



Innovative Social Policies for Inclusive and Resilient Labour Markets in Europe



## Policy innovations related to labour market resilience and the inclusion of vulnerable groups

### National Report- Greece

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## **I. Characteristics of the national/regional labour market and social policies**

### **I.a Institutional setting**

The prevailing literature describes Greece as a dualist society in which there is a well-organized and protected labour market (public and large (usually multinational corporations) and a flexible, disorganized, non - standard and unprotected labour market (usually small family-owned businesses). The disparities are stark, and the levels of tax evasion and the underground economy are particularly high indicating the inability of the Greek state to function in tandem with the modern bourgeois rule of law (Katsios, 2006; Eurostat database, 2013).

The state holds a strong role in Greek society, despite its inability to function effectively. The Greek public sector is considered to be a centralized, irrationally organized and opaque nature. The Greek public administration being unable to enforce legislation and to meet the challenges of globalization, is penetrated by clientelist relations that characterize the governing parties and significantly affect the functioning of both the public and private sectors. According to the last OECD review on Greek Central Administration (OECD, 2011), laws and formal processes shape the work of the public administration, leaving little room for effective policy making. Monitoring, co-ordination and information-sharing mechanisms are extremely weak. The central administration lacks the management, oversight and co-ordination structures to support effective implementation of policy measures. The administration does not have the habit of keeping records or the ability to extract information from data (where available), nor generally of managing organisational knowledge (OECD, 2011). According to the OECD, the weakness of evidence-based approaches to policy making is one of the seriously negative effects of legal formalism, which disconnects the public administration from the economy and society.

Moreover, the local government is weak and is unable to strongly support any policy practice relating to employment and social inclusion. Municipalities depend on the funding by the central government and are allocated inadequate basic services of

social care for the elderly and the socially excluded but they have no impact or policy activity in the employment sector. The design of employment policies is carried out by the central government and is implemented by the Employment Agency (OAED) which is a tripartite body despite the low level of social dialogue.

The social dialogue and the public consultation on critical issues that the Greek society is dealing with, are absent from the political practice despite the development of a rhetoric for the contrary. The prevailing model of industrial relations is characterized by the suffocating embrace of the social partners by the state and the inability of the latter to act as independent representatives of employers and workers while their membership is at low rates (20-25%). Another feature of the working model in Greece during the last decade is the rapid and thorough strengthening of all forms of flexible employment without compensatory establishing of social protection measures, which results in high levels of precariousness. Any consultation with the workers' unions (or even any immediate briefing of the unions) is absent when introducing measures to enhance the employment flexibility. It is important that during the crisis there is (nearly) no labor law reform to have been agreed previously on a bilateral or trilateral level and none of the proposals made by the syndicates of the employees has been accepted (Capshalis-Triantafilou 2012). Instead, what is presented, is the introduction of institutional changes that subvert the free collective bargaining that aims directly at the institutional diversion of the constitutionally consolidated principle of collective autonomy of the social partners and lead to the radical subversion of norms in the collective bargaining (Capshalis-Triantafilou 2012).

In Greece, the concept of social dialogue, the negotiation between the social partners and the participatory process of businesses have not been developed to the extent that it has been done in other models of industrial relations in Europe (Kouzis at all, 2012b).

In general, the culture social dialogue, public consultation and consensus on critical social issues such as the reform of the social security system, the immigration issue and demographic changes are absent from any practice of decision-making.

#### I.b Demographic trends

According to a special report that was drafted in 2012 on behalf of the Greek Parliament, the main components of the demographic problem in Greece is the very low birthrate, the uncontrolled migration and the striking regional differences in the population dynamics ( Papadakis , Kogevinas , Trichopoulos , 2012). The fertility rate was below the replacement level of generations in 2007, i.e. 1.5 children per woman, and in 2012 it is further reduced to 1.42 children per woman (OECD, 2012). The demographic aging overbalance the favorable evolution of life expectancy (which today has reached 77.6 years of life in men and 82.9 in women).

Parenthood in Greece is associated more directly and closely with marriage than in other EU countries. The proportion of children born out of marriage was negligible until 1980 but now stands at 7%. (Dimoulas at al, 2012, Chtouris 2012,, Papadakis at al 2012).

In Greece the proportion of the child population (0-14) is decreasing continuously (reflecting the continuous declining rates of childbirths) and the proportion of the elderly (65 and over) is continuously increasing (primarily as a result of low birth rates and secondarily by the extension of the life expectancy). However, the proportion of the population of productive age increased dramatically during the last two decades (1991-2010), especially for men, mainly due to the mass influx of economic migrants from the Balkans and Asia (Papadakis , Kogevinas , Trichopoulos , 2012) .

The average annual number of births from 155 thousand that had been recorded in 1960, fell to 109 thousand in the 2000s, which signified a decrease of 30%.

More concerns are raised regarding the evolution of the total fertility rate (average number of children per woman ), which until 1980 was ranging above the level of 2.1 per year, ensuring the replacement of generations, while after 1980 it followed a steep declining trend. Today it is formed at 1.4 failing to ensure the replacement of generations. The measures that were implemented in 2004 for reconciling family and employment, such as the extension of the parental leave and the child care centers, cover a small part of the children's care needs, which results in that the temporary reversal of the declining trend that is observed since 2005 and then it deteriorates again with the outbreak of the crisis in 2008 (Dimoulas (eds) et al, 2012).

The demographics for Greek youth show that, over the decades 1951-2010, the population of young people aged 15-29 years is decreasing continuously. In 2006, young people of 15-29 years accounted for 19% of the general population, in 2001, 22% (2,409,064) and in 1951 the figure was nearly 28%. Future projections are even more pessimistic since, provided that the Age Dependency ratio will rise to 57.12 to 2060 from 27.77 in 2008 (Chtouris, 2012, Bagavos, 2007).

The urbanization of the population in Greece is also high and the urban and semi-urban population exceeds the rate of 70%. However, the rate of urbanization has slowed down remarkably in recent years, maybe because it has already approached high ratings for the Greek reality.

Another important problem of Greek society is the immigration issue. During the decade of 1961-1970, the net migration was strongly negative due to a very strong emigration of the Greek population to the countries of the Western Europe. During the decades of 1971-1980 and 1981-1990 the net immigration was positive due to the repatriation of the Greek population from the host countries of the previous period and the beginning of the entry of economic immigrants into Greece. Over the few next decades (1991-2000 and 2001-2011) the net migration was strongly positive due to the mass influx of economic migrants from the Balkans and Asia. Nowadays, 10% of the population in Greece is immigrants, many of whom are second-generation immigrants, and about half of them are of Albanian origin.

Furthermore, migrant workers are employed in jobs with a lower wage and qualifications and are largely uninsured. Moreover, they represent higher rates of unemployment and part-time or casual employment which rose sharply during the crisis (wp2 table, 11,12). According to the surveys conducted by the National Centre for Social Research, the second generation immigrants in Greece start their adult life with lower social and educational capital than the native children (EKKE, Social Portrait, 2012).

#### I.c Socioeconomic structure

During the 2000s, Greece presented high rates of economic growth, despite the deficits it exhibited in terms of international competitiveness. It is a development model which is based on high public and private consumption, which was largely supported by public borrowing (Table 1).

The private sector of the economy is dominated by small family businesses which are active in the local market and are based on internal private and public consumption. Firms that employ less than 10 workers in Greece account for 98% of the private enterprises (Eurostat, Key figures on European Business, 2011 p.12, table 1.2) According to a study conducted by the Research Institute of Small and Medium Enterprises (IME / GSEBEE, 2008), almost all Greek firms (96%) employ up to 4 employees, 2% of businesses employ up to 9 people, while the remaining sub-categories that fill in the map of the SMEs and employ more than 10 people account for 2% of all the companies of which only 1,1% employs more than 250 employees (<http://www.imegsevee.gr/>).

In the primary labour market, the role of the public employment is dominant since it employs about 777 thousand people (18% of the total employment). In 2009 the total employment in the public sector counted 1,066,729 people including approximately 125,000 uniformed officers and, in the first months of 2013, it decreased to 776,954 (of which 68,732 in the SOEs) (Social Multicenter, 2013). The

debt crisis and the measures taken for the restructuring of the public sector which are applied after 2010, led to the downsizing of public employment by 21%.

One feature that distinguishes the structure of employment in Greece from the other state members of the Eurozone are the high and resistant rates of the self-employed which, despite the gradual decline of the agricultural sector, remain very high in urban areas, even during the first two years of the crisis (Figure one). These are essentially a "forced" rather than a voluntary choice that occurs because of the constraints that the Greek society provides to the potential of a decent wage. Although the paid employment prevails in the labour market, it rather focuses on the state and on very small businesses and it declines proportionately because of redundancies. Furthermore, in recent years, the workers who appear to be independent professionals are increased, but constitute non-standard employees, officially working as subcontractors but essentially provide fixed-term work in business premises. These are mainly young precarious workers whose wage is low and who cover the cost of their insurance by themselves.

Table 1 Key economic figures for Greek Economy\*

Year	Public consumption	Private Consumption	Total state expenditure	Gros Debt(% of GDP)
2001	0,7	5	45,3	103,3
2002	7,2	4,7	45,1	101,7
2003	-0,9	3,3	44,7	97,4
2004	3,5	3,8	45,5	98,9
2005	1,1	4,5	44,6	109,4
2006	8,8	5,2	45,4	106,4
2007	8,2	2,8	47,5	105,4
2008	1,5	3,2	50,6	110,7
2009	10,3	-2,2	54	127,1
2010	-6,5	-4,4	51,4	142,8
2011	-1,7	-5,6	51,9	165,4
2012	-0,8	-6,5	53,4	170,7
2013	-3	n.a.	58,5	182,8

\*Source: compilation of ELSTAT and Eurostat

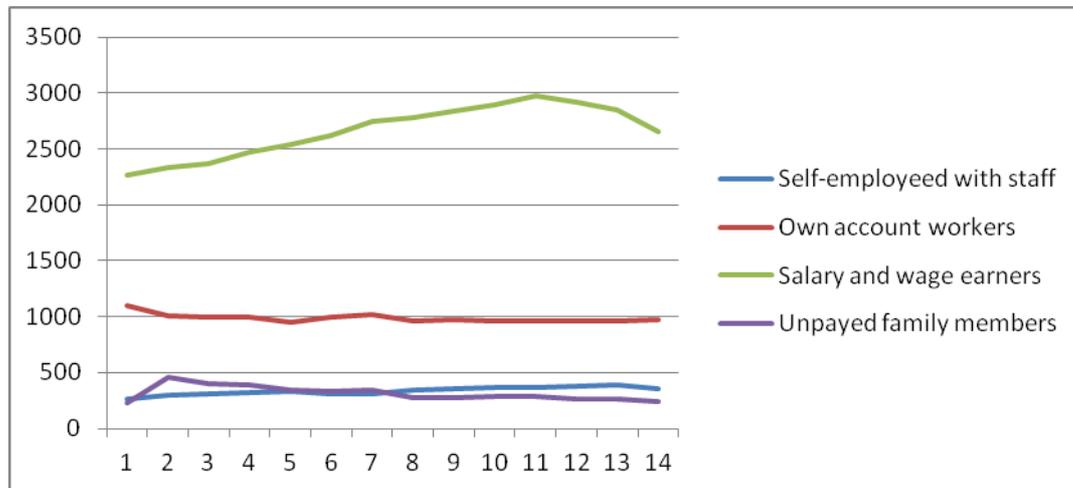


Diagram 1. Evolution of the employment structure in Greece between 1999-2012 (Source: ELSTAT-Labour Force Surveys)

The financial crisis that erupted in Greece in 2009 under the influence of the international banking crisis of 2007 led to major cuts in government expenditure resulting in a very large reduction in the consumption and in the recession.

The result of the deep and prolonged economic recession that hit the Greek society for six years with the onset of the global banking crisis of 2007-8, is the rapid deterioration of the living conditions of large segments of the population resulting in challenging the prevailing values and institutions. The Greeks appear to be cautious in their dealings with their fellow people and, at the same time, the society seems to be both, troubled, desperate and divided. Social phobias are challenging interpersonal relationships and increase the "allo-phobia" (phobia of the Other) as it is indicated by the increasing rates that are recorded at a zero level in the scale of confidence. Moreover, the trust in the state institutions such as Justice, the Parliament, the European Parliament and the Police seems to be very low (Tsiganou 2012).

## II. Current labour market situation

## II.a The situation of employment

A consistent feature of the labour market in Greece that appears overtime, is that it relies mainly on the employment of men and, in general, it remains at low levels even in periods of high economic growth. Improving the educational level of women in conjunction with the reconciliation policies of employment and family life that followed after 2000, led to a significant increase in the participation rate in employment until 2008 (Table 2, Dimoulas, 2013). However, after the outbreak of the crisis, the employment rates collapsed and unemployment soared to all social groups but significantly more to youths (Table 2 ) despite the declarations and the employment initiatives that were implemented.

Table 2 Evolution of the employment and unemployment rate in Greece 1993-2012\*

Year	Employment rate(%)	Unemployment rate(%)	Unemployment rate of youths(15-29)(%)
1993	55,2	9	20,2
1994	55,9	9,3	21,2
1995	56,4	9,4	21,6
1996	56,9	9,9	23,2
1997	56,7	9,9	23,5
1998	57,5	10,8	22,6
1999	57,4	11,9	24,3
2000	57,9	11,2	23
2001	57,8	10,4	21,5
2002	58,9	9,9	20,4
2003	60,2	9,3	19,5
2004	60,8	10,2	20,1
2005	61,4	9,6	18,8
2006	62,3	8,8	17,8
2007	62,7	8,1	17
2008	63,4	7,2	15,5
2009	62,8	8,9	17,7
2010	61,2	11,8	22,8
2011	57,7	16,3	32,9
2012	52,5	23,6	42,7

\*Data extracted from Greek employment

survey during the  
second quarterly per  
year

The level of casual employment is about 10 % of the workers and they were not affected by the crisis on their total weight. However, the levels of the temporal employment of the young people and the immigrants are much higher (Table 10 Wp2). The picture is also the same in terms of the part-time employment where the participation of young people and immigrants is much higher compared with the general working population. However, unlike the occasional employment which shrank slightly after the outbreak of the crisis, the part-time employment nearly doubled (Table 12 WP2).

Moreover, the conversion of full-time into part-time labour contracts or rotation work has increased significantly. In particular, there is an increase of 44.8 % in the conversion of full-time into part-time contracts and an increase of 85.5 % in the conversion of full-time contracts into rotation work, but usually without consultation but with a unilateral decision of the employer, which confirms the absence of social dialogue and consultation culture in industrial relations in Greece (Kouzis, 2012).

In order to ensure their sustainability and to be able to address the intense competitive environment, companies in Greece proceed into restructuring without having conducted any prior studies and research on the long-term effects of these actions. As a consequence, the restructuring focuses on reducing the labor costs through staff redundancies of the businesses concerned. Most of the restructuring occurred mainly in the services, the trade (especially in the motor trade), the publishing and printing sector and in the banking sector (Kouzis at all, 2012b).

Moreover, in the small and medium-sized enterprises, the focus is placed on grants or subsidies provided by the State or the EU, but for which seldom is there a specific long-term business plan for their efficient and effective utilization (Kouzis at all, 2012b).

According to a special survey of the think-tank of Greek unions, INE / GSEE, the phenomenon of restructuring in Greece acquires considerable dimensions between 2008-2011, with a particular blow-off in 2008, while it maintains the same intensity in 2009, indicating a short decline in 2010 and an even shorter in 2011 (Kouzis at all, 2012b).

## II.b The situation of unemployment

Since 1993, when a number of quiet reliable data is available on employment in Greece, it is obvious that unemployment levels are very high affecting mostly young people and women. Regarding the relationship of unemployment with education, those who completed the upper secondary education were those who represented the higher rates of unemployment, since the Greek economy created mostly low-skilled jobs in the construction sector and in services, many of which were and still are non-standard forms of employment. However, after 2007, unemployment mainly affects those with a low educational background, mainly because of the redundancies that occur in the traditional sectors of the Greek economy and of the immigrants. In 2012 the unemployment rate is higher among persons with the lowest educational attainment level. Approximately 38% to those who have not attended school against 13% to those with a post-graduate qualification. The same trend is noticed also to migrants whose unemployment rate were under the respective rates for the general population and increased rapidly from 7.5% to more than 33.3% in 2012(table 1 and 2 wp2).

Furthermore, the share of "long term" unemployed to total unemployed people increased to 41,9% in 2012, from 34,7% in 2007 (tables 5 and 6, wp2).

The highest unemployment rate is recorded among young people aged between 15 and 24 years; 55.3% in 2012 [48.4% for young men and 63.2% for young women], against 44.4% in 2011 and 22.1% in 2008. The youth unemployment rate is more than twice as

high as the rate for adults and has significantly increased over the last four years (table2.wp2).

As a result, the transition to adulthood is extended for those young people whose families have the necessary economic, social and cultural resources to invest in their human capital. More than 90% of the Greek young people aged 19 years are still in mainstream education or upper secondary education or higher education (over 70%) (Chtouris S, 2012).

Greek young people in the 15-24 age group exhibit lower activity rates than older people (among the lowest in the EE-27, as young people in Greece do not combine studies with work). The employment rate settled at 13.2% in 2012 from 24% in 2007 (based on wp2). Young people are strongly overrepresented in part-time employment. In 2012, part time employment among young people aged 15-24 were to 19.5% versus 7.7% for people aged above 15 and 7.3% for people aged above 25 (table 12 wp2). In parallel, youth involuntary part time employment also rose to above 64% (Greek Ministry of Economics, 2013).

The major deficiency of the Greek employment system is the very small ratio of those who are eligible to unemployment benefits. Unemployment benefits are very limited in Greece Normally they assist the living standards of seasonal workers in tourist sector, in constructions, in Education and in Local Authorities while they are financed from contributions paid from permanent employees in the private sector (Kikilias and Chletsos, 2002). The beneficiaries of unemployment allowances are less than 20% of the unemployed and in Greece today precarious jobs are not the exception but the rule (Karagianni, 2002; Karamesini, 2012, Dimoulas 2014).

The employment policies in Greece -until the startup of crisis- were minor absorbing less than 1% of annual GDP (0,7% on benefits and 0,25% on active labour market measures). Active labour market policies set up in Greece with the supervision and financial assistance of European Structural Funds in 1984. The main active labour market policy measures, established that time, were subsidies to employers in order to hire new employees, subsidies to those starting their own firm, and retraining

(Dimoulas, 2002). From 1985 till 2008 the beneficiaries of active labour market policies are nearly 35.000 unemployed per year representing about 10-12% in total unemployment. According to most evaluation studies about active labour market policies in Greece it is estimated that 25-30% of their beneficiaries remain in employment after the end of the subsidized period (Dimoulas and Michalopoulou, 2008) This means that their net effect in total employment is less than 0,3% although applied in the context of high annual economic growth(see Table 1).(Dimoulas 2013) Usually, the beneficiaries of active labour market policies in Greece are not the most vulnerable and disadvantaged unemployed but the better-off who had contacts with political party leaders (Dimoulas and Michalopoulou,2008). In this context active labour market measures function as an indirect method to support financially part of the unemployed and to manage to integrate the social problem of high unemployment in the frame of traditional political networks by selecting the beneficiaries according to comprehensive clientelist practices (Dimoulas 2013).

#### II.c The situation of NEET's

An issue of concern is that the percentage of NEETs in Greece increased over the last years, from 11.7% in 2008 to 20.3% in 2012. NEET people face a higher risk of labour market exclusion, poverty, social marginalization and social exclusion.

In general, the participation of people of working age in education and training programs vary greatly in Greece, and it is mainly affected by the regularity of financial flows from the EU structural funds, which constitute the main source of funding. In this respect, it is noteworthy that in the in-house training of employees, which is funded typically by the companies themselves or by contributions paid by employers in the Account for Employment and Vocational Training (LAEK), participated only the 0.12 % of workers in 1999 and in 2005, a year of high economic growth, the figure was 0.08 % (EIEAD, 2012).

#### II.d Wage levels poverty and vulnerability

In general, the level of wages in Greece is low compared with other countries members of the Eurozone. However, as it is already mentioned, there are significant differences between the different economic sectors and especially among those working in the primary and those employed in the secondary labor market. In the sectors of public utilities, banking, energy and transport, the charges are higher compared with the catering and retailing sectors. Also, in large enterprises, both wages and working conditions are better compared with the small traditional crafting businesses and the micro-enterprises which constitute the bulk of the Greek business as mentioned above.

Over the years 2000-2009, there was an increase in the purchasing power of the minimum wage and the wages in the Cement industry, the banking and the hotel businesses. However the period 2010-2011, the reverse trend is observed with a generalized reduction in the purchasing power of those who are paid the minimum wage and the industrial branches of Cement (-5.9%), Metal (-4.6%), Hotels (-4.8%), the Banks (-4.7%) and Commerce (-3,7%) (Kapshalis-Triantafilou, 2012).

In addition, the average monthly labor costs decreased by approximately 20% in the years 2010-2013 and went back in real numbers to the levels of the year 2000 (Table 3) precipitating the private consumption and driving the economy into a vicious cycle of austerity and recession and increasing levels of poverty.

Table 3 Annual change in units of working costs in Greece 2010-13\*

Ετος	%Change
2010	-3,8
2011	-2,6
2012	-6,3
2013	-7
ΣΥΝΟΛΟ	-19,7

\*EIEAD,2013

The level of relative poverty in Greece is as high as before and after the social transfers (Table 4). In Greece, poverty hits mostly the unemployed and the pensioners. According to the National Institute of Labour and Manpower (EIEAD), in

2009 57.9 and in 2011 64.1% of the unemployed were poor. Also, in 2009 26.6% and in 2011 30.4% of the pensioners were poor. Accordingly, the proportion of poor workers declined from 18.5 to 17.6% and the proportion of poor employees remained stable at 13.6 (EIEAD, 2013).

Table 4 Evolution of relative poverty in Greece  
(<60% median weighted average of income

Έτος	
2003	20,7
2004	19,9
2005	19,6
2006	20,5
2007	20,3
2008	20,1
2009	19,7
2010	20,1
2011	21,4

\*EIEAD,2013

In 2011, the recorded poverty risk was high for the citizens of third countries (46.3%), for unemployed women (40.1% in 2010), for unemployed men (48.6%), for single parent households with at least one dependent child (43.2%), for people of low educational background (31.9%), for households living in rented accommodation (25.9%), for people aged 65 years and over (23,6%) (Balourdos, 2012).

In the aforementioned groups of high poverty risk, the groups of "people with precarious work", the elderly handicaps (22.6%) and the part-time employees (21.4%) may also be added.

Moreover, a large number of the Greek population faces difficulties even to be provided with a full meal, to pay a mortgage payment or to meet other more immediate current household liabilities, thus, constituting the social group of the "new poor" (Balourdos, 2012).

In 2010 the material deprivation rate was 24.1% and the rate of severe material deprivation was 11.6% showing a remarkable increase during the crisis. The increasing number of individuals / households is also alarming, as they claim having

difficulties in paying utility bills (electricity, water, gas, etc.), the repayment of loans or hire purchases, the payment of rental fees for the house or loan installments for a principal residence and economic weakness in dealing with immediate but necessary financial expenses (Balourdos, 2012).

The risk of low income is almost three times higher for those of a lower educational background, for the group of economic migrants and mainly for the younger age groups of Albanian nationality and for unskilled workers (Zographakis and Mitrakos, 2012).

The total expenditure on social security, excluding pensions and health issues, concerns residual initiatives. The expenditure on social security programs account for approximately 22% of GDP the majority of which relates to pensions and secondarily to the health sector, while other social security benefits reach in their totality only 3 % of GDP. By including the disability pensions, the social security expenditure accounts for approximately 4% of GDP of which the costs of social welfare programs reach nearly 2% of GDP (OECD, 2013).

During the crisis a series of labour market reforms have been put into effect, aiming at increasing competitiveness of the economy and boosting growth prospects through the acceleration of structural reforms in the labour market.

### **III. Trends in Innovation**

Most employment policy measures were focusing before the crisis on flexibility, the reduction of labour cost and on active labour market policies in accordance with the European Employment strategy. After the crisis these trends intensified furthermore. A distinguished feature is that they are not any more parts and parcel of the consultation processes with the trade unions. They are imposed via authoritative government decision causing as a reaction demonstrations and strikes. Most of these measures liberalize and deregulates the primary labour market arrangements generalizing the precariousness of the labourers and strengthening the trend toward the *residual dualism* of the Greek “work-welfare nexus”. Mostly these trends focus on

the employment population in general comprising some temporal initiatives targeted mainly to youths, unemployed and elderly whilst the initiatives assisting the employment of disabled and migrants are very limited and opportunistic. More analytically the main measures in response to the challenges initiated and strengthened by the crisis reveal the following 7 trends:

- Trend 1 Direct reduction of salaries

These measures included the official reduction of the minimum wage for about 22% for adults and 32% for new entrants in the labour market which are below the age of 25. Furthermore, any increases in wages have been suspended until unemployment rate falls below 10% a threshold estimated to be reached after 2020 (Dimoulas, 2013) In 2011 enacted, also, the modification of the tax schedule for income tax and the tax free threshold reduced from EUR 12,000 for income earned in 2010 to EUR 5,000 for income earned in 2011 and 2012 (Law 4024/2011).

- Trend 2 Flexibility without security

This seems to be the stronger trend in tandem with austerity measures. New provisions were adopted in order to promote flexibility in the labour market by minimizing the cost of hiring and firing. In particular, Law 4093/2012 regulates issues concerning the termination of permanent employment in the private sector, i.e. the further reduction of the notification period, for employees working for the same employer for 15 years or more, to 4 months, combined with the reduction of the maximum severance pay to 12 monthly salaries, for employees with 16 years of service (or more) in the same employer. There is also more flexibility in the working time arrangements, in segmentation of annual leave, in obligatory rest hours, and in working time in the retail sector (Ministry of Economics 2013).

Additionally, the jurisdiction of the national sectoral collective agreements minimized. Firm level agreements take precedence over any other more favourable collective (sectoral or professional) agreement turning upside down the bargaining system. Each collective agreement can last for a maximum duration of three years and thereafter their terms can remain valid (after effect) only for a period up to three

months (compared to six months before) and only for those terms which concern wage issue (Law 4046/2012). The after effect of Labour Collective Agreements, in case no new one has been concluded, has been reduced down to only four benefits (maturity benefit, educational allowance, children allowances, and occupational hazard allowance) and the provisions relating to the minimum salary or wage. At the same time, changes in the arbitration system are also introduced, as employees can resolve to it, only after common agreement with the employers and only concerning wage issues (Law 4046/2012, Ministry of Economics 2013).

- Trend 3 Activation and human capital investment

Most measures in the context of this particular trend intend to facilitate the access of young people and newcomers to the labour market by encouraging their participation in the following programs:

- a. A work experience program for new labour market entrants aged 16-24 in the private sector enacted in 2012. The duration of the traineeship can be 6-12 months, while trainees are entitled to 80% of the NMW (National Minimum Wage) and full social security coverage. The program foresees 100% subsidization of both employer and employee social security contributions, while employers are also given further incentives to keep on the trainees upon completion of the traineeship (Ministry of Economics 2013).
- b. A subsidy program for enterprises to hire up to 35-year-old unemployed graduates of university and technological Higher Education Institutes was launched in the framework of co-financed operational programs. The program aims to create 5.000 new full time jobs in the private sector. The subsidization covers part of the wage and non-wage cost, for a period of 24 months, while employers are engaged to prolong the compulsory duration of the program for at least 3 more months.
- c. A pilot action to support youth to create social cooperative enterprises, a program aiming at the promotion of innovative entrepreneurship and mentoring for new businesses have been also enacted.
- d. A special voucher for entering the labour market through training and work experience is also running nowadays. Through the voucher is financed the training of

eligible person as well as their fixed-term employment with the aim to assist them to acquire and improve their knowledge and skills in the real working environment.

e. Apart from the above, in order to enhance labour market participation enacted a vocational training program for unemployed in information technologies (ICTs) and the measure of the “reintegration voucher” as a subsidy to the employer who hires a registered unemployed person.

- Trend 4 Conditionality and Sanctions

As a result of the reduction of the daily minimum wage of the unskilled worker (Law 4046/2012) the unemployment benefit has been, also, reduced. The current monthly unemployment benefit is 360 euro per month against 460 euro per month before.

Further “work-welfare nexus” measures focused upon the tightening of restrictions on social security provisions introducing stricter requirements for the provision of benefits whilst decreasing both the duration and level of payment. The means-tested residual measures reinforced to the detriment of contribution based entitlements (Dimoulas 2014).

As from 1.1.2013 the unemployment benefits a person may be entitled to receive within a period of four years are restricted. No benefit can be prolonged to more than 450 days in a period of four years while from 1.1.2014 the maximum duration is reduced to 400 days (Law 3986/2011).

Additionally, law 4093/2012 defines new conditions for the grant of “long-term unemployment allowance”. From 1.1.2014 the benefit may be paid to persons between 20 and 66 years of age provided that their annual family income does not exceed the ceiling of 10,000 euro (increased by 586.08 euro for every child under the age of 18). Currently, it is only people older than 45 years of age who could be entitled under means-testing conditions and the total number of beneficiaries per year does not exceed 10,000 persons whilst the monthly allowance is 200 euro provided for not more than 12 months.

Similar provisions enacted, also, for the unemployed free-lancers. A Special Fund for the “Unemployed - Self-Employed” has been established, (Law 3986/2011) providing a special assistance in cases of proven ending of an occupation. For this purpose, each self-employed is obliged to pay unemployment insurance contributions based on his annual income. From 2011 till 2013 they were paying 10.00 euro per month. A minimum number of unemployed self-employed receives flat-rate and conditional unemployment benefit for 5 months maximum.

Large-family benefits have been abolished and replaced by a unified means-tested yearly large-family benefit, various “recreational” benefits as well as housing benefits have ceased or phased out and birth grants and family benefits readjusted and targeted to families that are most in need (Laws 4046/2012, 4093/2012 and 4141/2013).

Lastly, since 2011 are running community service programs. Community service programs subsidize temporal employment for nearly 50,000 unemployed persons per year. The aim of the program is to finance the temporal employment in jobs of public benefit (cleaning parks, roads, school, social work, care etc).The beneficiaries are selected according to certain criteria (duration of unemployment, age, education, type of family, qualifications, annual family income) and are working for 5-7 months 6 hours per day, getting less than the national minimum wage and with no right to redundancy compensation or any other employment premium. They are mainly work in municipal services, in regional authorities and as auxiliary personnel in education.

- Trend 5 Abolishing early retirement

The minimum full time working years as a requirement for obtaining full-time old age pension rise gradually by 5 years from 2010 onwards. From 2015 the pension level will be defined according to the sum of all contributions instead of the average of the better 5 years (Law 3863/2010). The annual accrual rate does not, anymore, exceed 1.2% on average. Since 2012 the official retirement age in Greece raised from 65 to 67 years whilst the eligibility criteria for retirement restricted furthermore. In order to support the employment of older people activated, also, wage subsidy schemes financed by the Social Partners Fund (LAEK-Account for Employment and Vocational

Training). Under this scheme, enterprises of the private and the broader public sector are subsidized in order to employ unemployed persons who are close to retirement. The period of subsidy ranges from 1 to 60 months and the amount of subsidy covers approximately 40% of the wage bill. Older workers can also benefit from a placement program for 5.000 unemployed workers aged 55-64 in enterprises of local authorities. The program entails the subsidization of local authority development enterprises in order to hire 5.000 older unemployed workers.

- Trend 6 Preventing unemployment

The Greek Employment Agency (OAED)- has launched a series of actions, main axis of which is the subsidization of social security contributions primarily through the two-year period subsidy program for 25.000 unemployed and 200,000 employees in small firms at risk of bankruptcy . Additionally, in an attempt to reduce the non-wage labour cost and boost the economy's competitiveness, the Greek Government has enacted legislation to reduce the employers' social security contributions for their employees(-2,9 as % to the gross wage) as well as employees' contributions by -1,0% (-3,9% sum reductions) (Law 4093/2012, and Law 4254/2014).

- Trend 7 New Governance and decentralization

A series of measures have been adopted to simplify the announcement of overtime work, the submission of modified personnel tables, the electronic submission of forms (recruitment announcement, table of working hours). To this direction, the government introduced the interoperability of information systems of the Insurance Fund for employees (IKA) –Labour Inspectorate (SEPE) and the Employment Agency (OAED). According to the Greek Government,(Greek Ministry of Economics, 2013), a series of changes and structural reforms have taken place, towards the modernization and upgrading of services provided by the Employment Agency (OAED), in order to enhance the effectiveness of the employment services. These include new management practices, functional re-organization of different offices and improvement of the portal that gives the potential for effective matching in the

labour market. Additionally, the arrangements for the certification of the Temporary Working Agencies (TWA) and the Private Employment Consultancy Agencies (IGEE) has been further simplified concerning their establishment, as unnecessary administrative burdens are abolished and their scope of activities was extended to counseling and guidance (Law 4093/2012). Also, the National Insurance Fund of employees (IKA) has reinforced the inspections for undeclared work, not only by conducting on the spot inspections but also through enacting a specific software application, in order to tackle social security evasion. The government officials argue that these changes have contributed significantly to the improvement of services provided by the organization towards its beneficiaries, to the reduction in the need for physical presence of the citizens, to the limitation of a series of bureaucratic procedures and the facilitation of inspections through electronic cross-checks (Ministry of Economics 2013).

Furthermore a National Register of beneficiaries of social and welfare benefits was established in order to facilitate the setup of a common database and minimize fraud and corruption in welfare programs (Law 4025/2011).

The central state transmitted also most of welfare state provisions to the most in need to the Local Authorities without any extra financial assistance to them. Programmes for immediate interventions against poverty are to be implemented by Municipalities, churches and NGOs in a residual context focusing mainly on distribution of food and other basics support to the deprived persons.

As far as concerning decentralization and partnerships, a number of special actions - even though with very limited coverage and effectiveness - have been undertaken to support the most vulnerable social groups. In this frame operate the Local Actions for Vulnerable Groups (TOPEKO) targeting the inclusion or re-inclusion of the vulnerable groups into the labour market. A similar measure is the local integrated programs and action plans for unemployed persons, which are implemented in certain areas that are adversely affected by the crisis. The Local Plan for Employment (TOPSA) focuses on job creation through activation of the local authorities and stakeholders.

In particular, the job vacancies are derived from a specialized diagnosis of local needs and their development potentials (Ministry of Economics 2013).

In each municipality enacted and operates also the Migrant Integration Council. The council is advisory to the town council in order to enhance the integration of immigrants in local society. Each council consists of five (5) to eleven (11) immigrants' representatives, who shall be appointed by the relevant municipality Board. The participation in these councils is honorary and unpaid. The aim of the Migrant Integration Councils is to record and investigate the problems faced by immigrants, which are permanent residents of the municipality jurisdiction. Such problems are defined their inclusion in the local community, their access in public authorities, to submit recommendations to the city council to develop local actions to promote smooth social inclusion of immigrants and, in general, solving problems they face, in particular through the organization of advisory services of municipal services and the organization in cooperation with the relevant municipality events to raise awareness and aid entitlements of the social cohesion of the local population.

#### **IV. Factors impacting labour market resilience**

One of the main problems that occurred in the Greek labour market, after the Greek accession into the European Union and then into the Monetary Union, was the management of the chronic high deficit. The deficit imbalance existed prior to the entry into the European Union but has been intensified further by the removal of the national barriers in the international trade and the globalization.

The structure of the political-party system which is based on the abstraction of the electoral consensus and influence through clientelism, the inefficient public sector and the strengthening of the private consumption due to government borrowing, the underground economy and the favouritism towards the traditional and often

anachronistic small and medium businesses, does not leave any space to gradually adapt the economic model to the new competitive environment. As a result, the Greek economy collapsed dragging the Greek society into a prolonged and self-sustained economic recession with low employment, high unemployment and high government spending. In this context, argumentation of a "creative destruction" appears to be invalid as the factors that could have a positive effect on the resilience of the labor market are not of the outmost significance. Such factors are considered to be the flexible adaptability of the SMEs and the good educational background of young workers. However, the factors that provoke a negative impact are numerous and they are also of the outmost importance. These are the formalism and the inefficiency of public administration, clientelism, fraud issues, the lack of culture of cooperation and the extreme individualism of the SME, the absence of a tradition of social dialogue and the required broad consensus for the solution of social problems and, also, the depletion of timescales for the smooth transition into another production model. Last but not least and in addition to the above noticed contextual factors, internal parameters affect also the impact of labour market innovations on the resilience of the Greek employment system. These are mainly the lack of any continuous and long-term monitoring of the employment measures as well as the absence of any systematic outcome- based evaluation of the employment policies implemented before and during the crisis.

#### **V. Challenges for innovative policies contributing to labour market resilience and labour market inclusion**

The great challenge that the Greek society is dealing with, is the resilience of the labour market which has been de-grounded permanently and has to be re-grounded in new production, economic and institutional foundations.

These foundations are limited, at least at present, by the high burden of government spending on debts and pensions, the dominant role of domestic consumption in the

fueling of the economic growth and the projections for idle growth in the near future as that penetrates the expectations of the 'Europe -2020 ".

The innovations that occurred during the period of crisis and are presented in section VI below, focused on the shock deregulation (neoliberal adjustment) of the labour market by reducing the wages of workers, the release of dismissals, the transition from the dual model of social protection to the residual dualization, the sharpening of social contradictions and the limited active employment policies. Specifically, the innovations of active employment policies are faced with the challenge of the demand for their generalized implementation and, therefore, the need for a brave increase of their public funding, which is opposed to the demand for restraining the public expenditure. The prospect of sustained economic growth, with low levels of employment, high unemployment levels and restraint of public spending, creates a negative environment for the resilience of the labour market. Initiatives such as subsidized temporal employment or job-sharing, in order to be effective require a widespread implementation based on high public funding; otherwise the institutionally regulated interventions undermine the European acquisitions of decent employment which includes the ensuring of social security for all employees.

Currently, policy innovations in Greece cause sock and increase unemployment rates instead of strengthening the resilience of the labour market. According to the Ministry of Economics ( Ministry of Economics, 2013) since 2010 more than 1.291.567 persons either as employees or as self-employed or as trainees, have been benefited from 74 OAED (Greek Manpower Organization) programs for job retention, promotion of employment or training, of a total budget of €3,87 billion. It is, also, assessed that the maximum number of beneficiaries upon completion of these programs will reach to 1.471.829 persons.

More specifically, the outcomes of these programs so far are declared to be the following:

- Retention of 339.260 jobs, including 11.669 jobs in the tourism sector.

- 194.177 unemployed have been benefited from 33 programs of finding a job or promoting small scale entrepreneurship.
- Expansion of seasonal employment by 79.473 jobs in the tourism sector.
- Vocational training of 625.209 persons, through LAEK and structural adjustment programs.
- Initial vocational training for 41.779 young people.

It is estimated that the above actions have contributed to a halt in the growth rate of unemployment of at least 5%-7%. Supposing as reliable this estimation the unemployment rate in Greece would have been nearly 35% of the workforce in the end of 2013. Apart from the official intentions and declarations all these programmes had minor effect in curbing unemployment. The unemployment rates of the general population as well as of vulnerable groups continue to rise year by year and reached already, nearly 30% of the labour force. Do these figures demonstrate the absence of any resilience of the Greek Economic, Employment and Social Protection System? A robust labour market requires a macroeconomic environment that is both globalized and friendly to decent employment. This requires proper timescales and employment innovations on a mass scale, instead of the hitherto 'innovation clusters'; that is, a medium - long term planning, broad consensus, extensive social dialogue and high public funding. How else can the innovations that aim to strengthen the resilience of the labor market be effective, if the latter is to be combined with the promotion rather than the deterioration of the social and human rights?

## VI. Overview of labour market innovations targeted to different social groups in the context of crisis

- Innovations targeted mainly to unemployed

<b>Innovation name</b>	<b>1</b> Unemployment Insurance for self-employed(free-lancers)
<b>Period</b>	2011 onwards
<b>Trend</b>	Residual dualization- conditionality and expansion of social rights
<b>Short Description</b>	<p>The aim of this measure is to provide social assistance to those self-employed and micro-employers who loose their occupation because of the crisis and don't manage after 3 months to find any kind of job Each self-employed is obliged to pay unemployment insurance contributions based on his annual income. From 2011 till 2013 they were paying 10.00 euro per month. A minimum number of unemployed free-lancers receive flat-rate and conditional unemployment benefit for 5 months maximum. Unemployed self-employees if had paid insurance contributions for at least 3 years, stopped their employment activity involuntary for at least 3 months, are not retired and their family annual net income the previous two years were less than 20,000.00 euro have the right to receive unemployment benefit of 360 euro per month for 3-9 months depended on the duration (in years) of their unemployment insurance contributions.</p> <p><b>Target group</b> Unemployed self-employees</p>
<b>Impact</b>	Very limited. Whilst more than 300,000 self employees lost their employment the beneficiaries are less then 5.000 persons until the end of 2013
<b>Remarks</b>	A large proportion of self-employed loose their source of income because of the crisis and they become unemployed with no right to any social assistance. The unemployment insurance of self-employed and micro-employers provides residual social

	assistance to a limited number of impoverished ex-self-employed
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<b>Innovation name</b>	2 Fixed-term quasi- employment (direct community or state service employment) in local authorities, social and public services
<b>Period</b>	
<b>Trend</b>	Residual Dualization /conditionality and sanctions-Activation
<b>Short Description</b>	<p>The aim of the programme is to finance the temporal employment of unemployed in jobs of public benefit (cleaning parks, roads, school, social work, care etc).</p> <p>The beneficiaries are selected according to certain criteria(duration of unemployment, age, education, type of family, qualifications, annual family income) and have to work for 5-7 months 6 hours per day, getting less than the minimum salary and with no right to redundancy compensation or any other employment premium. They mainly work in municipal services, in regional authorities and as auxiliary personnel in education.</p> <p>Wage cost is defined a) to 19.60 euro per day and no more than 490 per month for unemployed over 25 years whilst the minimum salary is 586 euro and b ) to 17.1 euro per day and no more than 427 per month for the unemployed under 25 years whilst the minimum salary is 510 euro. The programme provides also insurance contributions, which a) for the unemployed over 25 years do not exceed the amount of 258,00 € and b) for unemployed under 25 years the amount of 225,00 €</p> <p><b>Target group</b> Registered as unemployed who are members of families in which no one works.</p> <p>Registered as unemployed in Manpower Employment Organization who are members of single-parent families with no member are employed at all.</p>

	<p>Youths registered as unemployed ( 18-29 years)</p> <p>Long-term unemployed</p> <p>Unemployed university graduates</p>
<b>Impact</b>	50,000 beneficiaries per year
<b>Remarks</b>	

<b>Innovation name</b>	3 Unemployment benefits to long term unemployed
<b>Period</b>	2013 onwards
<b>Trend</b>	Residual dualization, conditionality and sanctions-Expansion of social rights
<b>Short Description</b>	Provision of minimum financial assistance to long-term unemployed while avoiding to overload, unbearably the unemployment insurance fund Those who got the normal unemployment benefit continuously for 12 months (maximum duration) and gain annual family income 12,000.0 euro maximum plus 587 euro for each protected child under the age of 18nth have the right to receive flat rate unemployment benefit of 200 per month for 12 months maximum. Since 2013 the maximum family income must not exceed 10,000.0 per year.
<b>Impact</b>	The beneficiaries represent less than 10% of the target group
<b>Remarks</b>	This innovation start as a “social partners’ initiative” in 2000 and financed until 2013 by contributions paid to the Account for Employment and Vocational Training (AEK). Since 2012 is a central state policy regulated and financed by Law.

<b>23. Innovation name</b>	4 Stricter rules for obtaining unemployment benefit
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<b>Period</b>	2013 onwards
<b>Trend</b>	Workfare- conditionality and sanctions-Activation
<b>Short Description</b>	<p>From 01.01.2013 the total number of days the unemployed is subsidized cannot exceed 450 days maximum during the last four years and from 01.01.2014 cannot exceed 400 days maximum during the last four years.</p> <p>The minimum required contributions increase from 75 to 80 full-time working days during the last two years from which 125 working days must be during the last 14 months not taking account the last 2 months</p>
<b>Impact</b>	Stricter rules and reduction of the eligible unemployed persons
<b>Remarks</b>	This particular innovation promotes workfare and cause negative effects on labour market resilience

<b>Innovation name</b>	5 Priority clause to long term unemployed in every active labour market programme
<b>Period</b>	Since 1995
<b>Trend</b>	Preventing long term unemployment- Activation
<b>Short Description</b>	<p>Long term-unemployed gain extra grades for their selection as beneficiaries in active labour market measures depending on the programme. Normally they are mainstream priority target group. The aim is to increase the employment chances provided to long term unemployed persons through the active labour market measures</p>
<b>Impact</b>	Ambiguous. Maybe reduction of long term unemployment rates
<b>Remarks</b>	Provision of employment and training chances to long term

	unemployed and curbing of long term unemployment rates
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- **Innovations targeted mainly to youths**

<b>Innovation name</b>	6 Subsidies of social contribution
<b>Period</b>	2011 onwards
<b>Trend</b>	Dualization-new form of policy implementation-oriented to employers-Activation
<b>Short Description</b>	<p>The aim of the programme is to create new part-time and full time jobs by subsidizing part of the wage cost which represents the social security contributions when the employed persons are registered as unemployed and they are recruited by private companies.</p> <p>The programme gives priority to small businesses employing maximum 50 persons, especially those occupied in innovative sectors such as the green economy.</p> <p><b>Target group:</b></p> <ul style="list-style-type: none"> <li>• Young people up to 30 years old.</li> <li>• Unemployed who are required less than 1,500 working days or up to 5 years formal employment in order to become eligible old age retirees.</li> <li>• Long-term unemployed women, aged over 45 years old and unemployed women over 50 years old</li> <li>• Parents with more than four caring children.</li> <li>• Lone-parent families</li> </ul>
<b>Impact</b>	25,000 unemployed.
<b>Remarks</b>	It is not clear whether the program assists new employment or the formalization of atypical employment

<b>Innovation name</b>	7 Temporal employment contracts of youths 18-25 years old in order to obtain work experience
<b>Period</b>	2011 onwards
<b>Trend</b>	Activation- retrenchment and human capital investment – Enhance employment opportunities(Addressing NEETs)
<b>Short Description</b>	Legislation of the employers' right(Law 3986 article 43) to sign temporal employment contract with youths 18-25 years old paying them the minimum salary reduced by 20% in order for them to obtain work experience. The temporal contract may be renewed for 24 months maximum. The employer is obliged not to dismiss any employee during the enforcement of youths' temporal contracts.
<b>Impact</b>	The number of intended beneficiaries are nearly 150,000 unemployed youths
<b>Remarks</b>	Reduced payment to youths while they are occupied in temporal employment may increase their employability and reduce their unemployment rate and more specifically long term unemployment rates of youths

<b>Innovation name</b>	8 Voucher Schemes as financial assistance to the training cost for unemployed youths
<b>Period</b>	2011-15
<b>Trend</b>	Human capital investment- Addressing NEETs
<b>Short Description</b>	The aim of the programme is to support financially the placement of unemployed youths in the private business sector by providing them with a voucher. Through the voucher is financed the training of eligible person as well as their fixed-term employment with the aim to assist them to acquire and improve their knowledge and skills in the work place. This innovation is an

	<p>active labour market policy focusing on the finance of training and short-term job placement for youths. The eligible unemployed youth has to agree with the employer how will be valorised the voucher having the following available options:</p> <ul style="list-style-type: none"> <li>-Training up to 80 hours (general and specialized skills) in conjunction with guidance and counseling</li> <li>-Internship / Work experience five ( 5) months, equivalent to 500 hours of training</li> <li>-Business grants that will transform the intership to an employment contract, while it will be coverage of employer's contributions for a year</li> </ul> <p>Support services and mentoring of trainees by the provider, before and during the internship.</p> <p>a) for young people:</p> <p>The training allowance is defined at:</p> <ul style="list-style-type: none"> <li>• 2,700 € (including statutory deductions) for the group of beneficiaries described as“unemployed young people aged up to 29 years who are graduates of Universities”, of which 400 € correspond for the theoretical training and 2,300 € for the internship</li> <li>• 2,400 € (including statutory deductions) for the group of beneficiaries described as “unemployed youth aged 18 to 29 years who are graduates of compulsory, secondary and post-secondary education”, of which 400 € correspond for the theoretical training and 2,000 € bonus for the internship.</li> </ul> <p>Free medical care in public health services are provided to all participants during the program.</p> <p>b) for companies: Cover the employer's contributions for all companies that will transform the intership into an employment contract.</p> <p>This innovation affects the employment conditions of a significant ratio of unemployed youths as well as their individual</p>
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	<p>responsibility to search actively for work</p> <p><b>Target group</b> Unemployed youths aged up to 29 years, who are graduates of universities / colleges,</p> <p>- Unemployed youths aged 18 to 29 years who are graduates of compulsory, secondary and post-secondary education</p>
<b>Impact</b>	35,000 beneficiaries
<b>Remarks</b>	Empowering unemployed youths in their search for employment by providing them with a voucher corresponding to different options of subsidies which depend on their choice

<b>Innovation name</b>	9 "Youth Entrepreneurship with emphasis on innovation"
<b>Period</b>	2014-2015
<b>Trend</b>	Entrepreneurship-activation- Enhance employment opportunities(Addressing NEETs)
<b>Short Description</b>	<p>The aim of the programme is to promote youths' employment by providing them with financial assistance in their effort to create their own innovative firm.</p> <p>An innovation is defined as "the applied use of knowledge in the production or the provision of new or substantially improved products, processes and services or the production, assimilation and exploitation of new achievements and ideas in the economic and social spheres of life.</p> <p>An Innovative Actions can be radical or progressive (depending on the changes in existing operation of business) and may indicate a new product or a new service, a new production method or technology, or the new administrative structure of an organization (internal or external in relation to their clients or consumers).</p> <p>These include: new manufacturing methods of finished products and other services, the use of new and environmentally friendly</p>

	<p>materials, biotechnology products, sensor technologies ,new certification services, digital handling, electronic catalogues, industrial design, development and provision of simulation and modelling services, new applications of informatics and multimedia programs, implementation of telematics and digital systems transmission, etc.</p> <p><b>Target group</b> Youth (up to 35 years old) unemployed</p>
<b>Impact</b>	2,000 beneficiaries
<b>Remarks</b>	<p>Lump sum financial assistance to youths' entrepreneurship. The duration of the grant is set at twelve (12) months.</p> <p>The amount of the grant for each new freelancer sets at 10,000.00€ and will be paid in 3 instalments.</p>

<b>Innovation name</b>	10 Provision of Vouchers financing the training of unemployed health professionals in the subject of Health Reform
<b>Period</b>	2011 once
<b>Trend</b>	ALMP-New governance-Activation
<b>Short Description</b>	<p>The aim of the programme is to support financially the professional training of young unemployed doctors, nurses and other economic and administrative staff in general hospitals and health professionals, in the subject of health reform issues. The theoretical training allowance for each trainee is 1.500 € (including statutory deductions). The internship allowance for each trainee is 6.000 € (including statutory deductions). The overall educational allowance (theoretical and practical training) trainee, total amounts to 7.500 € (including statutory deductions).</p> <p><b>Target group</b> Unemployed young doctors, nurseries, administrators on health units, medical technologists, radiologists, financial administrators, computer scientists aged up to 29 years, who are graduates of universities / colleges.</p>

<b>Impact</b>	Not clear
<b>Remarks</b>	There is very high probability of the presence of substitution effect creating negative effects to resilience because those subsidized trainees are occupied in organizations which fire permanent staff

- **Innovations targeted mainly to elderly**

<b>Innovation name</b>	11 Subsidized employment of elderly in local (municipal ) and regional administration
<b>Period</b>	2011-2013
<b>Trend</b>	Residual dualization, assist financially the chances for official retirement.- Improve Employment Prospects(Preventing early retirement)
<b>Short Description</b>	The aim of the programme is to subsidize the employment of 5,000 unemployed aged 55-64 years old in order to work formally until the will become officially old age pensioners.
<b>Impact</b>	A limited number of elderly unemployed will be assisted to become normal retirees
<b>Remarks</b>	This is a sshort term initiative but with programmatic implications as it creates a strong replacement effect( the same period there are much more many dismisses from local and regional public services)

<b>Innovation name</b>	12 Subsidized employment of elderly in the private economy
<b>Period</b>	2008 onwards

<b>Trend</b>	Residual dualization- financial assistance for official retirement.- Improve Employment Prospects(Preventing early retirement)
<b>Short Description</b>	<p>The aim of the programme is to subsidize for 5 years the employment of 2,500 unemployed elderly who are unable to become eligible retirees because they miss the minimum requirements in contributions and whose deficiencies does not exceed 1.500 working days and five (5) years to complete the age for official old age retirement.</p> <p>Official eligibility requirements are:</p> <p>a) The subsidized person is not redundant by the company that hire him/her or from their branches operating in the same regions throughout the last six months preceding the date of submission of their application.</p> <p>b) Those unemployed who will be hired by the company should be eligible to unemployment benefit or registered as unemployed for at least two (2) months before the application of entry in the programme. The offered job must be located in the vicinity of their residence and they must have the Greek citizenship or be nationals of a EU Member State.</p> <p>c ) not eligibility for employees occupied any time during the last 5 years in the firm and fired.</p> <p>The grant amount for each full day of employment is:</p> <p>22 € for the first year</p> <p>24 € for the second year</p> <p>26 € for the third year</p> <p>28 € for the fourth year</p> <p>30 € for the fifth year</p> <p>With the prerequisite that every month the employees will be insured for at least eighteen (18 ) days each.</p> <p>When the subsidized employees are working part-time (max. 4 hours per day) the amount of the grant decreases at 50% that is:</p> <p>11 € for the first year</p> <p>12 € for the second year</p> <p>13 € for the third year</p>

	<p>14 € for the fourth year</p> <p>15 € for the fifth year</p> <p><b>Target group</b> unemployed elderly</p>
<b>Impact</b>	Very limited number of beneficiaries in comparison to the reference group
<b>Remarks</b>	This is one of the very few initiatives subsidized from the Fund Against Unemployment which is financed from contributions

<b>Innovation name</b>	13 Restriction of eligibility criteria for retirement
<b>Period</b>	2010- 2015 onwards
<b>Trend</b>	Preventing early retirement
<b>Short Description</b>	Gradual increase in the minimum full time working years as a requirement for obtaining full-time old age pension. From 2015 the pension level will be defined according to the sum of all contributions instead of the average of the better 5 years (Law 3863/2010). The annual accrual rate does not exceed 1.2% on average.
<b>Impact</b>	Elderly workers apply earlier for retirement in order to avoid the impact of the forthcoming rules on their existing retirement options. In the short term reduce the employment rates of elderly and increase rapidly the earlier retirement of those who fulfil mature retirement entitlements.
<b>Remarks</b>	The reform adopted in 2010 and will complete in 2015.

- **Innovations targeted mainly to disabled**

<b>Innovation name</b>	14 Clause for the obligatory employment of disabled person in
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	firms that occupy more than 50 employees
<b>Period</b>	1998 onwards
<b>Trend</b>	Residual anti-discrimination – temporality-Preventing benefit claim; activate beneficiaries
<b>Short Description</b>	<p>Law 2643/1998 obliges every firm with more than 50 persons to include in its workforce at a ratio of 4% if they are private firms and at the ratio of 5% if they are public firms disabled persons. These persons must be from 18 to 45 years old when they are hired as permanent employees</p> <p><b>Target group</b> Disabled persons aged 18-45 years old</p>
<b>Impact</b>	This particular initiative had very positive effects on the employment and labour market inclusion of disabled person even though its implementation is limited to very large private firms and public agencies. Particularly in public sector took place three public competitions for the employment of disabled persons (in 2000, 2004 and 2008) and occupied 4.000 persons in sum.
<b>Remarks</b>	The policy enforced in 1998 but till 2008 implemented mainly from public enterprises, public services and very large (with more than 250 employees) private firms. The low capacity of Greek Labour Authorities to audit and enforce the implementation of this regulation to SMEs cause disappointed results.

<b>Innovation name</b>	15 Financial assistance for the ergonomic arrangement of the work place for disabled employees
<b>Period</b>	1998-2008 and 2010 till now
<b>Trend</b>	Anti-discrimination , adaptive work place- Enhance employment prospects
<b>Short Description</b>	Firms which occupy disabled persons can ask the employment authorities to subsidize the cost for the arrangement of their working place in order to be comfortable to the disabled

	employees. This particular initiative start in 1998 but the subsidies ended in 2008 because of the crisis. Currently a small proportion of the private firms(for 50 disabled person) that will occupy subsidized disabled person will get back 90% of the cost and 2500 euro maximum
<b>Impact</b>	Not defined. The maximum number of disabled beneficiaries since 2010 is just 50 persons.
<b>Remarks</b>	The transformation of this initiative from structural to temporal decreased its impact on resilience and labour market inclusion

<b>Innovation name</b>	16 Subsidized employment of disabled persons
<b>Period</b>	2013 onwards
<b>Trend</b>	Residual encompassing- Preventing benefit claim and Activate beneficiaries
<b>Short Description</b>	<p>One hundred percent subsidy of the social contributions for new hires of Disabled persons for 3 years maximum with the obligation of the employer to occupy the subsidized disabled person for at least 48 months. The aim is to reduce the cost caused to employers because of the lower level of productivity performed by disabled persons.</p> <p><b>Target group</b></p> <p>Micro firms that occupy less than 50 employees</p> <p>Disabled unemployed from 18 to 64 years old</p> <p>Nearly 2030 disabled persons are expected to find employment in small firms for at least 4 years. A small proportion of them(less than 100 person) will subsidized as part-timers.</p>
<b>Impact</b>	<p>Inclusion of a small proportion of unemployed disabled person through their subsidized full time or part time employment for at least 4 years</p> <p>The beneficiaries are 2030 persons (not estimated proportion).</p>

	Time horizon with regard to expected outcome(s): after 48 months
<b>Remarks</b>	-

- **Innovations targeted mainly to migrants**

<b>Innovation name</b>	17 Migrant Integration Councils
<b>Period</b>	2011 onwards
<b>Trend</b>	New governance- social capital
<b>Short Description</b>	<p>Migrant Integration Council is an advisory council to the municipality in order to enhance the integration of immigrants in local society. The councils consist of five (5) to eleven (11) immigrants as members, who are appointed by the relevant municipality Board. As members appointed councillors, representatives of immigrants' entities, if the entity is located within the municipality's boundaries, or representatives selected from the immigrants community residing in the specific and representatives of social entities that they belong to the municipality and they deal with immigrants problems. President of the council can be one of the councillors from the municipality. The participation in these councils is honorary and unpaid.</p> <p>The aim of the Migrant Integration Councils is the recording and the investigation of problems faced by immigrants, which are permanent resident of the municipality. Such as their inclusion in the local community, their access in public authorities, to submit recommendations to the city council to develop local actions to promote smooth social inclusion of immigrants and, in general, solving problems they face, in particular through the organization of advisory services of municipal services and the organization in cooperation with the relevant municipality events to raise awareness and aid entitlements of the social cohesion of the local population.</p> <p><b>Target group:</b> Immigrants</p>

<b>Impact</b>	Empowerment of migrants
<b>Remarks</b>	Until the end of 2013 activated only a few councils.

<b>Innovation name</b>	18 Tutorial training of immigrants in Greeks
<b>Period</b>	2009-2010
<b>Trend</b>	Social capital –inclusion- Invest in Human Capital
<b>Short Description</b>	<p>Subsidized tutorial in Greek language to immigrants, refugees and other unemployed, coming from vulnerable social groups (asylum seekers, victims of trafficking, etc.) in order to improve and certify their knowledge in modern Greeks (written and oral) so as to facilitate their social and employment integration. The aim of this initiative is to promote the integration of vulnerable groups into the labour market and to achieve their inclusion.</p> <p><b>Target group:</b></p> <ul style="list-style-type: none"> <li>• Immigrants</li> <li>• Repatriated</li> <li>• Refugees</li> </ul>
<b>Impact</b>	Social and employment inclusion and empowerment of immigrants. Total number of beneficiaries: 8,638 persons
<b>Remarks</b>	Most immigrants in Greece are non-documented whilst the main precondition for the participation in this kind of training is to be legal migrants.

- **Innovations targeted mainly to various vulnerable groups**

<b>Innovation name</b>	19 Local development partnerships to support the social integration of excluded persons
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<b>Period</b>	2012 onwards
<b>Trend</b>	New governance of employment services to vulnerable groups- Decentralized Activation- Response to the financial and economic crisis(addressing labour supply)
<b>Short Description</b>	<p>The aim of the programme is to facilitate the creation of new jobs through the set up of employment cooperatives and social enterprises. The programme finances the operation of Social Partnerships which are in accordance with the law 4019/2011 and whose goal is to function as mechanisms which provides counselling and technical assistance to vulnerable groups in order to create their own social enterprise. Each SP consist at least five beneficiaries and gets subsidies that range from 15,000 € to 70,000 €, under predefined preconditions. The purposed social enterprises have to follow market rules but are not permitted to share profits.</p> <p><b>Target group:</b></p> <p>Unemployed aged 18-29 years old, who will work in the SP as employees and anyone who is interesting in setting up a SP.</p> <p>The main priority is on the following vulnerable groups:</p> <ul style="list-style-type: none"> <li>• People with disabilities</li> <li>• Dependent or Substance detoxified individuals</li> <li>• Seropositive</li> <li>• Prisoners / ex-prisoners</li> <li>• Juvenile offenders</li> <li>• Long-term unemployed</li> <li>• parent families</li> <li>• Residents in remote areas</li> <li>• persons with cultural particularities</li> <li>• Immigrants and refugees.</li> </ul>
<b>Impact</b>	By October 2013, 149 partnerships created without certain outputs

	and activities till now.
<b>Remarks</b>	The development of social partnerships with the aim to support the social and employment integration of vulnerable groups start during the '90s in Greece with the financial assistance of European Social Fund but they never intergraded in national and regional policies and remained minor priority. The current measures focus on the provision of free expertise to vulnerable groups in order to create their own social enterprise in a quasi- sheltered environment.

<b>Innovation name</b>	20 Inclusion of interventions for Vulnerable Groups in various operational programs financed by ESF
<b>Period</b>	2004 onwards
<b>Trend</b>	Activation- human capital investment
<b>Short Description</b>	<p>The aim of this initiative is to support the integration of vulnerable groups by financing their training and supportive services (guidance, free provision of information, certification of skills and qualifications) in order to become employed.</p> <p>The interventions include:</p> <p>A. Pre-training</p> <ul style="list-style-type: none"> <li>-Develop writing skills, reading, use numbers etc.</li> <li>-Basic knowledge in a foreign language</li> <li>-Professional terminology relevant to the training program to be followed</li> <li>-Basic knowledge of computer skills</li> <li>-Update on legal issues (security rights, labour etc.)</li> </ul> <p>B. Training</p> <p>Subsidized training on the subjects of: Health Environment, Health &amp; Welfare, Sports - Culture – Communication, Economy, Management, Information Technology, Tourism - Provision of</p>

	<p>Services, Agriculture, Transportation.</p> <p>The pre-training lasts from 100 up to 200 hours, while the training 350-400 hours including theoretical and practical knowledge.</p> <p>Unemployed, with or without being eligible of regular unemployment benefits receive 5 € per hour or 6 € per hour as training allowance if they are people with disabilities, seropositive persons, Persons detoxified or in detoxification.</p> <p>Additionally, the companies where the training (internship) takes place are obliged to occupy at least 15% of the trainees, within 30 calendar days after the end of the training for at least three months or an equivalence of 70 full-time daily wage.</p> <p><b>Target group</b> The beneficiaries are those that are registered as unemployed in the National Employment Agency or are graduates with no right to register as unemployed because they are members of professional chambers and pay by their own the social contributions whilst belong to the following special groups:</p> <ul style="list-style-type: none"> <li>• People with Disabilities</li> <li>• Women victims of domestic violence</li> <li>• Women / Men trafficking victims</li> <li>• Parent families</li> <li>• Immigrants, refugees</li> <li>• People with religious and cultural differences in poverty / risk of poverty</li> <li>• Asylum seekers</li> <li>• Released prisoners / prisoners</li> <li>• Former drug users</li> <li>• Seropositive</li> <li>• Homeless</li> </ul>
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	<ul style="list-style-type: none"> <li>• People in poverty / risk of poverty</li> <li>• Persons subject to discrimination based on sexual orientation and / or gender identity</li> </ul>
<b>Impact</b>	Very few beneficiaries / Unclear outcomes
<b>Remarks</b>	-

- **Innovations targeted mainly to public and private sector employees**

<b>Innovation name</b>	21 Vouchers for child-caring services
<b>Period</b>	2013 onwards
<b>Trend</b>	New governance of child caring services– Liberalization/privatization – quasi-market of social – Flexibilisation and flexicurity
<b>Short Description</b>	The programme provides in the form of vouchers financial assistance for purchasing caring services to the low income employees in the private sector and to the unemployed women who seek for a job. Eligible parents enrol their children for caring in accredited kindergartens which accept as fees vouchers which correspond to lump-sum payment depended on the kind of caring services.
<b>Impact</b>	Facilitating low income families and unemployed parents in their concern for the care of their children while they try to find a job. More or less 75,000 beneficial children per year(50% of the officially applicants)
<b>Remarks</b>	Employed parents in public sector and municipalities are excluded from free provision of vouchers.

<b>Innovation name</b>	22 Flexible rearrangement of working time
<b>Period</b>	2012 onwards
<b>Trend</b>	Flexibility-external and internal numerical flexibilisation
<b>Short Description</b>	Employers have the right to occupy their employees for 2 extra hours per day and in maximum 48 hours per week for 6 months each year without paying overtime premiums. As an offset they must provide extra days of holidays. The employee has the right not to work overtime if he proves that is not able to do it and is not biased.
<b>Impact</b>	Increase of flexible employment of permanent employees without any extra payment cost.
<b>Remarks</b>	The flexible arrangement of working time increases productivity whilst minimizes the need of firms for hiring temporally employees especially in seasonal activities (e.g. tourism, construction, process industry).

<b>Innovation name</b>	23 Obligatory solidarity contributions paid from civil servants in order to support financially the provision of unemployment benefits.
<b>Period</b>	2011 onwards
<b>Trend</b>	Residual dualization. Financial burden to civil servants for the sake of unemployment insurance.
<b>Short Description</b>	Law 3986/2011 defines that 2% of the monthly income of public employees will be withheld in order to finance measures against unemployment even though public servants are permanent employees and their dismissal is prohibited by the Greek

	<p>Constitution. The aim is to find new financial resources for the "lame duck" of unemployment insurance and to create new mechanisms for the financial assistance to redundant public employees</p> <p><b>Target group</b></p> <p>Unemployed</p> <p>Civil servants</p> <p>Dismissed public servants</p>
<b>Impact</b>	In the long term this innovation will facilitate the employment mobility of fired civil servants
<b>Remarks</b>	Many employees and trade unions appealed to the courts against this governmental initiative

<b>Innovation name</b>	24 Renewing fixed-term contracts without limits in their duration and terms
<b>Period</b>	2012 onwards
<b>Trend</b>	Flexibility –Enhance employment opportunities
<b>Short Description</b>	Fixed term contracts may be renewed with no limits on their duration and on the number of recurrent terms if there are specific occupational situations such as temporal substitution of absentees, recurrent subcontracting or the economic activity refers to aviation services.
<b>Impact</b>	This measure affects the labour relation and career prospects of temporal employees in the private economy that is 9,8% of the workforce or 224,000 persons

<b>Remarks</b>	In all other cases the duration of fixed term contracts must be maximum 3 years
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<b>Innovation name</b>	25 Enforcement of bargaining inside the individual firms versus the jurisdiction of sectoral collective agreements
<b>Period</b>	2011 onwards
<b>Trend</b>	Liberalization-deregulation-External and internal numerical flexibility-Erosion of collective bargaining coverage
<b>Short Description</b>	<p>Law 4024/2011 defines that in-company trade unions or temporal unions of company employees have the right to sign collective agreements with their employer bypassing the jurisdiction of sectoral collective agreements but with the obligation not to slight the minimum standards defined by the national general collective agreement The aim is to support flexibility at company level by permitting the variation on sectoral working and payment standards as a response to the nuances of the firm's financial situation</p> <p><b>Target group</b> Employees in the private economy</p>
<b>Impact</b>	Weakening trade-unions
<b>Remarks</b>	In the Great majority of firms in Greece there are no labour councils or in-house trade unions and most workers in the private economy will not be covered by collective agreements any more.

<b>Innovation name</b>	26 Occupational Mobility of employees in public services and civil servants
<b>Period</b>	2011 onwards

<b>Trend</b>	Liberalization-flexibility-mobility- Functional Flexibilisation
<b>Short Description</b>	<p>Surplus public servants and employees in public services are obliged to register in Mobility Lists for maximum 12 months in order to move to another available job or to be fired. During the period of their obligatory availability for the occupation a probable vacant job in public services they are paid without working 60% of their basic salary. If they had not moved to another job after the expiration of 12 months, they dismiss</p> <p><b>Target group</b> Employees in public services</p>
<b>Impact</b>	This innovation has negative effects in the resilience of the Greek Labour Market at is limits the chances for new hires in the public sector
<b>Remarks</b>	The obligatory occupational mobility in public services reduce the employment rate in public sector and creates bottlenecks for the absorption of unemployed in public services

<b>Innovation name</b>	27 Reduction of wages at 50% for 3 months maximum when the economic activities of the firm decreases.
<b>Period</b>	2010 onwards
<b>Trend</b>	Retrenchment –flexibility- employer oriented- External and internal numerical flexibility
<b>Short Description</b>	<p>After consultation with employees’ representatives and labour market inspection authorities and with the requirement from the firm provides evidence of serious reduction on its operation (e.g. decrease on selling products) the employer has the right to reduce the working time of employees by respective shrinkage of their salary for a period of 3 months maximum</p> <p><b>Target group</b> Private sector employees</p>

<b>Impact</b>	This innovation assists firms to avoid redundancies in the turbulence of crisis by minimizing the amount of their total employment. Employers benefit in terms of their capacity to adapt in the challenges of the crisis and employees increase the chances to remain in employment.
<b>Remarks</b>	-

<b>Innovation name</b>	28 Promissory note for wage payment
<b>Period</b>	2012 onwards
<b>Trend</b>	Encompassing- formalization of atypical employment- Fighting informal economy
<b>Short Description</b>	<p>The promissory note for wage payment is the new obligatory method to pay the laborers and those working in cleaning, deliveries and domestic work. The employer buy a special promissory note from a bank writes the amount of payment, the working time and the name of the beneficiary and gives it to the worker instead of payment in cash. Afterward the worker cashing it at the bank which extracts 10-25% of its value as social contributions. The aim of this measure is to reduce informal employment and to support financially the insurance funds. All informal workers have no right to social insurance unless they are paid according to this method.</p> <p><b>Target group</b> Laborers in agriculture , domestic workers, workers in cleaning, delivering and promotion of services and goods</p>
<b>Impact</b>	Reduction of atypical work- financial assistance to social insurance
<b>Remarks</b>	The great number of informal workers in Greece are migrants and youths

<b>Innovation name</b>	29 Voluntary transformation of full time employment to part-time employment for employees in public services
<b>Period</b>	2011 onwards
<b>Trend</b>	Flexicurity- reconciliation of work and personal life- Employee driven flexibility
<b>Short Description</b>	Permanent employees in public agencies and local authorities have the right to ask for reduction in their working time at maximum 50% with the proportional decrease on their payment for a period of maximum 5 years  <b>Target group</b> Permanent employees in public agencies and local authorities
<b>Impact</b>	There are no defined outcomes. May be some public agencies will manage to sustain their employment level.
<b>Remarks</b>	The low level of public salaries does not encourage voluntary part-time employment.

<b>Innovation name</b>	30 Statutory prohibition of any increase in salaries until the unemployment rate decrease to less than 10 percent of the workforce
<b>Period</b>	2012 onwards
<b>Trend</b>	Authoritative weakness of social dialogue and collective bargaining- response to financial and economic crisis(innovations addressing financial consolidation and sustainability

<b>Short Description</b>	The Government prohibited by a Ministerial Council Decision any increase in the salary of private sector employees whilst the unemployment rate exceed the level of 10%. <b>Target group</b> Employees in the private sector
<b>Impact</b>	The authoritative prohibition of any increase in salaries annihilated the jurisdiction of collective agreements and social dialogue
<b>Remarks</b>	The unemployment rate is not predicted to be less than 10% before 2020

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