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EXPERTISE FRANCE
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ADVANCING THE ACCRUAL ACCOUNTING REFORM IN GREECE

Activity CL.3

PUBLIC PROJECT REPORT

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Abbreviations and acronyms

Abbreviation or acronym	
ACCA	Association of Chartered Certified Accountants
DGFS	Directorates General of Financial Services with line-ministries
EPSAS	European Public Sector Accounting Standards
FAQ	Frequently Asked Questions
GAO	General Accounting Office of the State
GG	General Government
GGAF	General Government Accounting Framework
IESOEL	Institute of Certified Public Accountants of Greece
IPSAS	International Public Sector Accounting Standards
PFM	Public Financial Management
PIB	Public Investment Budget
Q&A	Questions & Answers
RRP	Recovery and Resilience Plan
TSI	Technical Support Instrument

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I. INTRODUCTION

The global increase in fiscal deficits and rapid debt growth has driven governments to reform their public sector accounting systems with a view to improving the management of their public finances, financial transparency, and accountability.

The adoption of International Public Sector Accounting Standards (IPSAS) and, within the European Union, the project on European Public Sector Accounting Standards (EPSAS) aim to ensure high-quality, comparable financial reporting among countries.

Greece, particularly in the context of its national Recovery and Resilience Plan (RRP), has been focusing on transitioning to accrual-based accounting, using internationally recognised accounting standards for the public sector, such as IPSAS, as a benchmark.

Launched by a presidential decree in 2018, this reform aims to implement a new accrual-based financial accounting framework for the entire General Government; introducing a unified chart of accounts and new structures for economic, administrative, and functional classifications.

Since the launch of the reform, the government has already carried out manyfold activities, also benefiting from previous technical support projects aimed to reform the PFM framework, as well as develop and adopt accrual-based accounting standards, notably by establishing an operational accruals-based accounting framework applicable to the entire General Government. Moreover, the General Accounting Office of the State has embarked on to the development of a new and comprehensive accounting and financial management information system with a view to enabling accrual-based accounting and financial reporting in the Central Administration as well as the consolidation of the financial statements of all General Government entities.

The adoption and implementation of internationally recognised accounting standards in the public sector in Greece, like in the case of any comparable reform, encountered challenges. These challenges included the need for capacity-building and training programs, the establishment of effective monitoring and enforcement mechanisms, and the alignment of national regulatory frameworks with international standards.

The first phase of the technical support and training project was financed or co-financed by the European Commission and carried out with the support of the Belgian Development Agency, the International Monetary Fund, and Expertise France. It began in 2019 and ended in 2022. Following on from the first phase, Greece requested further support from the European Commission under the Technical Support Instrument (TSI).

The support received in the course of the first phase to the reform, helped GAO to develop the General Government Accounting Framework (GGAF). Deriving from Presidential Decree 54/2018, the GGAF comprises an EPSAS related conceptual framework, a unified chart of accounts, with its economic, administrative and functional classifications, and the necessary accounting policies, including an accounting policy for the first time implementation, for offering a fully operational accounting framework.

The objective of this second phase of the support project agreed between the European Commission, Expertise France and the Greek Government (the Project) was to assist the General Accounting Office of the State (GAO), with the Greek Ministry of Economy and Finance, in advancing the implementation of its wider Public Financial Management (PFM) and the accounting reforms, based on internationally recognised accounting standards.

The true-and-fair representation of the consolidated financial position and financial performance of General Government on the accrual basis of accounting was meant to improve financial transparency, accountability, and decision making as well as to further streamline PFM procedures. The Project also aimed to foster investment, enhance competitiveness, and contribute to sustainable economic and social convergence, resilience, and recovery. Additionally, it sought to strengthen institutional and administrative capacity at all levels—regional and local included—with a view to enabling socially inclusive, green, and digital transitions. This effort was also meant to address the challenges outlined in the country-specific recommendations and support the implementation of Union law.

The specific objectives of the Project were:

- To assist the Ministry of Economy and Finance in Greece, particularly the GAO, in carrying out reforms; and
- To advance the implementation of Greece's national RRP in accordance with Regulation (EU) 2021/241.

II. RESULTS AND OUTCOMES

A. Activities conducted and key results

1. Activity 1: Accompanying the implementation of the accounting reform

Indeed, GAO has made significant progress in advancing Greece's PFM and accrual accounting reforms, with the Project providing targeted support that translated reform priorities into concrete operational results. Key achievements included:

- stronger reform governance,
- further development of the GGAF,
- support to the revision of the State Budget Law,
- practical contributions to improved cash management
- and a more streamlined and digitised expenditure lifecycle.

In terms of concrete results, in line with the agreed priorities, the Project supported GAO in delivering:

- a large number of in-person and video-conference meetings with internal and external stakeholders (DGFS in particular), communicating and promoting the reforms,
- redesigned financial and accounting procedures for the CA, following analysis and scrutiny, and
- GGAF-compliant approaches drawing on concrete input provided by the Project, as with:

- the harmonised cash-basis between budget, financial reporting, cash management and cash planning;
- a streamlined approach to bank accounts and extra-budgetary funds (special accounts) via the definition of a bank accounts register,
- a significantly reduced, though still large number of Central Administration bank accounts, following stocktaking and scrutiny, and
- redesigned procedures for controlling their creation and management;
- redesigned PFM procedures, particularly with respect to imprest cash-accounts, standing advances and extra-budgetary funds, including their accounting treatment in line with GGAF;
- approaches for the treatment of various line-items, financial events and transactions under the accrual-basis accounting, also with a view to drafting legal texts;
- the additional Accounting Policies, on revenue from exchange transactions, revenue from non-exchange transactions, cash-flow statements, tangible natural resources held for conservation[1], and consolidated financial statements, in line with the approach set out under Activity 2 below;
- accounting procedures for public investment expenditure[2] through gov-ERP, in line with GGAF;
- implementation of GGAF requirements with regard to the treatment of public revenue;
- implementation of the accounting reform across General Government (GG);
- stocktaking and measurement of fixed assets; and
- communicating sectoral adaptations of the single charts of accounts, financial reporting issues, and the reformed PFM procedures.

As a result, the Project supported change management by helping to achieve a stronger methodological and operational foundation, supported by clearer procedures, improved alignment between accounting and PFM requirements, and piloted preparedness for GGAF implementation across General Government.

By the end of June 2026, GAO had launched the legislative procedure for the amendments to SBL 4270/2014 and related acts as well as the amendments to GGAF per PD 54/2018. Gov-ERP should be launched as from 1 January 2027, with a view to compiling the first CA gov-ERP-based financial statements in 2028 for the reference period 2027.

To follow up the Project achievements described just above for successfully completing the reforms, in the medium to the longer term, i.e.: for the next five to seven years, the reform effort will continue to be in need of:

- receiving strong political commitment and exercising effective leadership.

[1] In preparation at the closing date of the Report.
[2] The Greek State Budget is split into the Ordinary Budget (OB) and the Public Investment Budget (PIB).

- practical support and supply of expertise for the successful implementation of the new accounting and PFM framework. This applies in particular to the consolidation of GG financial statements until this undertaking can be regarded as accomplished.
- communicating the benefits of its reform efforts and invest further in strengthening financial literacy.

To fully benefit from the achievements of the PFM and financial reporting reforms, the accounting information that will be made available via the gov-ERP should be used for active financial management and decision orientated financial reporting.

2. Activity 2: Support in the area of financial statements' consolidation

Support for the preparation of the General Government consolidated financial statements constituted one of the key aspects of the project implemented under the Recovery and Resilience Facility, as part of the General Government Accounting Reform and the achievement by the end of Q4-2025 of Milestone 219 of the Greek Recovery and Resilience Plan. On one hand, the national RRP financed procurement and implementation of gov-ERP. On the other hand, the TSI-financed Project was the enabler for the pilot consolidation of the GG entities through the gov-ERP Business Planning and Consolidation (BPC) platform that resulted to the completion of the Milestone.

The objective of this technical support activity was to establish, in close cooperation with GAO, the methodological, technical and operational basis required for the preparation of consolidated financial statements under the new General Government Accounting Framework and the future operation of the gov-ERP consolidation module.

Under this activity, GAO was supported in the preparation of the first pilot consolidated financial statements of the General Government. The support focused on the consolidation perimeter, the consolidation methodology, the collection and assessment of financial data, the restatement of the financial statements of pilot entities, the reconciliation of intergovernmental transactions, the identification of the required consolidation entries, and the need to establish common rules for presentation and measurement.

A major milestone of the project was the pilot consolidation based on actual financial data from 344 General Government entities with audited financial statements for reporting period 2023. This marked the first practical application of the new consolidation framework, validating the proposed approach, assessing entities' readiness and identifying implementation challenges prior to full-scale implementation. The experience gained through the pilot consolidation directly informed the development of additional guidance, practical instructions and further accounting clarifications for participating entities. Furthermore, the Help-Desk advised by the experts was established by GAO and functioned as a structured feedback mechanism, capturing implementation issues, practical questions and feedback from participating entities that supported the continuous development of the consolidation methodology and improved the quality and consistency of the financial information used for consolidation.

The support given, also provided substantial technical input to the preparation of guidance, circulars and practical instructions issued by GAO to General Government entities. All together, they were based

on internationally recognised accounting standards, for the public as well as the private sector, as well as the IFRS-based Greek private sector accounting standards also with a view to developing thereupon the planned Accounting Policy (A on the consolidation of GG entities. Beyond reviewing technical accounting matters, this process served as an effective knowledge transfer mechanism, strengthening the GAO's capacity by addressing complex accounting issues from both individual and consolidated financial reporting.

In parallel, the activity was closely linked to the development of the gov-ERP consolidation module. During discussions with GAO and the contractor responsible for the information system, several matters were examined, including information flows, the format and level of financial data submission, reconciliation procedures, control safeguards, acceptable differences, consolidation entries and the presentation requirements for the financial statements and related notes. The gov-ERP functionalities were progressively examined and further specified on the basis of the needs identified through the pilot consolidation.

As mentioned above a significant aspect of the support was its contribution to the development of the consolidation accounting policy by GAO. This policy was not treated as a theoretical document that could be completed independently. On the contrary, its development evolved gradually by the findings of the pilot consolidation, the difficulties arising from the processing of real data and the decisions that had to be taken on complex matters affecting consolidation. In this way, the consolidation accounting policy was built by both the requirements of the new accounting framework and the practical needs of its implementation.

This work involved technical discussions, expert's review, improvements and additions on definitions, rules, to be incorporated into the consolidation accounting policy. Particular importance was given, on the one hand, to issues arising from the pilot process, such as the treatment of intergovernmental transactions, the recording of adjustments, the link between individual and consolidated financial statements and the need for consistent application of critical accounting assumptions, and, on the other hand, to matters identified as necessary for the full implementation of consolidation, such as the treatment of participations in terms of their initial recognition and subsequent measurement.

Overall, the activity developed a practical and operational consolidation framework in line with the accounting requirements of the general government accounting framework. Beyond its technical outputs, the activity also contributed to strengthening the technical knowledge and expertise required for the successful implementation of the reform.

The experience gained through the pilot consolidation, together with the development of the Consolidation Accounting Policy and the gov-ERP Consolidation Module, has provided the General Accounting Office with the necessary tools to support the future preparation of consolidated financial statements.

As regards the next steps as currently planned:

- the formal issuance of the Accounting Policy regarding the consolidation of financial statements is expected to take place by the end of 2026.

- By December 2026, GAO plans to close the next phase of the pilot exercise consolidating actual financial data from 500 GG entities with audited financial statements fort the reporting period 2024.
- One year later, by December 2027, GAO plans to consolidate, yet on a pilot basis based, an even larger range of GG entities with audited financial statements for reporting periods 2025 and 2026.
- Finally, by the end of 2028, GAO expects to achieve the consolidation of the whole of GG, based on Central Administration financial data delivered by gov-ERP and the totality of GG entities with audited financial statements for the reporting period 2027.

3. *Activity 3: Capacity building for officials in international public sector accounting standards, especially for users of gov-ERP*

a. Activity 3.1: Accountancy certification scheme on IPSAS

IESOEL has been selected by Expertise France to design and deliver the Accountancy Certification Scheme on IPSAS in the Greek language. The program aimed to equip GAO officers with the necessary technical knowledge and practical skills, while also supporting the reform and addressing change management challenges.

The main objective of the training program was to strengthen the capacity of civil servants in IPSAS as regards the description of financial reporting context for public sector entities and their understanding regarding the main requirements of the core accrual basis IPSAS and the more limited requirements of the Cash Basis IPSAS. Furthermore, the training program aimed at helping the participants to get an understanding of IPSAS through accrual-basis accounting and how their use contributes to transparency, accountability and efficiency of a government when it is linked to accrual accounting reform.

The training program was structured so that, following the introduction of the IPSAS Framework, each session combined practical exercises with theoretical background, linking the concepts directly to the application of IPSAS in case studies and hands-on activities.

Also, an online course has been developed and provided in Greek language, in collaboration with the Association of Chartered Certified Accountants (ACCA). All of the 22 GAO officers (from the Directorate of Accounting and Implementation of Accounting Framework for General Government, and the Directorate of Financial Statements and Reporting) who participated in “ACCA Cert IPSAS EL” were registered to the ACCA Learning Platform, enrolled in the Greek version of the online course “Certificate in International Public Sector Accounting Standards” by IESOEL, and have obtained the certification.

The ACCA Certificate in International Public Sector Accounting Standards (Cert IPSAS) has been specifically developed to help finance professionals with a background in financial reporting meet the challenges of implementing IPSAS, providing introductory knowledge and practical application of the standards as well as the way these are interpreted and applied.

The Cert IPSAS included:

- 11 self-paced, interactive modules with practical tasks to help GAO officers bring their learning into their day-to-day work (approximately 20 hours of self-study)
- A one-hour assessment, which comprises 25 questions and has a 50% pass mark. There are three attempts allowed.

b. Activity 3.2: Entry-level training sessions on accounting

IESOEL also designed and delivered an entry level training session on Accounting in the Greek language.

The program aimed to equip Central Administration officers (GAO and officers from Directorates General of Financial Services of line-ministries) with the necessary technical knowledge and practical skills, while also supporting the reform and addressing change management challenges.

The training program covered fundamental principles and practices of accounting together with a detailed introduction to IPSAS and to the first-time implementation of the General Government Accounting Framework.

The main objective of the training program was to assist the selected participants by introducing them to the fundamental principles and practices of accounting, providing an overview of the main financial statements and their components, introducing them to the mechanics of recording transactions in journals and ledgers, the process of adjusting entries, closing entries, preparation of a trial balance and how technology is being integrated into accounting practices to improve accuracy and efficiency.

The training program was structured so that, following the introduction on fundamental accounting principles, each session combined practical exercises with theoretical background, linking the concepts directly with hands-on activities.

The 189 participants of this training program were selected by GAO in communication with the Ministries based on their positions, their involvement in the transition to the new accrual-based framework (General Government Accounting Framework) and their knowledge of and experience in financial accounting.

All the participants received due certification confirming completion of the training program.

4. Activity 4: Development of an internal communication strategy for the General Government regarding the accounting reform

Under Activity 4, the project supported the design and implementation of a communication workstream aimed at strengthening awareness, understanding and stakeholder engagement around the accounting reform across the General Government.

The communication support was designed to translate a highly technical reform into clearer, more accessible and more operational messages for the relevant target audiences, including officers of GAO, General Directorates of Financial Services of Ministries, General Government entities and other institutional stakeholders. Its overall objective was not only to increase visibility of the reform, but also to support change management, by helping stakeholders understand why the reform matters, what it

changes in practice, what is expected from them, and how its different components — including the General Government Accounting Framework, fixed assets registry work, consolidated financial statements and gov-ERP — are interconnected.

To this end, the project contributed to the preparation of a structured communication roadmap and to the development of core communication messages explaining the rationale, objectives and practical relevance of the reform. A broad range of awareness-raising, explanatory and dissemination outputs was produced, including invitations, agendas and programmes in Greek and English, visual material, infographics, Q&A and FAQ material, recap videos, post-event survey tools and post-event reporting outputs.

A central part of the communication workstream was the support provided to the project's two awareness workshops. The first workshop, held on 10 December 2025 under the title "Fixed Assets Register: Progress, Challenges and Next Steps", focused on one of the key practical building blocks of the reform and aimed at helping stakeholders better understand the technical and operational importance of the Fixed Assets Register for the Central Administration.

The second workshop, held on 15 June 2026 under the title "Accounting Reform: Accountability and Transparency in Public Finances", was designed as the second and final large awareness event of the project and combined the themes of Accounting Reform, Consolidated Financial Statements and gov-ERP implementation. Together, the two events formed the core public-facing awareness sequence of the communication workstream, progressively broadening the understanding of the reform from a specific implementation topic to the wider institutional and strategic architecture of the reform.

The second event, in particular, functioned as a major awareness milestone of the project. It brought together 200 in-person participants and generated 595 total livestream views, including 378 unique viewers, with a peak concurrent audience of 210 and an average concurrent audience of 159. In total, 578 stakeholders followed the event either physically or online. The event included representatives from the General Directorates of Financial Services of Ministries, GAO units and a broad range of public-sector stakeholders.

Both awareness events generated positive participant feedback, confirming the value of the communication and awareness workstream. For the first workshop on the Fixed Assets Register, the post-event survey gathered 81 responses and recorded a very strong overall experience score of 4.68/5, with content usefulness rated at 3.79/5 and clarity of next steps at 3.54/5.

For the second awareness event, 109 valid responses were collected, of which 82.5% rated the event as very or extremely useful, 97.3% said that it contributed quite a lot or very much to their understanding of the importance of the Accounting Reform, 87.2% found the next steps quite or absolutely clear, 94.5% agreed that their questions and expectations were covered, and 98.2% expressed interest in future GAO events with more open discussion formats. These results underline the effectiveness of the project's awareness dimension and the relevance of continued explanatory and engagement-oriented communication.

Post-event communication and follow-up activities were also an important part of the workstream. These included recap video material, photo material, participants' lists, minutes, Q&A reporting, a post-event survey form and a bilingual post-event survey report with charts and analysis. In parallel, draft

FAQ material was initiated in Greek and English in order to address recurring questions and support the next layer of explanatory communication outputs, including infographics to be disseminated through GAO channels.

Through these activities, the communication workstream contributed to making the reform more visible, more understandable and more institutionally accessible. It supported the broader objective of strengthening transparency, accountability and readiness for implementation, while also giving the project a clearer and more coherent public-facing dimension.

The main results of the activity were delivered by means of the following communication elements:

- Communication roadmap and messaging support for the reform;
- Awareness and explanatory communication material;
- Event communication packages for the project's two awareness workshops;
- Greek and English invitations, agendas and visual material;
- Recap videos and post-event communication assets;
- Q&A material;
- Post-event survey and analytical feedback reporting;
- Initial infographic preparation for continued dissemination.

The Project in cooperation with GAO contributed to effectively strengthening stakeholders´ awareness and improving their understanding of the reform. It reportedly helped to shape their perception of the accounting reform and helped build momentum for its implementation across GG.

5. Supporting the change

As the all-encompassing key result, the Project may be said having supported change management by:

- helping to achieve a stronger methodological and operational foundation, supported by clearer procedures, improved alignment between accounting and PFM requirements, and piloted preparedness for GGAF implementation across General Government, including for the consolidation of financial statements.
- improving financial literacy and strengthening human-capacity foundations via combining practical training and certification of skills and technical knowledge,
- strengthening reform visibility and improving stakeholder perception of the reform overall via targeted events, provision of practical communication tools, tested engagement formats, and evidence-based feedback that, in the context of a continuous and targeted communication effort, can support stronger institutional ownership and sustained readiness to implement the reform across GG.

It actually delivered the much need support for the continuation of the successful implementation of the accounting reform and the delivery of gov-ERP-based financial reporting.

B. Challenges faced and solutions adopted

1. Under Activity 1

In spite of the significant progress delivered through the reform efforts, the Activity, as is usually the case with reforms of this magnitude also encountered a number of significant challenges. The main constraints affecting the effective provision of advice and the advancement of the reform appeared to arise from caution in response to what was perceived as "the new and the unknown". These constraints were amplified through adherence to established practices and departmental views as well as differing perspectives among stakeholder and strong individual views. This was reflected, for example, in:

- long discussions before reaching necessary conclusions when reviewing and redesigning budgeting, expenditure and payment procedures;
- resistance to the integration of public investment expenditure into gov-ERP, the single integrated financial management and reporting system of the State, in breach of GGAF and internationally recognised financial reporting standards, and
- delays regarding the rationalisation of bank accounts management and implementing the Single Treasury Account for the State.

These difficulties were amplified by:

- administrative and/or operational complications;
- limited resources;
- technical complexity combined with a lack of relevant skills and expertise;
- an at times overwhelming volume of work, combined with
    - unrealistic deadlines,
    - time pressure,
    - an insufficiently broad reform perspective; and
    - reform fatigue and lack of interest.

In response to these challenges, following solutions were adopted in that through its analyses and considerations the Activity continuously and effectively supported GAO in:

- strengthening governance and leadership;
- communicating with and involving staff and stakeholders more effectively, with a view to embedding the changes implied by the PFM and accounting reforms;
- targeting action towards tangible benefits; and
- investing in increased financial literacy.

Against the background of the challenges faced and the solutions adopted, the lessons to be drawn from the Greek reform are not fundamentally different from those learned from similar reform efforts. PFM and accounting reform is a process rather than an event. It implies cultural changes and requires:

- ensuring continuous political commitment;
- designing efficient and effective governance structures;
- exercising strong leadership;
- encompassing people, policies, processes and systems;
- deploying the necessary financial and, above all, human resources in a timely manner;
- setting clear objectives and designing realistic roadmaps with ambitious yet credible milestones;
- translating PFM and accounting requirements into clear IT needs;
- focusing on achieving the future rather than rehearsing the past;
- making the necessary IT systems and applications available in time for reform implementation;
- taking the lead in determining the IT needs of the reforms;
- keeping customisation of IT systems to a minimum;
- creating and maintaining a minimum level of in-house IT expertise to remain more independent from vendors;
- where necessary, setting up new registers and data collection procedures;
- investing in effective communication and training to create ownership of the aims and benefits of the reform and to increase overall financial literacy;
- aiming for constructive cooperation, involvement and interest among staff and stakeholders; and
- maintaining awareness of both the benefits of reform and the consequences of its failure.

2. Under Activity 2

The pilot consolidation of the financial statements of the General Government highlighted significant technical and operational challenges, linked to the complexity of the public sector, the existence of different accounting frameworks, the diversity of available data and the different levels of readiness of entities.

One of the main challenges was the need to collect comparable and reliable financial information from entities using different information systems, different accounting practices and different levels of familiarity with the new accounting framework. This challenge was addressed through the development of common templates, the provision of restatement guidance, the assessment of submitted data and the formulation of additional questions and clarifications to the entities.

The reconciliation and elimination of intergovernmental transactions also proved to be a critical aspect of the consolidation process. Achieving reliable consolidated financial statements required not only the identification, reconciliation and elimination of intergovernmental balances and transactions, but also the development of a common methodological approach and appropriate system functionality. This challenge was addressed through technical discussions, analysis of the data generated by the pilot

process, identification of the transactions to be taken into account for consolidation purposes and integration of the related needs into the design of gov-ERP.

Particular attention was required to translate complex accounting requirements into practical guidance and functional requirements for the information system. Issues such as adjustment entries, presentation of financial statements, note disclosures, cash-flows statements, recognition and measurement of investments in consolidated and non-consolidated entities, impairments, inventories, intermediate payments and transactions between entities had to be addressed in a way that was both technically sound and practically applicable. This was achieved through continuous cooperation with GAO, technical comments, practical examples and proposals that fed into guidance, circulars and accounting policies.

The transition from the pilot implementation to the future full implementation of consolidation presented another important challenge. The pilot consolidation identified limitations, assumptions and areas requiring further specification, without reducing its value as a preparatory tool. The experience gained was used to refine guidance, develop more comprehensive templates, further develop the Consolidation Accounting Policy and further specify the functional requirements of the gov-ERP Consolidation Module.

Another important aspect of the project was strengthening the technical understanding of the officials involved in consolidation matters. This was achieved not through formal training activities, but primarily through continuous technical discussions, practical explanations, the analysis of real cases and close collaboration across different areas of expertise. In this respect, the discussions surrounding circulars, accounting policies, reporting templates and the gov-ERP information system also served as an effective mechanism for practical knowledge transfer.

The solutions adopted throughout the project followed a practical and implementation-oriented approach. Rather than focusing solely on methodological principles, the work resulted in the development of a comprehensive set of tools and supporting mechanisms, including the consolidation methodology, reporting templates, practical guidance, accounting policies, and functional specifications for the gov-ERP Consolidation Module. Together, these outputs addressed the challenges identified during the pilot implementation while laying the methodological, technical and operational foundations required for the successful implementation of consolidated financial reporting as part of the General Government Accounting Reform.

3. Under Activity 3

A total of 189 Central Administration officials attended the Entry-level Training Sessions on Accounting. The large number of participants drawn from a wide range of services correlated with a significant degree of variation in participants' prior knowledge of accounting, which impacted on the homogeneity of audience. In consequence it may have impacted the level of individual performances. This is a lesson to be seriously taken into account in the design and implementation of the future training courses in order to optimise the effectiveness of the courses and maximise the benefits to participants. At the same time, it needs to be ensured that trained staff continue to assume the tasks and functions for which they have been trained. In the sense of a train-the-trainers approach, trained officials may considerately be spread out to key positions across CA, in order to train colleagues in relevant positions. The most skilled experienced among trained officials may according to an informed training plan be

appointed as instructors for courses, organized by the National Centre for Public Administration and General Government, designed to increase financial literacy in public service.

4. Under Activity 4

A key challenge of the communication workstream was that it had to support a highly technical reform involving multiple institutional stakeholders, different levels of accounting maturity and a wide range of audiences with different informational needs. The communication challenge was therefore not limited to visibility but extended to change management: the reform had to be presented in a way that remained technically accurate while also being understandable, relevant and actionable for entities and officers who would be called upon to apply it in practice.

A second challenge concerned the progressive communication of the reform across two distinct awareness moments with different functions and audiences. The first workshop focused on a more specific and operational topic — the Fixed Assets Register — while the second workshop had a broader institutional scope, covering Accounting Reform, Consolidated Financial Statements and gov-ERP implementation. The audience of the first workshop comprised people from CA, while the second workshop comprised people from the wider GG. The communication workstream therefore had to ensure continuity between the two workshops, so that they would not appear as isolated events but as part of a coherent awareness-building trajectory supporting the broader implementation of the reform.

These challenges were addressed through close and continuous coordination with GAO and Expertise France, phased preparation of materials, flexibility in adapting outputs to institutional feedback, and the production of layered communication tools serving different purposes. This included strategic messaging, explanatory material, event communication assets, recap outputs, Q&A reporting, survey analysis and draft Q&A content. This layered approach made it possible to support both awareness-raising and follow-up clarification, while keeping the overall communication stream coherent from the first workshop through to the second workshop and the project closure phase.

GG entities and their staff will continue to engage with Central Administration and its financial reporting requirements not least in submitting financial data for consolidations purposes. GAO will need to continue working on the entities preparedness to implement the reform, the visibility of the reform, and stakeholders´ perception overall, also benefitting from this experience and the lessons learnt, via continuous and targeted communication effort.

III. OUTLOOK

To follow up the aforementioned Project achievements as described above, for successfully completing the PFM and financial reporting reforms, in the medium to the longer term, i.e.: for the next five to seven years, the reform effort will continue to be in need of:

- receiving strong political commitment and benefiting from effective leadership.
- practical support and supply of expertise for the successful implementation of the new accounting and PFM framework. This applies in particular to the consolidation of GG financial statements until this undertaking can be regarded as accomplished.

- communicating the benefits of the reform efforts and investing further in strengthening financial literacy.

There is a clear need for re-conveying a strong and clear-cut message towards all stakeholders, in the country and abroad, in order to refresh the political commitment to the reform. The government will also need to resource appropriately and in a timely manner current and emerging needs of the reform, which will need to continue benefiting from effective governance and leadership. GAO will also need to continue its communication efforts and investing into increasing financial literacy.

For Greece to fully benefit from the achievements of the PFM and financial reporting reforms, the accounting information that will be made available via the gov-ERP should be used for active financial management and decision orientated financial reporting.