



# Country Report

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*Greece*

for the Project “Assessment of the Current  
State of DRG Evaluation in Europe”

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## 1. Overview of the existing M&E practices in the country (supply, demand, and institutionalization)

Evaluation in the country is not much endorsed, as an active partner at all levels of governance. In fact, the term "evaluation" (negatively perceived due to the imposed MoUs and the associated reforms and the close follow-up of the progress of their implementation by the country's creditors) is often confused with monitoring, assessment, control and audit.

Although there is mandatory requirement for all laws to be accompanied by an ex-ante impact assessment (regulatory impact assessment) as well as a provision for ex-post evaluation of all legal acts, practices reveal that there is actually no depth in the analysis nor adequate background quantification for impact assessments (see also section 2.3 below: the law on Better Regulation (4048/2012)).

Policies in the country do not usually rely on evaluation feedback and often, policies are repeated, overlap or are partially or wholly redundant with one another, due to lack of evidence, often deriving from lack of measurable and validated data. Similarly, reforms are not evaluated, and long term impacts are never assessed.

In terms of organisational and HR management in the public sector, evaluation has been slowly introduced and cautious steps are to follow.

On the other hand, common practice involves evaluation of environmental issues, mainly through Environmental Impact Assessments of infrastructure and expenditure (as imposed by law), as well as of education and health.

As regards the programmes and projects co-financed by the European Commission for which evaluations constitute a mandatory requirement (ex-ante, evaluations during the programming period, mid-term, impact, ex-post), the Commission's particular requirements as stipulated in the relevant regulations and associated methodological guidelines are followed. The EU Common Provisions Regulation (CPR) 1303/2013 lays down the essential requirements for evaluation in the programming period 2014-2020, which sets forth the evaluations realised for the purpose of improving quality in planning and the implementation of programmes, as well as the evaluation of their effectiveness, efficiency and impact.

The CPR 1303/2013 has been transposed into the Greek legislation (Law 4314/2014) for the management, control and implementation procedures of the Partnership Agreement (PA) 2014-2020. In the context of the programming period 2014-2020, the decision has been reached to draw up an Evaluation Plan for each Operational Programme (7 Sectoral and 13 Regional Operational Programmes) and an Evaluation Plan for the whole PA for the Development Framework (2014-2020). However, evaluation is rather implemented as a 'managerial' task instead of being a tool for deepening knowledge and studying impacts, whereas there is a significant lack of competencies and fragmentation of data.

## 2. Description of the current state of DRG evaluation in the country

### 2.1 Consensus: Agreement on the questions of national identity, historical narrative, and fundamental rules of the game

Regarding this dimension, it can be claimed that in terms of policy making there is a broad consensus on issues related to national identity, historical narrative, and fundamental rules of the game. At an institutional level, EU membership has been for the greater part an important element of the Greek national consensus. Article 28 of the constitution is the foundation of the country's integration into the EU and stipulates that "*The generally recognised rules of international law, as well as international conventions as of the time they are sanctioned by statute and become operative according to their respective conditions, shall be an integral part of domestic Greek law and shall prevail over any contrary provision of the law*".

Europe was commonly associated in public discourse with geopolitical security, democratic institutions and economic prosperity. Moreover, accession to the European Monetary Union in 2001 was celebrated as proof of a successful national course and as promise for economic growth.

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*Within this framework, the dimension of consensus, as defined by the USAID, does not constitute a component of any evaluation of policy interventions, as it is considered as a constitutionally safeguarded principle and an integral part of the broader European acquis.*

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Nevertheless, challenges to pro-Europeanism both from the left and from the extreme right have risen in the context of the economic crisis and the refugee influx in the country, and brought about political rhetoric that appeals to the public's growing anxiety and discontent about the effects of those on the citizens' daily lives and future prospects.

While Euro-sceptical attitudes are still a minority within Greek society – but significantly increased in relation to past trends – the discursive negotiation of Europe in the Greek public debate is characterized by ambiguity and has acquired various negative connotations (e.g. austerity policies, authoritarianism, German hegemony, democratic deficit in decision-making).

This is also reflected in a recent Eurobarometer Survey on European Citizenship as published in June 2018<sup>1</sup>. According to this survey, a majority of respondents in 26 EU Member States **feel attached to Europe** (the same number as in autumn 2017), with the highest levels in Denmark (81%), and Luxembourg and Sweden (80% in both countries). However only a minority of respondents feel attached to Europe **in Greece (42% "attached", vs. 58% "not attached")**; this was also the case in autumn 2017.

Furthermore, in all 28 EU Member States (compared with 27 in autumn 2017 when Greece was the one exception), a majority of respondents see themselves as citizens of the European Union. This is the first time since 2010 that a majority of respondents in all EU countries feel this way. **Yet, respondents in Greece and Bulgaria (51% in both countries) are the least likely to feel that they are citizens of the EU**, while Greece has one of the lowest proportion of citizens who said that they **'definitely' feel they are citizens of the European Union (15%)**.

## 2.2 Inclusion: Exclusion or discrimination of parts of populations from political, social and economic life

The integration of this dimension into evaluation is developed to a great extent, mostly due to the fact that there is a formal requirement set out by the European Commission for the dimension of "inclusion" to be considered as a cross-cutting issue for all co-financed programmes and projects.

In Greece, evaluation of inclusion policies started in 2003 with the evaluation of the EQUAL programme<sup>2</sup>. This evaluation lasted until 2008 and harvested a number of good practices. Evaluation was carried out both at programme and project level.

As regards the integration of this dimension into current evaluation processes the following practices have been identified.

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### *Current practices*

- *Activities and reports of the National Mechanism for Coordination, Monitoring and Evaluation of policies for social inclusion and social cohesion*
- *Evaluations conducted by the European Social Fund Coordination and Monitoring Authority (EYSEKT)*
- *Activities and reports of the Special Secretariat for Inclusion of Roma Population*

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### ➤ **Activities and reports of the National Mechanism for Coordination, Monitoring and Evaluation of policies for social inclusion and social cohesion**

The National Mechanism for Coordination, Monitoring and Evaluation of policies for social inclusion and social cohesion was established by law in December 2016.

Its mission is described as: the planning, updating, coordinating, monitoring and evaluation of horizontal, coherent multi-sectoral policies for social inclusion and social cohesion and acting as a focal point between the Ministry of Labour, Social Security and Social Solidarity and other ministries implementing social policies, without modifying their responsibilities, in connection with the implementation, monitoring and evaluation of these policies.

The aims of the National Mechanism are to:

- Identify social needs
- Coordinate the formulation social inclusion and cohesion policies
- Monitor and evaluate their implementation
- Identify priorities for social based on current needs
- Contribute to enhancing information dissemination, transparency, efficiency and effectiveness of the social protection system
- Document and specify policies and actions, in accordance with the cumulative characteristics of individuals, those at risk of poverty, extreme poverty and social exclusion
- Design, monitor and evaluate the institutional framework for the effective implementation of the Social Solidarity Income

The National Mechanism includes structures both at central and local government level. At the centre of the mechanism lie the Directorate for Social Inclusion & Social Cohesion (which includes the Planning & Evaluation Department; the Monitoring Department; the

Documentation and IT Department) and the Integrated Geographical Information System (IGIS): for data recording, generation of reports and other statistical data for the monitoring of social policies and the priorities of the National Strategy for Social Inclusion.

According to the provisions of the founding regulation, the Mechanism introduces the requirement for the **systematic preparation of a number of reports** (progress reports, monitoring reports, evaluation reports, annual reports) by different actors, namely:

- Directorate for Social Inclusion & Social Cohesion
- Directorate for Combat of Poverty
- Line ministries
- National Centre for Social Solidarity
- Hellenic Manpower Employment Organisation
- National Institute of Labour & Human Resources
- Regional Directorates for Social Care
- Municipal Social Services (provision of information and data)
- Regional Observatory for Social Inclusion (yearly research on income and living standards)

➤ **Evaluations conducted by the European Social Fund Coordination and Monitoring Authority (EYSEKT)**

The European Social Fund Coordination and Monitoring Authority (EYSEKT) was established in 2001 with the following mission:

- To coordinate the implementation of co-financed by the European Social Fund (ESF) interventions in Greece.
- To monitor the implementation of ESF policies through actions being realized in the country by 4 Sectoral and 13 Regional Operational Programmes.
- To coordinate the design, the implementation and the evaluation of these actions.

In this context, EYSEKT exercised its coordinating role during the 3rd CSF and the NSRF 2007-2013 programming periods, supporting at the same time the work of Operational Programmes with the preparation of studies, the organization of know-how transfer events, the production of tools and information systems.

Today, within the framework of PA 2014-2020, EYSEKT maintains and enhances its role, operating under the National Coordination Authority of the General Secretariat of Public Investment - NSRF of the Ministry of Economy, Development and Tourism.

**In the current programming period (2014-2020)** emphasis is placed in measuring the interventions' results and their impact against the targets set in the Europe 2020 Strategy. Emphasis is also placed in the development of a reliable system of indicators for monitoring of progress and assessment of results.

EYSEKT is also responsible for running the **Central Register of Evaluators (EMA)**, an important tool in the process of documented and objective evaluation of the quality of interventions being co-financed by the European Social Fund in Greece. The Central Register of Evaluators (EMA) was set up in 1998 at the Ministry of Employment and Social Protection (Ministerial Decision 106543/16.4.1998) and has since then served as a central record of experts in the human resources sector in Greece. Evaluators on the Register are invited to evaluate the proposals of agencies for projects that aim to develop the country's human resources, as soon as they are submitted for approval and finance from the European Social Fund and the Greek state. Such projects include training

programmes, employment actions, programmes for the social inclusion of vulnerable groups and so on.

➤ **Activities and reports of the Special Secretariat for Inclusion of Roma Population**

The Special Secretariat for Inclusion of Roma Population was established in 2016 as a structure within the Ministry of Labour, Social Security and Social Solidarity with the aim of becoming the national contact point for Roma issues in the country.

The scope of work of the Secretariat includes:

- The formulation of guidelines for all policy areas related to the social inclusion of the Roma population and submission of relevant proposals and recommendations to the Minister for Labour, responsible for social solidarity matters.
- Close cooperation with line Ministries, bodies at national, regional and local level and with private bodies for the design and implementation of interventions on Roma issues, as well as the coordination and inter-sectoral monitoring of Roma policies, such as access to education, employment, healthcare and housing.
- The creation and development of a geographical information system for the documentation, monitoring and evaluation of relevant policies and the parallel mapping of the characteristics of the Roma population living in camps and settlements cut off from the general urban fabric.
- The provision of advice and technical support to stakeholders for the design and evaluation of Roma-related interventions and the conduct of meetings and events for this purpose.
- The conduct of field studies and studies on the living conditions of this vulnerable social group and on issues related to housing, education, health and employment.
- Request and receipt of necessary information and data from all public or private entities dealing with Roma issues, for the formulation of national policy for this vulnerable social group.

The National Contact Point for the promotion of the National Strategy for Roma Inclusion is also transferred to the Special Secretariat.

The Secretariat includes three units: the Secretary Special Office, the Planning Coordination and Monitoring Department and the Documentation, Evaluation, Support and Specialisation Department. The Planning Coordination and Monitoring Department is entrusted *inter alia* with the monitoring and evaluation of implementation of the National Strategy for the Roma Social Inclusion, whereas the Documentation, Evaluation, Support and Specialisation Department is responsible for the collection and processing of quantitative and qualitative data related to interventions for Roma inclusion, as well as for the development of evidence-based indicators for the monitoring of implementation and effectiveness of relevant interventions.

Given the recent establishment and operation of the Secretariat, so far, a formal evaluation has not yet been conducted.

**2.3 Competition and political accountability:** The extent to which the political system includes competition and existence of free, fair, and inclusive elections, freedom in media, vibrant civil society as well as presence of an adequate political rights and civil liberties

### 2.3.1 Competition

The Greek governmental structure is similar to that found in many other Western democracies, and has been described as a compromise between the French and German models. The Prime Minister of Greece is the head of government and of a multi-party system. The Prime Minister and the cabinet play the central role in the political process, while the President performs some executive and legislative functions in addition to ceremonial duties. Voting in Greece is compulsory but is not enforced.

The constitution of Greece, which describes Greece as a "presidential parliamentary republic", includes extensive specific guarantees of civil liberties as well as provisions for freedom of speech and the press. More specifically:

Article 52 of the Greek constitution is complementing the principles regulating the electoral process by providing that: «the free and falsified expression of the popular will, as an expression of popular sovereignty, it under be guaranteed by all State officers who shall be obliged to ensure such all circumstances. Criminal sanctions for violations of this provision shall be specified by law». This provision was not to be found in previous Greek constitutions. It was intended to emphasize that no interference of state agencies falsifying the expression of the popular will shall be tolerated in the future.

Furthermore, freedom of expression is also guaranteed by the constitution. According to Article 14, everyone may express his thoughts orally, in writing and through the press in compliance with the laws. The same article establishes that the press is free, that censorship and the seizure of publications are forbidden, and that the right to reply to errors is also guaranteed. Art. 14(9) foresees that media ownership and financing are registered, and prohibits concentration of ownership.

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*Within this context, the dimension of competition is not evaluated, since it is considered as a constitutionally safeguarded principle*

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### 2.3.2 Political Accountability

As regards the integration of political accountability into current evaluation processes the following practices have been identified.

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*Current practices*

- *Law on Better Regulation*
  - *Opengov: portal designed to serve the principles of transparency, deliberation, collaboration and accountability*
  - *Membership in the Open Government Partnership Initiative*
  - *Interventions and reports by the Inspectors-Controllers Body for Public Administration*
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- **The law on Better Regulation (4048/2012)** entitled "Regulatory Governance: Principles, Procedures and Means for Better Law-making<sup>3</sup>".

This law, also known as "*a law for all laws*", lists consultation, regulatory impact assessment (ex-ante evaluation) and ex-post evaluation of all legal acts among tools for better regulation.

Article 6, places on a statutory basis the requirement that consultation on draft bills takes place through the [www.opengov.gr](http://www.opengov.gr) website (see electronic deliberation under 'Opengov.gr' below). The Bureau for Legislative Initiative in each ministry is tasked with the drafting of a report on public consultation, in which all comments and proposals relevant to each proposed piece of legislation are grouped, and provides arguments for their inclusion (or non-inclusion) in the final text. This report is submitted to the Parliament together with the bill and is also published online and emailed to all participants in the consultation process.

Furthermore, the law formalises the obligation of administrative authorities to conduct Regulatory Impact Assessments (RIA) on all bills as well as regulations of "major economic and social importance". The foreseen RIA provides a detailed and systematic appraisal of the potential impacts of each new regulation in order to assess whether the regulation is likely to achieve the desired objectives, and is an important element of an evidence-based approach to policy making. The RIA is submitted together with the draft measure to the Better Regulation Office. The latter, the Greek Ombudsman and the Bureau for Legislative Initiative in the pertinent ministries collaborate to improve the quality of RIA, as the statutory text describes this process. With respect to bills, the RIA with the "remarks" of the Better Regulation Office are also submitted to the Parliament and published to the Parliament's website.

In addition to the above-described ex-ante evaluation, the law introduces the ex-post evaluation of implementation of all legal acts. This should take place after three years and no later than five years subsequent to the enactment of every statute. It includes the evaluation of the cost required for the enforcement of the law, the effects and impacts, the benefits and positive results as well as the case-law findings. This evaluation is to be performed by the ministries' competent Bureaus for Legislative Initiative taking into account the views of social partners, the academia scientific and research bodies, the ESC and is submitted to the Better Regulation Office.

Despite this cluster of legislative provisions, these initiatives still face important limitations; formal, operational as well as structural. The lack of an enforcement mechanism further challenges the effective implementation of these accountability mechanisms.

- **Opengov.gr** has been designed to serve the principles of transparency, deliberation, collaboration and accountability and includes three initiatives:

**Open calls for the recruitment of public administration officials:** Top level and mid-level openings in the public sector are available on the Internet. Applications are submitted on-line using a platform available on the [opengov.gr](http://opengov.gr) website.

**Electronic deliberation:** Almost every piece of draft legislation or even policy initiative by the government, are posted in a blog like platform prior to their submission to parliament. Citizens and organisations can post their comments, suggestions and criticisms article-by-article.

**Labs OpenGov:** An open innovation initiative that brings together ideas and proposals from citizens, the public and the private sectors. Labs.OpenGov.gr attempts to release the power of decentralised knowledge and explore new ways to tackle modern public administration problems. It is an open innovations web laboratory that brings together experts from the technological community and institutions that manage information technology projects for the public sector and citizens.

- **The Open Government Partnership (OGP)** is a multilateral initiative that aims to secure concrete commitments from national and subnational governments to promote open government, empower citizens, fight corruption, and harness new technologies to strengthen governance. Participating countries in the Open Government Partnership pledge to deliver country action plans that elaborate on concrete commitments on open government<sup>4</sup>. In each country, these commitments are developed and implemented through a multi-stakeholder process, ideally with the active engagement of citizens and civil society. OGP action plans are meant to be living documents that can be updated on a rolling basis. Each country's action plan contains concrete commitments related to open government reforms that governments pledge to implement.

Greece's participation to OGP provides the unique opportunity to the Government to engage in dynamic and productive dialogue. Greece joined the OGP in 2011 and the first action plan was drafted in April of 2012. Through the 3<sup>rd</sup> action plan, the Greek government made a series of commitments (34 current commitments) to further promote open governance as a part of OGP commitments, as described in the action plan: Boosting Public Engagement, Enhancing Public Resources Management, Opening (Up) Data and Enhancing Transparency.

- **Interventions and reports by the Inspectors-Controllers Body for Public Administration (I.C.B.P.A.)**

I.C.B.P.A.'s powers and tasks for accomplishment of its mission lie in four main categories:

- Conduct of inspections, controls and investigations
- Collection of evidence for the prosecution of potential criminal offences committed by civil servants, (such as forgery, bribery, violation of the confidentiality obligation, negligence of duty, theft, blackmail, fraud, etc.)
- Conduct of inquiries/preliminary examinations after a mandate by the competent Public Prosecutor. Furthermore Public Prosecutors, inform SEEDD of any prosecution against public officials or public servants.
- Review of the assets of public officials. In this framework, according to the provisions of the Law 3213/03, as amended by law 3613/2007, the Secretary Special of I.C.B.P.A. may authorize the opening of bank accounts and the access to tax data and records of transactions in the stock market.

I.C.B.P.A does not engage in matters falling within the operation of the "independent administrative authorities", the powers of the Directorate of Internal Affairs of the Police and the Office of Internal Affairs of the Ministry of Mercantile Marine. It does not conduct financial audits and it does not also intervene in disputes between public entities and their employees.

The following entities are subject to control:

- a) All public services
- b) First and second tier local government organisations (regions, municipalities) and their enterprises
- c) Legal entities of public law

- d) State legal entities of private law
- e) Public enterprises
- f) Enterprises whose Board of Directors is appointed by the State

### **Control Reports**

After the completion of an inspection, control or survey, the competent Inspectors-Controllers and Assistant Inspectors-Controllers shall draw up a documented report and submit it to the Secretary Special.

The report contains a description of the case, a depiction of the current situation, the data submitted or used, the procedures by which the case was investigated, the findings, conclusions and recommendations. The recommendations contain specific and feasible solutions, focusing on those that should be given priority for implementation, and analyse their positive impact on the agency or service controlled.

Moreover, the Inspectors-Controllers or Assistant Inspectors-Controllers may recommend, insofar as they deem it necessary, the improvements or reforms to be initiated to the institutional framework surrounding the organisational structure and operation of the service, according to the needs of maximum efficiency, and propose measures for reducing operational expenses and the cost of the services provided.

The reports of the Inspectors-Controllers, are submitted to the Secretary General and after their approval by a committee, composed by the Secretary General, his substitute-Head Inspector and the Head Inspector who coordinated the inspection, are communicated to the Minister of the Administrative Reform, the relevant Ministers or Secretaries General of the Decentralized Administrations, and the services where the inspection, control or survey took place.

### **Implementation of I.C.B.P.A.'s recommendations and follow-up**

The services must report within two months to the Minister of Administrative Reform, the General Inspector of Public Administration and the Secretary Special of I.C.B.P.A, the actions taken towards the implementation of its recommendations and proposals.

I.C.B.P.A. monitors the actions of the services controlled and draws up supplementary reports on the implementation or non-implementation of their recommendations.

### **Annual Reports**

An activities' report is drawn up every year and submitted by the end of March to the Minister of Administrative Reform. The report presents the main subjects of the controls, a short outline of the most important cases and it contains the broader conclusions and recommendations for improvements in the performance and quality of public services, as well as the legislative or other regulatory changes required to be initiated in order to put such recommendations into effect. Finally, the annual reports give information on the implementation of I.C.B.P.A.'s recommendations.

## 2.4 Rule of law and Human Rights: The presence of rule of law in political, economic, and social life and whether the government applies the law equitably to all citizens

As regards the integration of this dimension into current evaluation processes, the following practices have been identified.

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### *Current practices*

- *Annual and Special Reports issued by the Greek Ombudsman*
  - *Opinions issued by the Economic & Social Council of Greece*
  - *Reports issued by NGOs*
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### ➤ **Annual and Special Reports issued by the Greek Ombudsman-Human Rights Department**

The Greek Ombudsman is an Independent Authority sanctioned by the Constitution and has been in operation since October 1, 1998. The Ombudsman acts as guardian of the people's rights in both the public and private sectors, with a special emphasis on monitoring and promoting the implementation of the principle of equal treatment and fight discrimination in the public sector based on race, ethnicity, religious or other conviction, disability, age or sexual orientation, the application of equal opportunities and equal treatment of men and women in matters of employment both in the public and the private sector and in matters of access of men and women to goods and services of the public sector, the rights of the child and the rights of vulnerable groups. Complaints are submitted by anyone, regardless of nationality, who has a problem with a Greek public service, anywhere in Greece or abroad, when some illegal action or lack of action by the public administration has infringed a right or a legal interest of individuals or legal entities. As a mediator, the Greek Ombudsman makes recommendations and proposals to the public administration but does not impose sanctions or annul illegal actions by the public administration.

**Ombudsman prepares and publishes Annual and Special reports providing assessments within each field of the body's competence and action, i.e. Human Rights, Social Protection, Quality of Life, State-Citizen Relations, Children's Rights and Equal Treatment.** These reports constitute *quasi* evaluations in the body's fields of intervention.

The Human Rights Department is concerned with the defence of individual, political and social rights protected by the Constitution, international agreements or by national law. Specifically, it deals with cases regarding: violations of personal freedom, freedom of religious belief and worship; discrimination on grounds of nationality or ethnic origin; violations of the rights of immigrants; equal access to public education; recognition of foreign academic titles; protection of professional rights; infringements of the right to appeal to the administrative authorities and access to judicial protection, as well as the right to political asylum and aliens' rights to entry and residence. This Department is also entrusted with the coordination of the Ombudsman's special mandates as an equality body, a national preventive mechanism against torture and ill-treatment (OPCAT) and a monitoring body of third country nationals' return procedures.

The Special Reports prepared by Human Rights Department deal with cases regarding:

- Violations of personal freedom;
- Freedom of religious belief and worship;

- Discrimination on grounds of nationality or ethnic origin;
- Violations of the rights of immigrants;
- Equal access to public education;
- Infringements of the right to appeal to the administrative authorities and access to judicial protection
- The right to political asylum and aliens' rights to entry and residence.

➤ **Opinions issued by the Economic & Social Council of Greece (ESC)**

The Greek ESC was established in 1994, based on the model of the ESC of the European Union: tripartite division of the interests represented, i.e. a division into three groups: one of employers/entrepreneurs, one of private and public sector employees, and one including other categories, such as farmers, self-employed people, consumers, environmental protection organizations, disabled people's confederation, gender equality organizations, and the local government. As of May 2001, the Greek ESC has become a constitutionally recognised institution of the Greek state.

The mission of the ESC is to conduct the social dialogue on the country's general policy and in particular on economic and social policy guidelines, as well as to formulate opinions on government bills or MPs' law proposals referred to it. Its objective is to promote social dialogue and through it to formulate mutually acceptable positions on issues of concern to society as a whole, or specific social groups. Through its proposals and opinions, the ESC also seeks to maximize the social benefit or minimise any possible negative effects of decisions taken by executive and legislative powers.

**The ESC issues opinions** either on its own initiative or after receiving draft bills from the competent Minister or from Members of Parliament. **These opinions include subject-matter evaluations**, reflecting the concerns of economic and societal groups and providing valuable indications of the opposing arguments, the divergences of interests and the possibilities of reaching agreement at national level. The ESC opinions are communicated to the competent Minister (or to the proposing members of parliament), who may refer the case back in order for additional data to be taken into account. In addition, the ESC opinion is communicated to the members of parliament of all the political parties, so that it can be taken into consideration during the relevant parliamentary debate.

However, whether they are requested or issued at its own initiative, the Committee's opinions are not binding on the institutions, a shortcoming that weakens their significance.

➤ **Reports issued by NGOs**

Country and international reports issued by NGOs dealing with the specific dimension (e.g. Amnesty International, Red Cross, etc.) provide assessments of the current situation in the specific domain, as well as factual findings, background and statistical data that could generate evidence to be used in case of incorporation of this dimension into evaluation practice.

**2.5 Government Responsiveness and Effectiveness:** The extent to which public institutions respond to public needs and provide socially acceptable services and whether these services reach all citizens equally or do certain groups or populations face barriers to accessing services

As regards the integration of this dimension into current evaluation processes, the following practices have been identified.

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*Current practices*

- *Annual and Special Reports issued by the Greek Ombudsman*
  - *National Strategy for Administrative Reform 2017-2019*
  - *Interventions and reports by the Inspectors-Controllers Body for Public Administration*
  - *Opinions issued by the Economic & Social Council of Greece (ESC)*
  - *Statistics issued by the Unit for initiatives and coordination of actions for improvement of citizens' lives*
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➤ **Annual and Special Reports prepared by the Greek Ombudsman**

The mission and scope of activities of the Greek Ombudsman is described in detail in the previous section (section 2.4).

The **Department of State-Citizen Relations** is concerned with a wide range of issues that citizens deal with on a daily basis in the following fields: local government; public utility corporations; transport and communications; agriculture; employment; trade and industry; energy; taxation and customs; public procurement and public contracts; staff recruitment for the public sector, including education (falling outside the scope of the Independent Authority for the Selection of Personnel). Based on the experience of diverse services and procedures, particular focus is laid upon the quality of public services, organization and procedures, as well as citizen's access to information.

The department investigates cases of maladministration and violation of rights, such as low quality of services, inadequate information, poor communication and unsatisfactory services, problems of organization and implementation of administrative procedures. A large number of complaints regards non-response or delayed response to citizens' requests and incomplete or inadequate justification of administrative acts.

Moreover, Ombudsman's **Department of Equal Treatment** handles complaints for discrimination on the grounds of gender or family status in the following contexts:

- Employment or access to employment;
- Establishment, execution or termination of any employment contract either in the public or the private sector;
- Vocational training for access to specific employment, acquisition or improvement of professional or practical experience;
- Self- employment;

as well as complaints for discrimination in:

- The access to and supply of goods and services in the public sector

As is the case with the other departments of the Greek Ombudsman, the Special Reports issued by these two departments, as well as the body's Annual Reports constitute *quasi* evaluations in the specific areas of intervention.

➤ **The National Strategy for Administrative Reform 2017-2019**

Administrative reform is among the top priorities of the Greek government aiming to transform public administration into a key tool for economic prosperity, serving at the same time the needs of citizens and businesses.

Against this backdrop, the National Strategy for Administrative Reform includes a number of provisions for the incorporation this dimension (government responsiveness and effectiveness) into current evaluation practices. Such provisions include the evaluation of public administration structures, the evaluation of civil servants' performance, the implementation of the Common Assessment Framework (CAF) and the development of the e-goal setting tool (a web platform for the evaluation of public services by the citizens through which citizens will have the opportunity to answer relevant questionnaires, submit proposals for the improvement of public services and monitor the results of the process). The Strategy also foresees the establishment of the "Public Administration Observatory" entrusted with the mission of scientific monitoring of administrative functions and the coordination of procedures for evaluation and social control over public administration.

The implementation of the above-mentioned provisions is supported by the adoption of relevant legal acts.

➤ **Interventions and reports by the Inspectors-Controllers Body for Public Administration (I.C.B.P.A.)**

The mission and scope of activities of the Greek Ombudsman is described in detail in section 2.3 of the present document. The interventions of the I.C.B.P.A. contribute to the efficient and effective operation of public administration and especially to stepping up the fight against corruption, maladministration, ineffectiveness, low productivity and low quality of the services rendered by the public organizations. The precise mission of the I.C.B.P.A. dictates the integration of this dimension into the body's interventions, as well as into the development of the content of the subsequent Control, Follow-up and Annual Reports.

➤ **Opinions issued by the Economic & Social Council of Greece (ESC)**

The mission and mandate of the ESC-Greece are described in detail in section 2.4. The opinions issued by the ESC incorporate aspects of evaluation of the government's responsiveness and effectiveness, to the extent that they provide an assessment of the effects and impacts of legal acts upon different societal groups, with an ultimate goal to maximize social benefits and/or minimise any possible negative effects of decisions taken by the executive and legislative powers.

➤ **Statistics issued by the Unit for initiatives and coordination of actions for improvement of citizens' lives**

The structure was established in February 2017 under the auspices of the General Secretariat of the Government<sup>5</sup>. It provides an online platform where citizens can report problems they face when dealing with public administration institutions and can request support in their settlement. Since its establishment, the structure has issued one flash report which includes statistical data about the cases reported/resolved, without however including any elements of qualitative evaluation.

### 3. Summary of Key Findings

The table below summarises the degree of incorporation of each dimension into current evaluation practices, the reasoning behind such incorporation or its absence, as well as the relevant established actions.

Evaluation Dimension	Degree of incorporation into current evaluation practices (Advanced, Medium, Low)	Rationale for (non) incorporation	Established actions
<b>Consensus; Competition; Rule of law and Human Rights</b>	L	-Constitutionally safeguarded principles -EU acquis	-Monitoring & Reporting -Minutes of Action
<b>Inclusion</b>	M+	-Horizontal requirement according to EU (ESF) provisions and EU directives -Economic crisis	Evaluation studies (mainly addressing relevance, effectiveness, efficiency; not impact and sustainability)
<b>Political accountability; Government responsiveness and effectiveness</b>	L+	-Current reform requirements	-Development of appropriate institutional frameworks -Pilot actions

## 4. Recommendations on developing awareness on DRG evaluation

The present section presents a list of conclusions and recommendations on actions to be undertaken for developing awareness and increasing knowledge both on DRG evaluation and evaluation in general, as well as for adopting a sound and systematic framework for integrating evaluation (including DRG dimensions) into public policy.

Conclusions	Recommendations
<ul style="list-style-type: none"> <li>- Fragmented landscape and overlapping as well as interrupted efforts and initiatives in integrating evaluation (including DRG dimensions) into public policy</li> <li>- Absence of ownership for planning and coordination of policy evaluation</li> </ul>	<ul style="list-style-type: none"> <li>- Establishment of an integrated regulatory framework for integration of evaluation (including DRG dimensions) into public policy (top-down approach) and enforcement of relevant provisions.</li> <li>- Reinforcement of an effective and efficient evaluation governance system (evaluation ecosystem).</li> <li>- Appointment of a high-level structure for the development and follow-up of a National Evaluation Plan.</li> </ul>
<ul style="list-style-type: none"> <li>- Undefined processes for flow of evaluation outputs and results</li> <li>- Limited utilisation of evaluation results/recommendations in public policy making</li> <li>- Lack of culture of application of professional evaluation methodologies in public policy-making (laws, regulations, strategies, action plans, processes, etc.) by evaluation commissioners, implementers and users</li> <li>- Lack of clarity about the concepts of reports, assessments, evaluations</li> </ul>	<ul style="list-style-type: none"> <li>- Adoption of a framework for institutionalising the utilisation of evaluation results.</li> <li>- Establishment of incentives for rewarding the implementation of evaluation results.</li> <li>- Adoption of a systematic approach towards M&amp;E through clear goal setting.</li> <li>- Focused and tailored training in collaboration with the Hellenic Evaluation Society and other key players in the sector.</li> </ul>
<ul style="list-style-type: none"> <li>- Lack of awareness on the benefits of public policy evaluation</li> </ul>	<ul style="list-style-type: none"> <li>- Involvement of all relevant actors in the evaluation process.</li> <li>- Dissemination of evaluation results to all interested parties, as well as to the general public.</li> </ul>
<ul style="list-style-type: none"> <li>- Lack of operational capacities in the public sector in undertaking policy evaluation</li> </ul>	<ul style="list-style-type: none"> <li>- Commissioning of evaluations to professional organisations with the necessary technical expertise (appointed through a transparent process).</li> <li>- A priori coordination between technical (organisations for professional evaluation) and administrative (public sector) expertise.</li> </ul>
<ul style="list-style-type: none"> <li>- Fragmentation/lack of data supporting policy evaluation</li> <li>- Questionable capacity of the authority responsible for validation and provision of data (Hellenic Statistical Authority-ELSTAT)</li> </ul>	<ul style="list-style-type: none"> <li>- Exploiting ELSTAT's mission and scope of services.</li> <li>- Data interfacing between various data repositories.</li> <li>- Reinforcement of an effective and efficient evaluation governance system (evaluation ecosystem).</li> </ul>

## Notes

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<sup>1</sup><http://ec.europa.eu/commfrontoffice/publicopinion/index.cfm/Survey/getSurveyDetail/instruments/S TANDARD/surveyKy/2180>

<sup>2</sup>EQUAL was a Community Initiative within the European Social Fund of the European Union. It concerned "*transnational co-operation to promote new means of combating all forms of discrimination and inequalities in connection with the labour market*". It ran from 2001 till 2007 with a budget of some €3 billion of EU resources, matched by a similar sum from national resources.

EQUAL was part of the European Union's strategy for "more and better jobs" and for ensuring that no-one is denied access to them. The initiative focused on supporting innovative, transnational projects aimed at tackling discrimination and disadvantage in the labour market. These projects were created to generate and test new ideas with the aim of finding new ways of fighting all forms of discrimination and inequality within and beyond the labour market. EQUAL co-financed activities in all 27 EU Member States. Two calls for proposals for EQUAL projects in the Member States took place, the first in 2001 and the second in 2004. Responsibility for the implementation of the Community Initiative programmes in the Member States lay with the national authorities.

EQUAL projects were classified into the five main pillars of the European Employment Strategy: i) increasing employability, ii) encouraging inclusive entrepreneurship, iii) facilitating adaptability, iv) promoting gender equality and; v) integrating asylum seekers.

<sup>3</sup>Law 4048/2012 addresses the various ministerial bodies and seeks *inter alia* to limit legal inflation and to streamline legislation, to increase the quality of regulations, to improve the transparency of legislative processes by timely public consultations and the submission of adequate explanatory documents to the parliament and so on; it also provides for the creation of a special Commission for codification and reform of the Law responsible for ensuring the implementation of Law 4048 through overall monitoring of the situation, the elaboration of methodologies and for proposing twice a year to the government initiatives to be taken to fulfil the goals. A Better Regulation Office is also established to implement the overall policy together and in contact with the legislative departments of the ministries.

<sup>4</sup>Each commitment should have its own short paragraph identifying what the commitment is using the SMART principles; how it will contribute to greater transparency, accountability and/or citizen engagement; who will be involved in implementing the commitment and; what the government hopes to accomplish by making this commitment. There should also be a brief discussion of how specific commitments respond to public feedback generated through consultation. Where possible, commitments should also identify key implementation benchmarks and related timelines, indicating what will be accomplished during each year of implementation.

<sup>5</sup>The General Secretariat of the Government is subject to the Prime Minister's Office. It supports the Prime Minister and the government in the performance of their duties, and provides secretarial support to the cabinet, other collective governmental bodies and inter-ministerial committees. It also coordinates and monitors the implementation of these bodies' decisions.