSEEVE)
Workers	Ms Ellie Varchalama, legal advisor of GSEE
	Mr. Konstantinos Boukouvalas, consultant at INE GSEE

Interviews will indeed be crucial for obtaining information on several of the above themes. Yet, to the extent that such data comes from people who have a stake in the process, such data can contain biases, particularly positive ones. In order to counteract this tendency, leading questions will be avoided. Rather, in spite of the relatively structured format for the interviews, respondents' own recollections and reflections will be encouraged as far as is possible (i.e., not only asking whether a specified activity was useful, but rather enquiring as to how/in what way activities were useful, and asking respondents to give examples of how that use have been demonstrated later on). Bias can also be negative, for example when data comes from stakeholders who feel the project was not implemented according to their preferences or advice.

A way to counter such bias is to compare information received from a stakeholder e.g., expected to present an overly positive view, with information from other sources, less inclined to exaggerate the positive effects of a project. In the case of this evaluation, conducting interviews with government, social partners (employers and workers' organisations) and the donor (EC-SRSS), would present an opportunity of "triangulation of sources". The economic crises and the structural adjustment programs introduced to encourage economic stability and institutional efficiency (the evaluated project constitutes a part of these efforts), has apparently heightened tension between ILO constituents, and if data from MLSSSS could contain a positive bias, data from social partners could contain a negative bias. The evaluator's awareness of this situation should lessen the expected problem of bias, and triangulation of data is likely to further facilitate a fair understanding of the project and its results. An inability to include all actors referred to above in this evaluation, would constitute a serious limitation of the evaluation methodology.

3.6 Limitations

The above considerations notwithstanding, the evaluation will face several limitations, most of which are connected to time. In the first place, the project has only been implemented during a limited period of time (18 months), and while some results on the outcome level (that is, beyond the sphere of control of the project) should be visible, the sustainability of

such results may indeed be difficult to assess. The evaluator will nevertheless discuss aspects of the project that are likely to impact on sustainability, and the likelihood that results are sustainable. The same is true for results on the level of impact. The ToR suggests an assessment of the strategic orientation of the project towards creating a more efficient labour administration system for Greece, as a basis for a discussion about impact results. Such an assessment in combination with what stakeholders say about the likelihood of sustainable change, are probably as far as an impact discussion can be taken.

Secondly, the time available for the evaluation itself is also limited. This is primarily due to the need to conduct the evaluation before the end of the project period, but as late as possible, to be able to see as much as possible of the project, how it has been implemented, and what results that can be discerned. Restrictions on time (both in general and in Greece specifically) means that the number of interviews will by necessity be limited, and that the focus of this assignment will be on the current project and not in any great depths on synergies achieved with the two parallel projects implemented by the ILO in Greece, or indeed other ongoing projects.

4. *Updated workplan:*
The below presents a lightly updated version of the work plan suggested in the ToR:

Task:	Dates:
Familiarisation, desk review of project related documents, development of questions	Febr 14-19
Briefing with the evaluation manager and LABADMIN-OSH Branch	Febr 19-20
Preparation of inception report	Febr 14-19
Interviews in Stockholm and by phone.	Febr 17 – March 2
Interviews in Greece	Febr 19-22
Drafting report	Febr 26 – March 2
Revising report	March 19-20
Final report	March 20

5. Proposed structure of the final report:

Findings and recommendations from the assignment will be reported in a final report that will be around 25 pages long. Normally, preliminary findings would have been presented at a stakeholder workshop in Athens with ILO project staff, EC-SRSS, MLSSSS and social partners participating, allowing participants to provide feed-back and corroboration of the report's findings as well as discussing the implications of its findings. For different reasons, however, it has proven difficult to organise such a workshop during the evaluator's mission to Athens, and the evaluation stakeholder workshop have been cancelled. There will however be a short meeting to close the project, to which all stakeholders including social partners have been invited. The evaluator will be present at this meeting. As the purpose of this meeting is another, it cannot be expected to fill the purpose of an evaluation stakeholder meeting. Instead, stakeholders will be invited to comment on the draft final evaluation report. The evaluation manager will be responsible for sharing the draft report with stakeholders, and will, according to the ToR, consolidate comments and send to the evaluator.

Tentatively, the report is proposed to consist of the following parts:

- Executive summary. (One page)

- Introduction: Overview of the project and the context in which it has been implemented (One-two pages)

- Evaluation process and methodology. Limitations. (One page)

- Design. (Three pages.)

- Effectiveness and impact potential. (Three pages.)

- Efficiency. (Three pages.)

- Relevance. (Three pages.)

- Sustainability. (Three pages.)

- Conclusions. (Two pages).

- Recommendations. (Two pages).

- Good practices and lessons learned. (One page).

- Annexes. (X pages).

Organisation	Offical
MLSSS	Mr. Nefeloudis, the General Secretary of the Ministry of Labour, Social Security and Social Solidarity With interpretation
MLSSS	Ms Souzana Laskaridou Ms Giorgia Akouloglou With interpretation
MLSSS	The pilot project team at the Ministry of Labour, Social Security and Social Solidarity With interpretation
EC-SRSS	Ms Vicky Vasileiou Mr Marc Vothknecht
ESEE (The Hellenic Confederation of Commerce and Entrepreneurship)	Mr. Charalambos Arachovas Mr. Antonis Meggoulis (To be confirmed)
GSEE (General Confederation of Greek Workers)	Ms Ellie Varchalama, legal advisor of GSEE Mr. Konstantinos Boukouvalas, consultant at INE GSEE With interpretation (To be confirmed)
SETE (The Greek Tourism Confederation)	Mr. Nikos Zoitos (To be confirmed)
SEV (The Hellenic Federation of Enterprises)	Ms Katerina Daskalaki (To be confirmed)
GSVEE **The Hellenic Confederation of Professionals, Craftsmen & Merchants (GSEVEE)**	Mr. George Thanopoulos (To be confirmed - Mr. Thanopoulos has also asked if it would be possible to send to him a questionnaire or to do a phone interview, due to difficulties with his agenda, and the latter option will be proposed)

Annex 2 (ToR): List of Documents made available for the evaluation

Agreements

Signed agreement ILO - EC-SRSS (August 2016)

Amendment; no-cost extension, from 16 months to 18 months (Dec 2017)

Mission Reports

Kick-off meetings, Athens (5-6 October 2016)

Mission report Athens (18-27 Oct 2016) JB

Mission report Athens (17-19 Jan 2017) JB

Mission report Athens (21-24 Febr 2017) JB

Mission report Athens (11-13 Dec 2017) JB (incl list of participants in statistics training; agenda for training and

Outputs

ITC Training (Final report Greece training-MLSSSS Jan 2018)/ToR training seminars (ITC Dec 2017)

Labour Administration Assessment (April, 11, 2017) + ToR Intl consultant

Pilot Project ToRs Intl consultant + national consultant/ Roadmaps Minimum wages + NSE

Brief Note of meeting with Expertise France (Ministry of Finance), 22 Febr 2017

Reports

Flash Report to EC-SRSS (Sept 16-April 17) Submitted May 11 2017.

Interim Narrative Report (Sept 16 – August 17) Submitted October 4 2017 (17 p).

Steering Committee Meeting Report

Steering Committee Meeting Dec 11, 2017 (3 p)

Annex 5: Data Collection Worksheet

Evaluation Questions	Indicator/Sub-questions	Sources of Data and method	Comments before interviews
Design			
1 **Validity of project design; effectiveness of methodologies and strategies employed chosen to achieve the project's goals.** **Timeline and objectives: Clarity, realistic and feasible (scope vs time and resources)?** **Was the project design logical and coherent (in rel also to other initiatives on the issue)?**	Assessment by evaluator (clarity, feasibility, coherence) of original design. Views on design of interviewees Assessment by evaluator (clarity, feasibility, coherence) of actual design. Views on changes of interviewees Validity will also be assessed in comparison with results (answers to questions under area 2 below)	Project document Project reports Interviews with project staff Interviews with MLSSS Interviews with EC-SRSS	

2		Project document	
Design in accordance with ILO RBM principles?	Was a Theory of Change developed? Did project staff and stakeholders agree on the ToC? Was final beneficiaries included in the ToC?	Project reports Interviews project staff	
How appropriate and useful were the indicators and targets in terms of assessing project progress?	Was a performance monitoring table/tool developed? (How was monitoring done?) Were indicators defined in such a way that they would determine whether the preconditions necessary for outcome changes had been achieved?	Interviews project staff Interviews project staff Interviews with pilot group at MLSSSS	
To what extent were external factors and assumptions identified at the time of design? Have underlying assumptions proven true?	Were indicators able/sufficiently fine-tuned to capture progress on the level of outcome? How has enhanced capacity and efficiency been defined in the project? **Were external factors necessary for achievement of outcome results identified?**	Interviews with EU-SRSS	
Was a sustainability strategy defined at the project design stage?	How was the pilot reflected in design? **What was expected in terms of replicability and sustainability of the pilot? Do expectations seem reasonable?** **Was a sustainability strategy defined?** Were indicators used for performance monitoring and reporting?	Interviews with pilot group at MLSSSS Interviews with EU-SRSS	

| 3 Were stakeholders' problems and needs (institutional arrangements, roles, capacity and commitment of stakeholders) adequately analyzed and were needs, constraints, resources and access to project services of the different beneficiaries clearly identified, taking gender issues into concern? | How was the existing (pre-project) capacity of the MLSSS and social partners assessed when the project was designed, to determine the scope (sufficient resources and time to achieve change)? How was stakeholder commitment ensured (distinguishing between CD of MLSSS and the social dialogue component)? How was social partners' access to the project discussed and planned for i) internally in the project; ii) with social partners themselves (to ensure sufficient resources); iii) with MLSSSS; iv) with the donor? Was a stakeholder management plan developed? Was gender (e.g., limited access of individual staff members to project services?) considered? | Interviews project staff Interviews with pilot group at MLSSSS Interviews with EU-SRSS

Interviews with resp stakeholder

Interviews project staff Interviews with pilot group at MLSSSS Interviews with EU-SRSS | |

Effectiveness (the extent to which the intervention's immediate objectives were achieved)			
1 **Did the project deliver outputs as planned, in terms of quality, quantity and timing?**	Were outputs delivered as planned by the project (quality, quantity, and timing) How were changes to the project design decided; what were the arguments for cancelled activities/outputs? Were effects on outcome results discussed? How were participants in capacity development activities (particularly perhaps ITC training) chosen? How was the baseline/ their capacity prior to training assessed? How was the quality of outputs determined (pre/post assessment?)?	Project documents (prodoc and reports) Interviews (Mission reports)	

| 2 Did the project achieve its immediate objectives? | How did project staff and stakeholders understand the immediate objectives? Do all actors give the same description? How has enhanced capacity and efficiency been defined in the project? What was the effect of cancelled activities on outcome results? (Consider replacement by other activities; synergies with other projects? In the case of reorganization proposal decreed, how was the new organizational chart assessed by ILO and other stakeholders, in rel to the organization assessment done initially?).

Has change on the outcome level been observed by the project (in terms of indicators defined and targets set for the project, and in terms of ToC)? Is there evidence that such change has occurred? Does it seem sustainable? | Interviews stakeholders and project staff

Project documents

Interviews project staff
Interviews all stakeholders | |

3 Have unplanned outputs and results been identified and if so, why were they necessary and to want extent significant to achieve project objectives?	Did outputs establish the necessary and sufficient preconditions for outcomes to be achieved within the timeframe set out? (Was additional support needed to achieve change on the outcome level?)	Interviews project staff Interviews pilot group MLSSSS	
	Were project resources sufficient for the delivery of outputs as planned? How much resources has been added to the project (e.g., ILO RB staff time)?	Interviews project staff Interviews pilot group MLSSSS	
	Were any unforeseen positive results identified/achieved?	Interviews all stakeholders	
4 How did positive and negative factors outside the control of the project affect project implementation and project objectives and how did the project deal with these external factors?	Open questions to project staff and EU-SRSS, MLSSSS	Interviews project staff Interviews MLSSSS and EU-SRSS	
	Were these external factors identified during project design as assumptions or risks?	Interviews project staff Project document	
	Were stakeholder management given appropriate attention during project design?		

5 **How was gender issues mainstreamed in the approach developed by the project?**	Assessment of project document Was gender highlighted in the statistics training?	Project documents (incl reports and ITCILO training reports) Interview with project staff (incl ILO Statistics) Interview with project stakeholders (pilot group)	
Efficiency (A measure of how economically resources/inputs i.e., funds, expertise, time etc are converted into results)			
1 **Compare the allocated resources with the results obtained. In general, did the results obtained justify the costs incurred?**	Were expected results achieved and do they seem sustainable? What was the actual cost of the project/results? (As above: Were project resources sufficient for the delivery of outputs as planned? How much resources has been added to the project (e.g., ILO RB staff time)? Do costs seem justifiable with reference to results?	Assessment based on information above Financial reports Interview CTA (others?) Interview ILO STATISTICS	

| 2

What are the more relevant lessons learnt on how the project operated as a centralized project? | Views of project staff and stakeholders

How did the centralization of the project at ILO affect the "collaboration system" referred to below? Did the relationship between the national coordinator and stakeholders function well? Did the communication between the NPC and the CTA (and other staff at HQ) function well?

What administrative functions were centralized? How did the project office report to ILO HQ? What funds did they manage in Athens? | Interviews | |
| --- | --- | --- | --- |
| 3

Has the project received adequate administrative and technical political support from the ILO office in the field and the responsible technical unit at HQ? | See above: a short description of the management set-up is suggested to be sufficient for the evaluation report, and that will be based on interviews with NPC and CTA. | Interviews NPC, CTA | |

| 4

Was the collaboration system established between the EC-SRSS, the ILO and the MLSSS efficient to achieve project results? | Was there another "collaboration system" than the steering committee?

The steering committee: how was it established; how often did it convene; was progress/obstacles discussed; who was on it; was the composition of the steering committee easy to agree on; did it work well as a steering committee in the mind of stakeholders?
Were issues/decision points addressed outside the steering committee? Why?

Do the three parties (EC-SRSS, the ILO and the MLSSS) consider the collaboration system efficient to achieve project results?

Impression/conclusion of the evaluator based on the above | Interviews CTA; EC-SRSS; MLSSS | |
|---|---|---|---|
| **Relevance** | | | |

1 **Did the project respond to the needs of the indirect beneficiaries ("workers in Greece")?**	How were the "needs of the indirect beneficiaries (workers in Greece)" included in the project design; implementation and discussions among stakeholders? Do project results seem likely to produce changes that will affect the lives of workers in Greece? (This is also a function of sustainability.)	Project document Interviews	
2 **Was the project a relevant response to the requirements on Labour Administration set out in the June 2016 Supplemental Memorandum of Understanding (MoU) between the EC (acting on behalf of the European Stability Mechanism), the Hellenic Republic and the Bank of Greece?**	Comparison requirements in MoU and project documents (how has enhanced capacity and efficiency been defined in the project and what was called for?)	the June 2016 Suppl Memorandum of Understanding (MoU) between the EC (acting on behalf of the European Stability Mechanism), the Hellenic Republic and the Bank of Greece	

3 **Did the strategy properly address the different needs, constraints and access to resources of the MLSSSS?**	To what extent did the project recognize different entities within the MLSSS, and their respective levels of needs, constraints and access to resources? Was such a recognition responded to/acted upon?	Project documents; Interviews with CTA and MLSSSS representatives	
Sustainability			
1 **What steps were taken to ensure sustainability?** **Were these strategies articulated with/explained to stakeholders?** **Were sustainability an aspect included in the theory of change (and was the ToC discussed with stakeholders)?**	Was a sustainability strategy included in project design? How is social dialogue understood by stakeholders to contribute to or threaten sustainability? How was sustainability ensured in project implementation? (This question also draws on responses to questions above – quality of outputs; whether outputs presented sufficient preconditions for outcomes to be realized; how "enhanced capacity" is understood, and whether a sufficiently comprehensive understanding has permeated the project to encourage sustainable results)	Project document	

2			
To what extent are project results likely to be sustainable and maintained and scaled up and replicated by (the ILO and) partners after the end of the project?	What has been learnt from the pilot and how can this experience feed into other areas of the MLSSSS in need of capacity development?	Project reports Interviews CTA, MLSSSS, EC-SRSS	
Impact			

1 Assess the strategic orientation of the project towards creating a more efficient labour administration system for Greece. (It is proposed that this question is assessed in connection with the area above, assessing the effectiveness of the project.)	Assessment of strategic orientation; Stakeholders' (and ILO's) view on how far this project has been able to reach in terms of creating a more efficient labour administration system for Greece Stakeholders' commitment to change	Interviews EC-SRSS; social partners; MLSSSS	