



ILO EVALUATION

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- **Name of consultants:** Ms. Katerina Stolyarenko
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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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Acronyms

AFL-CIO	American Federation of Labour and Congress of Industrial Organizations
CE	Cost Extension
CEACR	ILO Committee of Experts on the Application of Conventions and Recommendations
CLE	Continuing Legal Education
CO	Country Office
CPO	Country Programme Outcome
DCFTA	Deep and Comprehensive Free Trade Agreement
DO	Development Objective
DOJ	Department of Justice
DOLEP	Department of Labour and Employment Policy
DWT	Decent Work Team
EUAA	European Union Association Agreement
FAQ	Frequently Asked Questions
FES	The Friedrich-Ebert-Stiftung
GBA	Georgian Bar Association
GEA	Georgian Employers' Association
GOG	Government of Georgia
GTUC	Georgian Trade Unions Confederation
HSOJ	High School of Justice
ICLLG	Improving Compliance with Labour Laws in Georgia
ILAB	Bureau of International Labour Affairs
ILO	International Labour Organization
ITUC	International Trade Union Confederation
IO	Immediate Objective
LA	Labour Administration
LABADMIN/OSH	Labour Administration, Labour Inspection and Occupational Safety and Health
LC	Labour Code
LI	Labour Inspectorate
LL	Labour Law
MIDPOTHLA	Ministry of Internally Displaced Persons from the Occupied Territories, Health, Labour and Social Affairs of Georgia
MOESCS	Ministry of Education, Science, Culture and Sport
MOHLSA	Ministry of Health, Labour and Social Affairs of Georgia
MOI	Ministry of Internal Affairs of Georgia
MPG	Management Procedures Guidelines
MTE	Mid-Term Evaluation
NCE	No-Cost Extension
NHRAP	National Human Rights Action Plans
OECD/DAC	Organization for Economic Cooperation and Development's Development Assistance Committee
OSH	Occupational Safety and Health
PCA	Partnership and Cooperation Agreement
PMP	Performance Monitoring Plan
P&B	Programme and Budget
PPE	Personal Protective Equipment

RF	Results Framework
SDG	Sustainable Development Goal
TOR	Terms of Reference
TSPC	Tripartite Social Partnership Commission
UNM	United National Movement
UNPSD	UN Partnership for Sustainable Development
USDOL	United States Department of Labor
USTR	United States Trade Representative

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I. Executive Summary

Project Background

The project “Improved Compliance with Labor Laws in Georgia” (the ICLLG Project) was initiated to assist Georgia with resolving a US GSP petition by upholding workers’ rights and working conditions in accordance with ILS with funding support from the United States Department of Labor (USDOL). The project’s goal was to achieve improved compliance with labour laws in Georgia through (i) strengthening the capacity of key Government of Georgia (GoG) actors to enforce labour laws through developing strategic plans, raising awareness, building the capacity of labour inspectors, training judges and enhancing mediation, among other activities, and (ii) strengthening the effectiveness of workers’ organizations to represent workers’ rights and interests by collaborating with the Georgia Trade Union Confederation (GTUC) to develop strategic plans and enhance capacity to better integrate workers’ representatives and interests.

The direct beneficiaries of the project included the Ministry of Labour, Health and Social Affairs (MOLHSA)/ Ministry of Internally Displaced Persons from the Occupied Territories, Health, Labour and Social Affairs of Georgia (MIDPOTHLA) – Department of Labour and Employment Policy (DOLEP) and Department of Inspection of Labour Conditions; Tripartite Social Partnership Commission (TSPC); Georgian Employers’ Association (GEA); Georgian Trade Unions Confederation (GTUC); Parliament of Georgia; judges and legal practitioners (High School of Justice (HSJ)); Georgian Bar Association (GBA); and Supreme Court (SC).

In December 2013, the USDOL and the ILO signed a three-year Cooperative Agreement in which USDOL initially provided US\$ 2,000,000 for the implementation of the project. The initial dates of the agreement were 36 months from December 31, 2013 to December 30, 2016. In the fall of 2016, with the agreed modifications, the overall budget increased by an additional US\$ 1,000,000 and the operational period extended for 2017-2018. In September 2018, the project was granted a no-cost extension until September 2019 through another modification of the Agreement with USDOL.

The project underwent an external Mid-Term Evaluation managed by the donor in 2015 and was also subject to an additional external Final Evaluation commissioned by the donor in November-December 2018 as part of a joint evaluation of two USDOL-funded projects in Georgia.

Evaluation Background

The final evaluation is to assess the performance of the ICLLG Project over its sixty-nine-month period, as well as its success in achieving its planned results and objectives. This is the summative evaluation and the overall purpose is to learn from the project implementation so that lessons can be drawn to form the basis for making improvements to project planning, design and management of future projects and programmes of a related nature.

The final evaluation was carried out from May to July 2019 by an independent consultant under the supervision of the Evaluation Officer of the ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia.

This final evaluation covers the whole period of project duration from December 2013 to June 2019 with a particular focus on the last period of its implementation during 2018-2019.

The principle audiences for this final evaluation are the ILO (ILO Project Team, ILO DWT/CO-Moscow, ILO HQ departments, including the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH) of the Governance and Tripartism Department based in Geneva), the donor (USDOL) and the tripartite constituents.

Evaluation Methodology

The evaluation adheres to the ILO standard policies and procedures, the UNEG Norms and Standards, as well as the OECD/DAC Evaluation Quality Standards. It responds to twenty-one overarching questions inspired by the Project's Outcomes and by the internationally accepted evaluation criteria. The Evaluation Expert adopted a consultative and transparent approach and made use of the following methods and tools: (i) a desk review of literature of about 60 documents; (ii) preparation of an evaluation matrix with related evaluation questions; and (iii) semi-structured interviews with 22 key informants (45%-m/55%-f) (including ILO, USDOL, GoG, workers and employers' organizations, and other local stakeholders).

Key Limitations to the Evaluation

- *Timing of the final evaluation and availability of all project documents:* The final evaluation was conducted just four months prior to the project completion and during a period when a number of activities under each outcome were on the stage of finalization.
- *Memory bias:* The recollection by the interviewees of events, which took place up to 65 months ago, might have resulted in some memory bias.
- *Availability of some project stakeholders:* Due to busy schedule of judges of the Supreme and Civil and Administrative Courts and Members of Parliament, it was not possible for the evaluator to meet with them personally during a field visit to the country.

Summary of Evaluation Findings and Conclusions

Relevance and strategic fit (rating: highly successful)

The ICLLG was highly relevant and supportive in moving forward specific elements within the GSP Complaint (i.e. labour inspection system) and the EU-Georgia Association Agreement (i.e. EU agenda; right to collective bargaining). The project was fully in line with the national priorities of Georgia reflected in the Social-economic Development Strategy of Georgia, the Government Programme 'For Strong, Democratic and Unified Georgia', the National Human Rights Action Plans as well with the provisions of the new country's Constitution with regard to the "labour safety" and enhancement of labour rights, in particular Article 26 "the right to safe working conditions and other labour rights shall be protected by the organic law".

The project was entirely consistent with ILO Country Programme Outcomes (GEO126, 801, 803, 826) and Strategy Policy Framework of the ILO under the Programme and Budget (Outcomes 2,4, 7 and 10), UNDAF for Georgia (Outcome 2 UNDAF 2011-2015 and Outcome 3 under UNDAF 2016-2020), UN Partnership for Sustainable Development (Outputs 1 and 3) and Nationalized SDGs (SDG8 and SDG16).

The ICLLG project also promoted ratification of ILO governance (priority) conventions related to tripartism and labour inspection. It was able to establish effective links with other major labour projects in the country in the course of its implementation (the USDOL Solidarity Centre Strengthening Workers' Organizations in Georgia project, the ILO EU funded project on social dialogue, the FES-funded portfolio of Labour-Focused Small Grants, the ILO EU funded Human Rights for All project, and the ILO Danish funded Inclusive labour market for job creation project). It in its turn allowed to avoid any potential duplication of work.

Validity of design (rating: successful)

The overall design of the ICLLG was logical and coherent, but its theory of change suffered from potentially unrealistic expectations of change when compared with the scope, budget and duration. As the project was operated in a complex political context, its design was revised twice. In both cases, the overall scope and overarching objective of the ICLLG remained the same, while the focus was shifted based on the involvement of the country context and the needs of the beneficiaries. In overall, the original project's results framework was represented by two immediate objectives supported by eleven outputs; afterwards in 2016 after the first revision, it started to be composed of one immediate objective, five outcomes and

eight outputs, and in 2018 after the second revision, it contained under one immediate objective three outcomes and five outputs. However, gender mainstreaming has not been an integral part of the ICLLG project design and implementation, and the project's M&E systems did not fully meet the performance monitoring criteria provided in MPGs and ILO guidance on Results-Based project design.

Project progress and effectiveness (rating: successful)

In general, the ICLLG produced tangible outcomes despite a very challenging environment that contributed to the project's development goal. In overall, the delivery of outputs could be assessed as highly satisfactory under IO1 and satisfactory under IO2.

Under the first immediate objective, the project is either exceeded the set targets (14) or fully achieved them (5), and only several have been partly achieved (5). The most successful project component is the capacity building on ILS in collaboration with the High School of Justice and Georgian Bar Association, and the least successful project component is on labour mediation due to the lack of readiness of the GoG to make real changes in the collective labour disputes system in the country prevented the project to achieve tangible progress in addressing mediation requests more effectively. The project had a number of achievements in the area of strengthening labour legislation, labour inspectorate, tripartite social dialogue, and capacity of employers' organizations.

Under the second immediate objective, the ICLLG is either exceeded the set targets (3) or fully achieved them (1). The project contributed to strengthening of the instructional capacity of the workers organizations and introduction of two innovative concepts (Flying Bargaining Teams, and emerging trade union leaders).

Efficiency of resources use (rating: successful)

The ICLLG project was efficient overall and is accomplishing well with respect to resources used (inputs) as compared to qualitative and quantitative results (outputs). The project bur rate constitutes 84% as of the end of March 2019. It is anticipated that there will be some underspending because of the savings of the salary of the CTA and the ILO plans to request from the donor another 6 months no-cost extension by March 2020. The project team based in Tbilisi was small, but it has been highly qualified and received sufficient level of administrative, technical and political support from ILO HQ and DWT/CO-Moscow. However, the project suffered substantial delays in implementation due to a number of external factors that were for the most part out of its control, such as a lack of GoG commitments and opposition of business community to implement ILO recommendations related to establishment of Labour Inspection, frequent staff turnover within MoLHSA/MIDPOTHLISA, changes in the GoG cabinets, elections (parliamentary and presidential), elections of the GTUC President and a number of high profile labour disputes. For these reasons, the project duration was revised twice and the project timeframe was increased from 36 months to 69 months.

Impact orientation and sustainability (rating: partly successful)

The ICLLG was able to demonstrate positive impacts on the target groups and institutions in most of thematic areas covered by the project with exception of labour mediation. However, as the labour reform process is ongoing in the country, more work is still needed to be done to achieve tangible long-term effects. At this stage, the ICLLG interventions and capacity outcomes are not fully sustainable and replicable due to beneficiaries limited resources, and international support is still required to continue reform and capacity building efforts. The positive aspect though that the ICLLG project team was able to secure continuation of all project components through either other ILO or USDOL projects.

Key Recommendations

1. The culture around labour rights in Georgia is emerging; therefore, the main technical areas covered by the project (labour inspection, labour mediation, social dialogue (bi/tripartite), capacity building on ILS) require further work in order to ensure their full conformity with ILS and country's international commitments.
2. ILO should document good practices and success stories prior to the end of the ICLLG project and share them with all relevant stakeholders.
3. ILO should undertake assessment of the level of implementation of strategies and action plans developed by the GTUC and GEA in the framework of the ICLLG prior to the project's end.
4. ILO should continue to hold consultations with the newly started USDOL-funded project 'Strengthening Labour Law Enforcement' in order to ensure complementarity of efforts and synergies of activities focused on labour inspection and labour judges with the ongoing ILO Danida funded project 'Inclusive Labour Market for Job Creation'.
5. In future projects of similar nature, the ILO should pay more attention towards gender mainstreaming in project design and implementation.
6. In future interventions, ILO should improve the quality of its reporting and strengthen the focus in progress reports on outcomes (i.e. wider changes to which the project has contributed).

Lessons Learned

- Project needs to be tailored to the country's conditions, recognizing the specific political situation and capacity of existing institutions.
- ILO and donors need to be prepared to work in a country over a long period of time.
- The achievement of results that include changes in institutional processes requires an intensive policy dialogue among high-level government authorities of all partners and related institutions that are in the position for decision-making to bring about a policy change.
- Do not engage in activities without first assessing the institutional capacity of relevant entities to sustain them.
- Capacity-building should be tailored, flexible and demand-driven.
- System-level institutional capacity building efforts have much greater impact if they are designed and implemented over a longer period than the typical three-to five-year project cycle.
- Systematic documentation of good practices and success stories should be part of the overall project strategy.

Emerging Good Practices

- Sufficient staffing, presence in the field and the provision of adequate oversight are critical.
- Engagement of senior leadership can have a major impact on the success of the institutional capacity building.
- Institutional capacity building efforts have better results when there is consistency in the approach over time.
- Collaboration with the judicial system leads to better enforcement of labour rights at all levels of the court system.
- Project delivery can be enhanced through the establishment of inter-organizational linkages.

II. Background and Project Description

This section sets the problem statement that Project set out to address. The broad outcomes of the Project are enumerated, as well as its expected outputs.

2.1. Project context

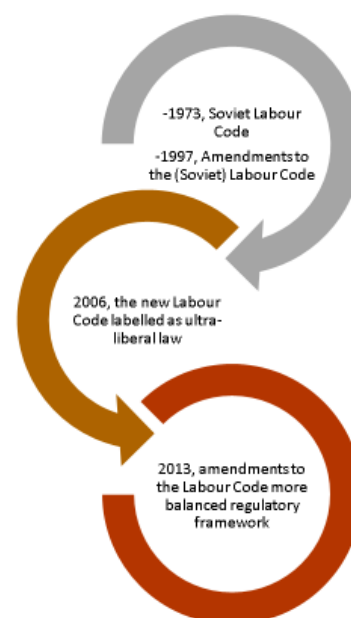
The resumption of independence of Republic of Georgia in 1991 resulted the beginning of new era of political, economic, social and legal reforms. In 1995, the new Constitution entered into force. The need of transition from planned to market economy found its crucial role in the process of state's development. European integration was declared as the central direction for Georgian nation. Partnership and Cooperation Agreement (PCA) between Georgia and the European Communities and their Member States entered into force on 1 July 1999. Parties to the PCA view the harmonization of Georgian legislation with that of the European Union as an important condition for strengthening economic links. In 1997, Georgian Parliament adopted Resolution according to which all laws and other normative acts adopted by the Georgian Parliament from 1 September 1998 shall be compatible with standards and rules established by the European Union. PCA identified the fields where the exact planning of the approximation process should be conducted. Among them, the legislation regulating the labour sector was introduced.

Regardless of the collapse of the Soviet Union, employment relationships in Georgia were still regulated by the Soviet Labour Code (1973). In 1997, changes were made to the Labour Code (LC). However, the existing labour legislation still contained soviet elements that were inconsistent with the principles of market economy. After the "Rose Revolution" (November 2003), the Georgian government radically changed its view on country's economic development. The political agenda was constructed on the principles and values of liberal economy. Putting all its legislative efforts of minimizing state restrictions and barriers for business activities and promoting free market and industry, Georgian government aimed to establish free liberal economy and attractive climate for foreign investments.

In addition, in 2010, the American Federation of Labour and Congress of Industrial Organizations (AFL-CIO) petitioned the United States Trade Representative (USTR) to remove Georgia from the General System of Preferences (GSP) trade preference program¹. The main reasons for that were three-fold: (1) legal: 2006 labour code's gaps around anti-union discrimination and collective bargaining, among other issues; (2) institutional: abolition of labour inspectorate; and (3) administrative: GOG was alleged to be hostile to the unions and interfered regularly in elections, dues collections, collective negotiations, and other activities.

The October 2012 election brought a change of Government² and a totally different attitude toward labour issues which started to be focused on bringing labour legislation more into line with international standards. In December 2012, the Parliament adopted a law institutionalizing the Tripartite Social Commission under the chairmanship of the Prime Minister, and in June 2013 the amendments to the Labour Code³ were adopted which incorporated several recommendations of the Supervisory Bodies of the ILO including regulating contracts, working hours and wage payments. Furthermore, labour mediation mechanism was introduced to resolve

Figure 1. Overview of Labour Legislation in Georgia



¹ Background information: Under GSP trade program, products and countries must meet criteria to be eligible for duty-free entry under the program. Among the criteria for determining eligibility, beneficiary countries must have taken or are in the process of taking, steps to afford internationally recognized worker rights, including: right of association; right to organize and bargain collectively; freedom from compulsory labour; a minimum age for the employment of children; acceptable conditions of work with respect to minimum wages, hours of work, and occupational safety and health; and, a prohibition against the worst forms of child labour.

² Note: Georgian Dream Coalition was elected and remained in power following the 2016 elections

³ Note: The ILO was closely involved in preparing revisions of the Labour Code

collective disputes and the rules for collective bargaining have been clarified in accordance with ILS.

In 2014, eighteen years after signing the PCA, Georgia and the European Union signed a second agreement: the EU-Georgia Association Agreement (EUAA) and began work on free trade agreements with numerous trading partners. Although the government has attempted to move toward international labour standards (ILS), challenges remained. The critical normative steps to allow Georgia to fully-focus on compliance include: (a) harmonizing over 200 pieces of labour legislation that date back to the Soviet Union; (b) strengthening the LC's gaps and imprecisions (e.g. minimum wage, clarity around weekly maximum hours and when overtime begins); (c) drafting and adopting labour inspectorate legislation; (d) drafting legislation for a mediation mechanism to address disputes over collective labour rights; and (e) strengthening a quasi-judicial or judicial authority empowered to issue orders to counteract unfair labour practices. Moreover, there was a need to reinforce and build institutions (GoG and relevant labour-related state institutions as well as those of the social partners) that will ensure compliance with the provisions of the LC, both at the individual and collective levels.

2.2. Project description

The project "Improved Compliance with Labour Laws in Georgia" (hereinafter, the ICLLG Project) was funded by the United States Department of Labour (USDOL) with an overall budget of US\$ 3,000,000 under cooperative agreement number IL-25258-14-75-K. The project was initiated to assist Georgia with resolving a GSP petition by upholding workers' rights and working conditions in accordance with ILS.

As set forth in the Cooperative Agreement (2013), the project development objective (DO) was to achieve improved compliance with labour laws in Georgia. To meet this DO, two immediate objectives (IOs) underpinning the project's development hypothesis were the following:

1. Strengthening the capacity of key Government of Georgia (GoG) actors to enforce labour laws through developing strategic plans, raising awareness, building the capacity of future labour inspectors, training judges and enhancing mediation, among other activities.
2. Strengthening the effectiveness of workers' organizations to represent workers' rights and interests by collaborating with the Georgia Trade Union Confederation (GTUC) to develop strategic plans and enhance capacity to better integrate workers' representatives and interests.

In order to enhance the capacity of the GoG to enforce labour laws and respect ILS under IO1, the ILO used a seven tier approach composed of: i) supporting the GoG in adopting a 3-year strategy and action plan to enforce the labour legislation; ii) supporting the development and implementation of information and awareness raising tools on the Labour Code for workers and employers; iii) assisting in establishing a Labour Inspectorate (LI) in conformity with ILS; iv) enhancing the capacities of the LI to effectively enforce the Labour Code; v) training Judges on the national labour laws and the judicial use of ILS; vi) assisting in reinforcing the capacities of labour mediators and raising the awareness of the social partners on the benefits of mediation to prevent and resolve labour disputes; and vii) providing technical assistance for consolidating the GoG's capacity to address labour trends and issues. For strengthening the effectiveness of GTUC and its affiliates in representing workers' rights and interests under IO2, the project used the following strategies: i) supporting GTUC in the adoption a 3-year strategy and action plan to improve their capacities in representing workers' rights and interests; ii) enhancing their capacities at recruiting, communicating and educating members to better represent workers' rights and interests; iii) reinforcing their capacities to serve their members' needs in labour relations; and iv) nurturing emerging unions leaders at effectively exercising growing influence and occupying key functions.

The direct beneficiaries of the project included the Ministry of Labour, Health and Social Affairs (MOLHSA) – Department of Labour and Employment Policy (DOLEP) and Department of Inspection of Labour Conditions; Tripartite Social Partnership Commission (TSPC); Georgian Employers' Association (GEA);

Georgian Trade Unions Confederation (GTUC); Parliament of Georgia; judges and legal practitioners (High School of Justice (HSOJ); Georgian Bar Association (GBA); and Supreme Court (SC).

In December 2013, the USDOL and the ILO signed a three-year Cooperative Agreement in which USDOL initially provided US\$ 2,000,000 for the implementation of the project. The initial dates of the agreement were 36 months from December 31, 2013 to December 30, 2016. In the fall of 2016, with the agreed modifications, the overall budget increased by an additional US\$ 1,000,000 and the operational period extended for 2017-2018. In September 2018, the project was granted a no-cost extension until September 2019 through another modification of the Agreement with USDOL.

The project underwent an external Mid-Term Evaluation managed by the donor in 2015 and was also subject to an additional external Final Evaluation commissioned by the donor in November-December 2018 as part of a joint evaluation of two USDOL-funded projects in Georgia.

III. Evaluation Objectives and Methodology

This section defines the main objectives of the final evaluation as well as describing the evaluation methodology that was employed to carry out this assessment, explains the methods of data analysis and lists the main limitations of the evaluation.

3.1. Purpose and Scope of the Evaluation

Purpose of the evaluation: The aim of this evaluation was to measure the ICLLG project achievements, outcomes and impacts, both positive and negative. The evaluation is also intended to identify effective practices, mechanisms and partnerships and assess the prospects for sustaining them beyond the life of the project as well as recommend concrete steps the project might take to help ensure sustainability. This is the summative evaluation and the overall purpose is to learn from the project implementation so that lessons can be drawn to inform the next steps and ensure continuity in the ILO's work in the country. The evaluation will also serve as a downward and upward accountability to the ILO management, the national constituents and the donor as well as for organizational learning.

Scope of the evaluation: The evaluation covers the ICLLG Project implementation since December 2013 until June 2019 with a particular focus on the last period of its implementation during 2018-2019.

Clients of the evaluation: The tripartite constituents are the primary stakeholders of the Project who will use this evaluation report as well as the ILO (ILO Project Team, ILO DWT/CO-Moscow, ILO HQ departments, including the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH) of the Governance and Tripartism Department based in Geneva) and the donor.

3.2. Evaluation Criteria and Questions

Evaluation criteria: The evaluation has been carried out in adherence with the ILO Evaluation Policy and Strategic Framework; the ILO Guidelines on evaluation, the UN System Evaluation Standards and Norms; OECD/DAC Criteria for Evaluating Development Assistance and the OECD/DAC Evaluation Quality Standards. It has in particular addressed the overall ILO Evaluation Criteria as defined in the ILO Policy Guidelines for results-based evaluation, as follows: validity of design, relevance, efficiency, effectiveness, impact and sustainability. The gender dimension has been considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation.

Evaluation questions: For each of these criteria a series of questions was investigated during the evaluation, and these questions were specified according to sources of data and interviewed stakeholders (Annex 7.1). In total, this evaluation provides answers to 20 evaluation questions.

Table 1. List of evaluation questions for final independent evaluation of the ICLLG

Evaluation criteria	Evaluation Questions
Design	EQ1. Determine the validity of the project design, the effectiveness of the methodologies and strategies employed for it and whether it assisted or hindered the achievement of the project’s goals as set out in the Project Document. Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
	EQ 2. Was the project design logical and coherent (both internal and external level taking into consideration other stakeholders initiatives on the issue)? Does the project design meet the ILO guidance on Results-Based project design?
	EQ 3. How appropriate and useful were the indicators (and targets) established in the project’s performance monitoring plan (PMP) in terms of assessing project progress?
	EQ 4. To what extent were external factors and assumptions identified at the time of design? Have these underlying assumptions on which the project has been based proven to be true?
	EQ 5. Assess whether the problems and needs (institutional arrangements, roles, capacity and commitment of stakeholders) were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified, taking gender issues into consideration.
Relevance	EQ 6. Has the project been relevant to the country’s needs? Did it correspond to the broader national development objectives as they evolved from 2013 to the present (i.e., alignment with UNDAF, SDGs)?
	EQ 7. How well does the project fit into the ILO programming and implementation frameworks?
	EQ 8. Assess whether the problems and needs that gave rise to the project still exist or have changed.
	EQ 9. How does the project fit with other ongoing initiatives in the country (in particular the EU funded project on social dialogue, the ILO Danish funded project “Inclusive labour market for job creation” and USDOL Solidarity Center project “Strengthening Workers’ Organizations in Georgia”)?
Effectiveness	EQ 10. Have the project outcomes (immediate objectives) been achieved?
	EQ 11. What have been the contributing factors or obstacles?
	EQ 12. Have unplanned outputs and results been identified and if so, why were they necessary and to what extent were significant to achieve project objectives?
	EQ 13. How did positive and negative factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
	EQ 14. How have gender issues been taken into account during the implementation?
Efficiency	EQ 15. How have the relevant international labour standards been taken into account during the implementation and how have the social dialogue and tripartite approach contributed to project implementation?
	EQ 16. Compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
Sustainability and likelihood of the project to have a longer-term impact	EQ 17. Has the project received adequate administrative, technical and - if needed- political support from the ILO office in the field, technical specialists in the field and the responsible technical unit at headquarters?
	EQ 18. Assess to what extent a phase out strategy was defined and planned and what steps were taken to ensure sustainability. Assess whether these strategies had been articulated/explained to stakeholders.
	EQ 19. What is the likelihood that the results of the project will be durable and utilized after the end of the project? What aspects of the projects are particularly important to be sustained?
	EQ 20. Is it likely that the project will have long-term effects (impact) on the target groups and institutions?

3.3. Evaluation Methodology

The evaluation used primarily qualitative data collection methods. Quantitative data were also obtained from project documents and reports, to the extent that they were available and incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated, where possible, to increase the credibility and validity of the results. The interview process incorporated flexibility to allow for additional questions, ensuring that key information was obtained. A consistent protocol was followed during each interview.

Evaluation Schedule. The evaluator reviewed project documents, developed data collection instruments, and prepared for the fieldwork during the week of May 17 and 24, 2019. Fieldwork was conducted in Tbilisi from May 27-31, 2019. The bulk of the data analysis and report writing occurred from June 9 to July 10. The final evaluation report was submitted to ILO on July 27, 2019.

Data Collection and Analysis. As noted previously, the ILO developed a list of evaluation questions that served as the basis for the evaluation. The questions were used to develop a general interview guide for the key informant interviews and document reviews. The master key informant interview guide is listed in Annex 7.4. The following methods were employed to gather primary and secondary data.

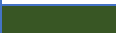



Document Reviews. The evaluator read a variety of project documents and other reference publications. These documents included the project document together with results framework and theory of change and modifications, technical progress reports with annexes, work plans, performance monitoring plans, sustainability plans, laws, training manuals, survey reports, mission reports, external evaluation reports of the project, and other key documents. Annex 7.2 shows the complete list of documents that were reviewed.

Key Informant Interviews. The evaluator conducted a range of individual and group interviews where she interviewed 22 key informants from ILO, USDOL, GoG, workers and employers’ organizations, and other local stakeholders. A complete list of the interviewees appears in Annex 7.3.

The document reviews and key informant interviews generated a substantial volume of raw qualitative data. The evaluator used qualitative data analysis methods, including matrix analysis, to categorize, triangulate, synthesize, and summarize the raw data captured from the interview notes. The data analysis was driven by the evaluation questions in the ToR.

The results of the data analysis provided tangible blocks of information, which the evaluator used to write the evaluation report. For comparability purposes, a scoring traffic light rubric on a scale of 1 to 4 for making judgments about different levels of performance and relative success of different project’s components was adopted and it is disclosed in Table 2 below.

Table 2: Scoring Rubric for Performance

Colour	Scoring
	Highly successful
	Successful
	Partially successful
	Unsuccessful

Sampling Methodology. The evaluator used a purposeful, non-random sampling methodology to select the interviewees. Table 3 summarizes the populations interviewed, the interviewing methodology, the sample size, and characteristics of the sample.

Table 3: Population, Methodology, Sample size, and Sample Characteristics

Population	Method	Sample Characteristics	Sample Size
ILO	Semi-structured interviews	ILO Georgia project management team (M&E Officer, National Consultant);	2
		ILO HQ (ILO LABADMIN/OSH) (Coordinator, Program and Operations and Technical Officer);	2
		ILO DWT/CO Moscow (Senior ILS and Labour Law Specialist; Senior Specialist in Employers’ Activities; Specialist in Workers’ Activities)	3
USDOL	Semi-structured interview	Bureau of International Labour Affairs (ILAB) (International Relations Officer)	1
Government institutions	Semi-structured interview	Deputy Minister and Labour Relations and Social Partnership Division, Ministry for Internally Displaced Persons from the Occupied Territories, Health, Labour and Social Affairs (MIDPOTHLA)	3
		Head and labour inspectors, Labour Inspection	3
Employers’ Associations	Semi-structured interview	President and Programme Manager, Georgian Employers Association (GEA)	2

Workers' Organizations	Semi-structured interview	Vice President, Georgian Trade Union Confederation (GTUC)	1
Other stakeholders	Semi-structured interview	Chairman and Head of international relations department, High School of Justice (HSoJ)	2
		Chairman, Georgian Bar Association	1
		Head of city municipal inspection and Head of Legal Issues and Rights Commission, Tbilisi City Municipal Assembly	2

The evaluator interviewed 22 persons representing the key stakeholder groups. The stakeholder interviewees included 12 females and 10 males.

3.4. Evaluation Limitations

There are a few limitations to this evaluation that deserve mentioning.

- *Timing of the final evaluation and availability of all project documents:* The final evaluation was conducted just four months prior to the project completion and during a period when a number of activities under each outcome were at the stage of finalization; therefore, it was difficult for the evaluator to obtain all needed data during the data collection phase, in particular up-to-date Data Tracking Sheets and latest progress report.
- *Memory bias:* The recollection by the interviewees of events, which took place up to 65 months ago, might have resulted in some memory bias. Their input may put limitations on the quality of feedback obtained. Situation and monitoring reports and other documents were cross checked in order to confirm dates and information.
- *Availability of some project stakeholders:* Due to busy schedule of judges of the Supreme and Civil and Administrative Courts and Members of Parliament, it was not possible for the evaluator to meet with them personally during a field visit to the country.
- *Difficulty in generalizing findings/conclusions:* It should also be noted that this evaluation is not a formal impact assessment. The findings for the evaluation were based on information collected from background documents and the key informant interviews. The accuracy of the evaluation findings is predicated on the integrity of information provided to the evaluator from these sources and the ability of the evaluator to triangulate this information.

While important, the above limitations did not affect the overall quality of the report, as a representative sample of the overall groups of beneficiaries was reached.

IV. Evaluation Findings

The following findings are based on the review of key project documents and interviews conducted during the fieldwork phase of the evaluation and skype interviews conducted after the fieldwork phase. The findings address the key questions listed in the ToR and are presented according to the major evaluation categories: a) relevance of the project and its design; (b) effectiveness or project achievements of original objectives or project results so far and description of the main limitations which influence the project implementation; c) project efficiency and management arrangements, (d) impact orientation and sustainability of project achievements.

4.1. Relevance and Strategic Fit

4.1.1. *Relevance to the partner country needs*

As evident from the evaluation interviews, the ICLLG project is as valid today as it was six years ago when it was first conceived. The project is fully in line with the national priorities of Georgia. A new government has been aiming at inclusive growth since 2012. **Social-economic Development Strategy of Georgia** considers human capital development as a priority⁴; meanwhile **Government Programme ‘For Strong, Democratic and Unified Georgia’**⁵ stated that the Government will continue to work towards overcoming unemployment and poverty, as well as towards creating decent working conditions for citizens, adding that the level of protection of labour rights will further improve. Moreover, the project was aligned with the **National Human Rights Action Plans (NHRAP)**⁶ for 2014-2015, 2017-2018, and 2019-2020. Each NHRAP has a chapter on ‘Labour Rights’, which focuses on protection of the right to work in accordance with ILS through labour legislation development; ILO conventions’ implementation; implementation of LC changes; implementation of institutional labour rights reforms and international cooperation. The ICLLG project was in line as well with the provisions of the **new country’s Constitution**⁷ with regard to the “labour safety” and enhancement of labour rights, in particular Article 26 “the right to safe working conditions and other labour rights shall be protected by the organic law”.

Besides, the ICLLG Project is highly relevant to the Georgian Government’s international commitments in the frames of the **EU Association Agreement (EUAA)** and the **Georgia Deep and Comprehensive Free Trade Agreement (DCFTA)** on creation of institutions and mechanisms which can enforce labour rights in the context of facilitating trade and sustainable development, employment, social policy and equal opportunities⁸. The EU-Georgian Association Agreement reads that focus must be ‘on improving safety at work’ and on the creation of ‘a mechanism and institution with adequate capacities for the inspections of working conditions in the spirit of the new law and ILO standards’⁹. The Project supported the implementation of country’s commitments under National Action Plans for 2014-2017 for the implementation of the Agenda of the EU-Georgia Association Agreement (see Table 4 below for further details).

⁴ Social-economic development strategy of Georgia by 2020. The Government of Georgia (November 2013) Available: <https://nagr.gov.ge/source/%E1%83%A1%E1%83%A2%E1%83%A0%E1%83%90%E1%83%A2%E1%83%94%E1%83%92%E1%83%98%E1%83%90/ViewFile.pdf>

⁵ http://gov.ge/files/41_50258_481988_Strong_Democratic_United_Georgia1.pdf

⁶ <http://myrights.gov.ge/en/Policy%20Documents/action-plans-1>

⁷ Note: It was adopted by the Parliament of Georgia on its third reading in March 2018

⁸ Trade and sustainable development, Chapter 13, Title III, Freedom, Security and Justice; Employment, social policy and equal opportunities, Chapter 14, Title VI, Other Cooperation Policies. EU-Georgia Association Agreement, Official Journal of the European Union, Volume 57, 30.08.2014. Available: <http://www.parliament.ge/uploads/other/34/34754.pdf>

⁹ Background information: Specific mechanisms contributing to the set goals are presented in the form of EU legislative acts in the Annex XXX to the Association Agreement, which itself is divided into three parts: a) Labour law (8 directives. Implementation period - 4-6 years); b) Anti-discrimination and gender equality (6 directives. Implementation period - 3-4 years); and c) Health and Safety at Work (26 directives. Implementation period - 5-9 years)

Table 4. The ICLLG Project’s contribution towards implementation of National Action Plans for the implementation of the Agenda of the EU-Georgia Association Agreement

Document	Obligations of the GoG under Article 348, Chapter 14, Title VI of the AA
2014 National Action Plan	Drafting the bills on Employment, bill on Labour Protection and Hygiene and bill on Labour Migration on the basis of the EU legislative acts (directives) stated in Annex XXX
2015 National Action Plan	Adoption/implementation of the Labour Market Information System (LMIS) concept, drafting of the bill on Occupational Safety and Health (OSH), and the adoption of the action plan on the National Strategy of the Labour Market
2016 National Action Plan	Revision/discussion of the format of the TSPC together with social partners and the implementation of relevant legislative amendments; discussion of the issue of compulsory endorsement of the number of ILO Conventions; drafting the bill on occupational health and safety together with interested parties and submitting it to parliament for adoption; gradual revision of the national legislation in accordance with the directives listed in Annex XXX of the Association Agreement on Health and Safety at a Workplace within the defined timeframe (preparing draft laws by reflecting requirements of six directives); monitoring the implementation of the ILO conventions ratified by Georgia, including the assessment of the provisions of the Organic Law of Georgia the Labour Code of Georgia; drafting recommendations and, if necessary, preparing a package of relevant amendments
2017 National Action Plan	Harmonization of the labour legislation with international standards, gradual convergence of Georgian legislation to EU legislation and international legal tools related to labour safety, strengthening of the Labour Conditions Monitoring Department, expansion of the action scope and development of a proper legal base for granting free access to workplace, enhancement of the social dialogue and social partnership, establishment of Regional Social Partnership Tripartite Commission, approval of the Mediator Registry, development of mediation mechanism for labour disputes

Furthermore, the ICLLG Project played an important role in assisting Georgia with resolving a **US General System of Preferences (GSP)** petition by upholding workers’ rights and working conditions in accordance with International Labour Standards. The 2010 petition raised three concerns: (1) legal: 2006 labour code gaps around anti-union discrimination and collective bargaining, among other issues; (2) institutional: abolition of labour inspectorate; and, (3) administrative: GOG was alleged to be hostile to the unions and interfered regularly in elections, dues collections, collective negotiations, and other activities; meanwhile, the 2015 follow-up petition cited two continuing and serious issues: (1) that the GoG has not yet created a credible, independent labour inspectorate with a mandate to enforce ILS; and (2) the labour code, even with its 2013 amendment, still does not conform to internationally recognized workers’ rights. On December 2, 2018, the representatives of the GoG during an interagency hearing on GSP eligibility hosted by the Office of the U.S. Trade Representative stated that *‘The Georgian government has also undertaken concrete steps to further ensure inspection on working conditions, including 2018 legislation passed to protect workers in hazardous industries... Amendments to the law are under discussion in order to “give full effect” to the protections...Obligations for employers are set to enter into effect on January 1, 2019’*¹⁰. The ICLLG Project made a direct contribution towards these improvements through continuous technical assistance provided to the MoLHSA/MIDPOTHLISA since early 2014. However, it is important to note that the US GSP petition is not yet resolved and still ongoing.

4.1.2. Relevance to the ILO and UN programming

The ICLLG project has clearly defined and direct relevance to the ILO and UN priorities. The ILO project in Georgia is consistent with the ILO priorities specified in the ILO regional and global-level strategies. The project was linked to **Country Programme Outcomes (CPOs)** and was well aligned with the **Strategic Policy Framework of the ILO under the Programme and Budget (P&B) framework for 2014-2015, 2016-2017 and 2018-2019** specifically it directly contributed to the Policy Outcomes on ILS, safety and health conditions at work, strong workers’ and employers’ organizations, and sustainable enterprises (see Table 5).

Table 5. The ICLLG Project’s fit with ILO’s Programme and Budget (P&B)¹¹

ILO P&B for 2014-2015		ILO P&B for 2016-2017 & 2018-2019		CPOs
Outcome	Indicator	Outcome	Indicator	
Outcome 3: Sustainable enterprises create productive and decent jobs	Indicator 3.1: Number of member States that, with ILO support, reform their policy or regulatory frameworks to improve the enabling environment for sustainable enterprises	Outcome 2: Ratification and application of ILS	Indicator 2.2: Member States that have taken action to ratify and apply international labour standards, in particular in response to issues raised by the supervisory bodies	GEO826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations

¹⁰ <https://www.americanshipper.com/news/gsp-countries-fight-to-maintain-eligibility?autonumber=72960&origin=relatedarticles>

¹¹ This table was prepared based on the evaluation interviews with the project team, ILO technical specialists and review of project documents and ILO policy frameworks

Outcome 6: Workers and enterprises benefit from improved safety and health conditions at work	Indicator 6.1: Number of member States that, with ILO support, adopt policies and programmes to promote improved safety and health at work		Indicator 2.3: Member States in which constituents and other key actors have improved knowledge on and capacity to use international labour standards and the supervisory system	
Outcome 9: Employers have strong, independent and representative organizations	Indicator 9.1: Number of national employers' organizations that, with ILO support, adopt a strategic plan to increase effectiveness of their management structures and practices	Outcome 4: Promoting sustainable enterprises	Indicator 4.1: Member States where the enabling environment for sustainable enterprises has been improved through policy, legal, institutional or regulatory reforms	GEO126: Sustainable entrepreneurship is promoted by the constituents through assessments of enabling environment and formulation and discussion of evidence-based proposals
	Indicator 9.2: Number of national employers' organizations that, with ILO support, create or significantly strengthen services to respond to the needs of existing and potential members			
	Indicator 9.3: Number of national employers' organizations that, with ILO support, have enhanced capacity to analyze the business environment and influence policy development at the national, regional and international levels			
Outcome 10: Workers have strong, independent and representative organizations	Indicator 10.1: Number of national workers' organizations that, with ILO support, include the Decent Work Agenda in their strategic planning and training programmes	Outcome 7: Promoting workplace compliance through labour inspection	Indicator 7.1: Member States that have improved legal frameworks, policies, plans or strategies to strengthen workplace compliance in line with ILS, national LL and CA	GEO803: Increased capacities of employers' and workers' organizations to participate effectively in the development of social and labour policy (2016-17) GEO104: Improved labour administration system to ensure effective labour law compliance (2018-2019)
	Indicator 10.2: Number of workers' organizations that, with ILO support, achieve greater respect for fundamental workers' rights and ILS through their participation in policy discussions at national, regional or international levels		Indicator 7.2: Member States that have improved their institutional capacity or strengthened collaboration with social partners and other institutions and partners to improve workplace compliance Indicator 7.3: Number of member States that have developed or strengthened institutions for tripartite social dialogue, collective bargaining and industrial relations with a view to addressing inequality and enhancing workplace compliance, including in global supply chains	
Outcome 11: Labour administrations apply up-to-date labour legislation and provide effective services	Indicator 11.2: Number of member States that, with ILO support, strengthen their labour inspection system in line with ILS	Outcome 10: Strong and representative employers' and workers' organizations	Indicator 10.2: Organizations that have successfully created, strengthened and delivered sustainable services to respond to the needs of existing and potential members	GEO801: Strengthened institutional capacity of employers' organizations GEO802: Strengthened institutional capacity of workers' organizations
	Indicator 11.3: Number of member States that, with ILO support, adopt new or improve existing labour laws in line with ILS, in consultation with the social partners		Indicator 10.6: Number of member States in which workers' organizations influence policy agendas at different levels Indicator 10.5: Number of member States in which workers' organizations use international labour standards to promote freedom of association, collective bargaining and social justice at different levels	

Furthermore, Georgia became a member of ILO in 1993 and has ratified 18 ILO Conventions, including all 8 Fundamental Conventions. The ICLLG Project promoted the ratification of the **ILO governance (priority) conventions related to tripartism and labour inspection**, in particular the Labour Inspection Convention, 1947 (No.81), along with the Labour Inspection (Agriculture) Convention, 1969 (No.129), and their accompanying Recommendations, for establishing the basis for a labour inspection system in the country as well as the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144). The last one was ratified by Georgia in November 2017.

The project was also consistent with the UNDAF for Georgia, particular with **UNDAF 2011-2015** (Outcome 2: Vulnerable populations enjoy greater access to decent work opportunities and working conditions), and **UNDAF 2016-2020** (Focus Area 2: Jobs, Livelihood and Social Protection, Outcome 3: By 2020 poor and excluded population groups have better employment and livelihood opportunities as a result of inclusive and sustainable growth and development policies).

Moreover, the ICLLG Project was in line with the **Nationalized Sustainable Development Goals (SDGs) for Georgia¹²**, **Goal 8** ‘Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all’ and **Goal 16** ‘Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels’.

Table 6. The ICLLG Project’s contributions to the SDGs

Global I targets and indicators		Georgian adjusted I targets and indicators	
Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all			
Global I Target	Global Indicator	Georgia Adjusted Target	Georgia Adjusted Indicator
8.8 Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment	8.8.1 Frequency rates of fatal and non-fatal occupational injuries, by sex and migrant status	8.8 Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment	8.8.1 Decrease of the number of violations on OSH rules based on administrative data, according to the Law on OSH; by 2030, at least 2.5% of companies are visited by labour inspectors per year
	8.8.2 Increase in national compliance of labour rights (Freedom of association and CB) based on ILO textual sources and national legislation, by sex and migrant status		8.8.2 Increase in national compliance of labour rights (Freedom of Association and CB) based on ILO textual sources and national legislation — by 2030 — positive comments of ILO committee of experts (CEACR) on Georgia's legislative compliance
Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels			
Global I Target	Global Indicator	Georgia Adjusted Target	Georgia Adjusted Indicator
16.6 Develop effective, accountable and transparent institutions at all levels	16.6.2: Percentage of the population satisfied with their last experience of public services	16.6 Develop effective, accountable and transparent institutions at all levels	16.6.2 By 2020, Customer Satisfaction Index is formulated and public service delivery is measured via such index; By 2030, service delivery index is improved by 15 % (compared to 2020)

The project was also of direct support of the **UN Partnership for Sustainable Development (UNPSD)**, which outlined the strategic directions of the UN activities in Georgia over 2016-2020. The framework aims at delivering key results in the areas of democratic governance, jobs, livelihood and social protection, education, health, and human security and community resilience. The ICLLG project activities in Georgia are mentioned under Output 3 on jobs, livelihoods and social protection and partly under Output 1 on democratic governance of the UNPSD.

4.1.3. Alignment with the other labour focused initiatives in the country

As evident from the desk review and evaluation interviews, the ICLLG project established links with other major labour issues related projects in the country in the course of its implementation. These include:

¹² Note: Georgia made nationalization of SDGs in 2015. All 17 goals, 99 targets and more than 200 indicators were nationalized

- (1) **the USDOL Solidarity Centre Strengthening Workers’ Organizations in Georgia project** (on training of union activists on LC, CB, OSH, negotiation skills and resolving labour disputes and “Flying Bargaining teams”¹³),
- (2) **the ILO EU funded project on social dialogue** (on TSPC, GEA capacity building),
- (3) **the Friedrich-Ebert-Stiftung (FES)-Funded Portfolio of Labour-Focused Small Grants** (on developing young union leaders, promotion of social dialogue),
- (4) **the ILO EU funded Human Rights for All project** (on 2013 Labour Code revision and TSPC), and
- (5) **the ILO Danish funded Inclusive labour market for job creation project** (on labour law reform, labour inspection, labour mediation and judicial system).

Table 7. Other labour focused initiatives in Georgia during 2014-2019

Project title	Project goal	Duration	Implementer	Donor	Budget
Strengthening Workers' Organizations in Georgia	Helping the GoG to bring labour laws into compliance with ILO standards and establish an effective enforcement mechanism	December 2014- December 2018	Solidarity Center	USDOL	US\$937,500
Labour-Focused Small Grants	Capacity building of GTUC affiliated trade unions; building CSO/NGO interest in labour rights and advocacy capacity; social dialogue project; supporting SoCodex, a Georgian think tank, to generate empirical data on labour; and, a youth leadership project that focuses on developing young union leaders	December 2014- June 2019	GTUC and other CSOs	FES	Not available
Promoting Labour Relations and Social Dialogue in Georgia	Contribute to improving the governance of the labour market through the application of sound and harmonious labour relations	January 2015- June 2017	ILO	EU	EUR400,000
Human Rights for All – Support to the Implementation of the National Human Rights Strategy and Action Plan	Establishment and effective functioning of labour administration and industrial relations institutions and procedures	January 2016- December 2018	ILO	EU	EUR499,989
Inclusive labour market for job creation	Improved labour market institutions that encapsulate and/or have the capacity to develop legislative and policy frameworks, as well as deliver services, which will lead to a well-functioning labour market that generates decent work opportunities	December 2017- December 2021	ILO	Danida	US\$4,492,939

The collaboration has been at the strategic level, planning and coordination meetings were regular and links helped the ICLLG project to avoid any potential duplication of work and to promote wise use of resources.

4.2. Validity of Design

4.2.1. Logical integrity of the project design

The review of the project documents and interviews with the project’s stakeholders revealed that the strategic intent of the project, associated interventions and overall targets remained relevant throughout the lifespan of the project.

On the whole, the design of the ICLLG Project has both strength and weaknesses. On the one hand, the ICLLG project document contains a strong analysis of both the national and legal context in which the project intends to operate. It provides clear arguments for the justification of the intervention. On the other hand, the original project design showed a few critical flaws:

- (i) quite ambitious goal when compared with the initial project duration (36 months), available resources (US\$2,000,000), scope of the problem (facilitating resolution of the US GSP complaint as well as full compliance with Article 229 and Employment, Social Policy and Equal Opportunities directives of the EUAA), and existing country context (significant gaps around ILS-consistent

¹³ Background information: “Flying bargaining teams” composed of negotiators and labour relations officers provide support to trade unions at sector and local level for the negotiation and application of collective agreements, the prevention and resolution of labour disputes and the reporting of violations of union/labour rights.

normative and legislative frameworks; lacking institutional mandates and non-existent labour compliance bodies; a non-functioning TSPC; and an undeveloped ‘labour culture’ in Georgia that embraces rights at work, safe workplaces and decent work opportunities). It is important to mention though that the project goal, duration and budget were set externally by the donor in the Funding Opportunity Announcement and at the time of the initial project design it was not possible to modify these.

- (ii) missing focus on improving the capacity of employers’ groups and the Tripartite Social Partnership Commission (TSPC), which would enable the needed normative and operational advancements in the area of labour in the country.

The independent mid-term evaluation and post evaluation mission conducted by the donor identified those weaknesses and the project’s results framework (RF) underwent several modifications in 2016 and 2018 respectively. In both cases, the overall scope and overarching objective of the ICLLG remained the same as per the Funding Opportunity Announcement, while the focus was shifted based on the evolvement of the country context and the needs of the beneficiaries. Consequently, 2016 adjustments allowed the project to use a more complex approach for achievement of its objectives through adoption of a tripartite approach to IO1 inclusive of the GEA and business community, and the TSPC as well as handing over the IO2 to the USDOL funded Solidarity Center ‘Strengthening Workers’ Organizations in Georgia’ project along with the increase in the project budget on US\$1,000,000 and duration for 24 months. The collaboration with GTUC has been left at strategic/policy level interventions with a focus on bipartite (e.g. interest-based negotiations) and tripartite (operational/thematic working groups) integrated approaches for the period 2017-2018. In its turn, the modification of 2018 allowed a sharper focus on the areas where the project did not reach its envisaged targets under IO1. The ICLLG started to concentrate purely on MoLHSA, TSPC, future inspectors, Parliament of Georgia (legal reform) and the Georgian judiciary with increased focus on the Supreme Court; while mediation of collective labour disputes in addition to raising awareness among the general public and social partners on LC amendments were handed over to the ILO sister project funded by Danida in Georgia. In addition, the project duration was extended for additional 9 months to allow to assist the GoG in meeting their international commitments for establishing of effective Labour Inspection in line with ILS by September 2019.

The document review showed that the original RF was represented by two immediate objectives supported by eleven outputs; afterwards in 2016 after the first revision, it started to be composed of one immediate objective, five outcomes and eight outputs, and in 2018 after the second revision, the RF contained under one immediate objective three outcomes and five outputs.

Table 8. The ICLLG Project Results Framework (original vs modified)

Timeframe	Dec 2013-Jul 2016	Aug 2016-Jun 2018	Jul 2018-Sept 2019
DO	To improve compliance with labour laws in Georgia	Improved compliance with Labour legislation consistent with ILS by Government of Georgia, workers and employers	Improved compliance with Labour legislation consistent with ILS by Government of Georgia, workers and employers
IO1	The capacity of the GoG to enforce labour laws and respect ILS is enhanced	Government of Georgia’s enforcement of labour legislation is improved	Government of Georgia’s enforcement of labour legislation is improved
Outcome 1.1	No short-term outcomes	Labour legislation amended, new draft laws developed and submitted to the Parliament	Phased out
Outcome 1.2		General information on Georgian LC is provided by the tripartite constituents to the public at large	LI effectively enforces LC provisions
Outcome 1.3		LI effectively enforces LC provisions	Labour rights are being enforced by the judiciary
Outcome 1.4		Labour rights are being enforced	Phased out
Outcome 1.5		Mediation requests are addressed more effectively	Mediation requests are addressed more effectively
Output 1.1	A strategy and Action Plan for enforcing the labour legislation developed by GoG in close consultation with social partners is available	1.1.1. Strategy and Action Plan to effectively enforce labour laws is established 1.1.2. The legal framework for labour compliance is developed	1.1.1. Strategy and Action Plan to effectively enforce labour laws is established 1.1.2. The legal framework for labour compliance is developed
Output 1.2		1.2.1: Methodology to address FAQ on LC is developed and made available to the public	Phased out

	Information and awareness raising tools on LC have been made available to workers and employers	at large through increased information and awareness tools	
		1.2.2: MOLHSA hotline operators are trained on how to respond to FAQ on LC	Phased out
Output 1.3	A Labour Inspectorate has been established in conformity with ILS	1.3.1: LI has been established in conformity with ILS effectively enforces labour legislation	1.2.1: LI has been established in conformity with ILS effectively enforces labour legislation
Output 1.4	The capacities of the LI to effectively enforce LC provisions are developed	<i>Integrated with 1.3</i>	N/A
Output 1.5	The Georgian Court System is more knowledgeable about the Georgian labour legislation and the judicial use of ILS	1.4.1: Application of labour legislation and ILS in the adjudication in Georgia is increased	1.3.1: Application of labour legislation and ILS in the adjudication in Georgia is increased
		1.4.2: The LC training curriculum is used by the HSoJ and their trainers	1.3.2: The LC training curriculum is used by the HSoJ and their trainers
Output 1.6	Capacities of the LM and awareness of the social partners on the benefits of mediation to prevent and resolve labour disputes are reinforced	1.5.1: Mediators are recruited, trained and assigned to mediation cases	Phased out
Output 1.7	The GoG's capacity to address labour trends and issues is consolidated by introducing policies and programs consistent with International LS	<i>Removed</i>	N/A
IO2	The effectiveness of workers' organizations in representing workers' rights and interests is strengthened	Phased out	N/A
Output 2.1	A strategy and action plan developed by GTUC and its affiliated unions to improve their capacities in representing workers' rights and interests is available	Phased out	N/A
Output 2.2	Capacities of GTUC at recruiting, communicating and educating members to better represent workers' rights and interests are strengthened	Phased out	N/A
Output 2.3	Capacities of GTUC and its affiliates to serve their members' needs in labour relations are reinforced	Phased out	N/A
Output 2.4	Emerging trade union leaders have been nurtured so as to effectively exercise growing influence and occupy key functions within GTUC and its affiliates	Phased out	N/A

In terms of the assumptions, they were identified by ILO in the ProDoc on the design stage and then were revised during the third modification of the ICLLG. Assumptions are external conditions that are necessary for project success but over which implementers have little or no control. The ProDoc contained four critical assumptions for IO1 and one critical assumption for IO2; meanwhile, in the modification additional two assumptions were added under the IO1.

Table 9. Main ICLLG project's assumptions

IO	ProDoc	Modification 3
IO1	<ol style="list-style-type: none"> 1. MoLHSA commitments at creating a LI and a Labour Mediation Service will remain unchanged and will be approved by the GoG 2. Parliament will adopt a bill of law creating a LI 3. MoLHSA will receive appropriate funding for LI and Labour Mediation Service 4. The Court System will cooperate with the project in training judges on labour matters 	<ol style="list-style-type: none"> 1) MoLHSA commitments at creating a LI and a Labour Mediation Service will remain unchanged and will be approved by the GoG 2) Parliament will adopt a bill of law creating a LI 3) MoLHSA will receive appropriate funding for LI and Labour Mediation Service 4) The Court System will cooperate with the project in training judges on labour matters 5) Parliament will adopt an OSH law and statutory LI law and any other legislative changes as required 6) TSPC will continue to implement its strategic plan
IO2	<ol style="list-style-type: none"> 5. TUs leaders, namely those of GTUC and its affiliated unions, are committed to reconsider current approaches at recruiting and servicing their members 	

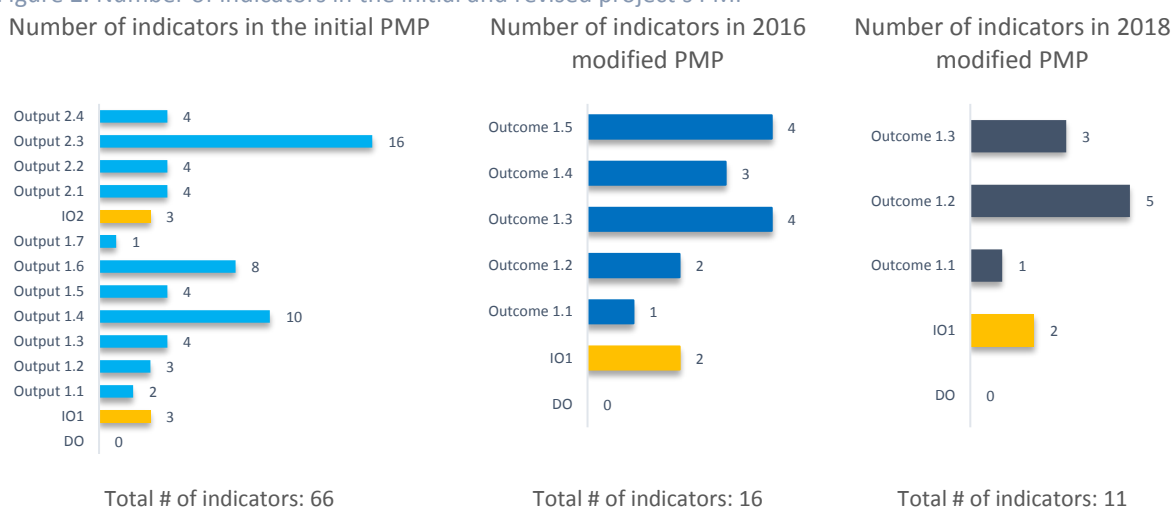
The evaluation interviews demonstrated that the ICLLG was operated in a complex political context and most of the assumptions under IO1 listed in the ProDoc were not holding true during the first three years of project implementation (2014-2017) and in such a way significantly limited the progress in achieving key results during the initial project timeframe. This was one of the reasons why the project design was revised and modified on a later stage. It is also important to mention that the ProDoc does not have neither a risk matrix nor mitigation strategies in case assumptions would not hold true. Although, the progress report contains the sub-section 'Problems/Issues Materially Impairing Project Performance'; the document

review demonstrated that only 3 out of 11 progress reports submitted to the donor contained some information and analysis in this section.

4.2.2. Project indicators and performance monitoring

The projects' M&E systems did not fully meet the performance monitoring criteria provided in the 2013 and 2015 Management Procedures Guidelines (MPGs) as well as the ILO guidance on Results-Based project design. On the one hand, the ICLLG project had developed both a project's performance monitoring plan (PMP) and Data Tracking Tables. This greatly facilitated the reporting and monitoring of project progress. On the other hand, the indicators established in the project's PMP were not always appropriate and/or useful for assessing the project progress. At first, the initial PMP proposed 66 indicators (6 outcomes and 60 outputs); however, the vast majority of them (82%) have been quantitative in nature and their number was too big, especially under Output 1.4 (8 indicators), Output 1.6 (10 indicators) and Output 2.3 (16 indicators). It created difficulties for the project team to collect and report on all these indicators. At the same time, there were no impact indicators at the level of development objective. After the mid-term evaluation and identified flaws, the PMP was revised twice by the ILO during 2016-2018 and in total the number of indicators were decreased by six times (i.e. from 66 to 11). Smaller number of indicators did not allow to capture enough of the main activities of the project as many of the indicators in the revised PMP were output-oriented. In addition, as evident from the document review, the targets were not justified, so could not be judged as realistic or not.

Figure 2. Number of indicators in the initial and revised project's PMP



4.2.3. Key stakeholders' needs and fit of project interventions

Based upon an analysis of the triangulated data the ICLLG project's objectives and interventions were relevant to the needs and priorities of the tripartite constituents and other local institutions.

The ICLLG's primary stakeholders included the GOG (Ministry of Labour, Health and Social Affairs (MOLHSA)/ Ministry of Internally Displaced Persons from the Occupied Territories, Health, Labour and Social Affairs (MIDPOTHLA) – Department of Labour and Employment Policy (DOLEP) and Department of Inspection of Labour Conditions; Tripartite Social Partnership Commission (TSPC); Georgian Employers' Association (GEA); Georgian Trade Unions Confederation (GTUC); Parliament of Georgia; judges and legal practitioners (High School of Justice (HSOJ); Georgian Bar Association (GBA); and Supreme Court (SC).

Ministry of Labour, Health and Social Affairs (MOLHSA)/Ministry of Internally Displaced Persons from the Occupied Territories, Health, Labour and Social Affairs (MIDPOTHLA) is responsible for a number of functions including labour law reform, labour inspection, mediation, and TSPC Secretariat. This was a central counterpart of the project. The ICLLG provided the direct assistance to the Ministry in the form of capacity building, technical assistance and advisory services for policy and legislative review in labour law and

inspection reform, and capacity building for the DOLEP, LI and mediators. The project was highly relevant for DOLEP as assisted it with implementation of its core function pertaining to adoption of OSH and labour rights legislation; operationalizing the inspectorate; raising awareness on the inspectorate and mediation; supporting the Tripartite Commission to function; and intensive cooperation with GEA on labour inspection. The reestablishment of the Labour Inspectorate (LI) within the Ministry was one of the requirements under the EUAA¹⁴. The project was instrumental in supporting the recruitment, selection and training of labour inspectors, developing of internal procedures and inspection plans, establishing of a hotline for reporting OSH violations, and purchasing of operational and protection equipment. In addition, the project played an important role in ensuring of a proper coordination of the future labour inspection service with the Municipal Safety inspectors attached to the Mayor's office as well as with the Technical Supervision and Construction Agency inspectors attached to the Ministry of Economy. However, the ICLLG-interventions were moderate in meeting the mediator groups' needs as they did not have the institutional mandate within the GoG, dedicated resources or respective laws in place to facilitate the mechanism.

Tripartite Social Partnership Commission (TSPC) under the EU Association Agreement, Georgia undertook responsibility to promote involvement of the social partnership in the process of labour policy development. Therefore, it was renewed in 2013 in order to encourage the development of social partnership in Georgia and support dialogue between employees, employers and the GoG at all levels and elaborate proposals and recommendations on labour relations and related issues. The ICLLG provided support for implementation of its mandate by clarifying and strengthening its legal base and building capacity of its members to engage in social dialogue.

Georgian Trade Unions Confederation (GTUC) is the only national trade union in the country which unites 19 sectoral unions and 3 territorial federations of the unions. GTUC is one of the ILO constituents. The ICLLG-interventions were relevant in meeting GTUC's needs. GTUC has faced sustained and serious acts of repression by the Government of President Saakashvili and had a number of needs including enlarging its membership, strengthening its organizational capacity, developing of its expertise into all areas of labour relations, and identifying, training and fostering future union leaders.

Georgian Employers' Association (GEA) is the largest organization across the country, representing more than 2,500 employers (primarily small and medium enterprises from a variety of sectors including construction, pharmacy, tourism, hotel, insurance, trade, agriculture, processing industry, financial banking, transportation and communication). GEA was founded in 2000 and it is one of the ILO constituents. GEA was not a main stakeholder in the ICLLG, but the project met their needs through further strengthening of the partnership and capacity of GEA in engaging in the social dialogue and developing/implementing a set of services to its affiliates. However, in terms of the larger business community and other employers' associations active in the country (AmCHAM, BAG, and the International Chamber of Commerce), the ICLLG activities were not viewed by them as necessary and they were largely opposing the establishment of labour inspection in the country because of their perception of it as a potential vector for corruption and state abuse of power.

High School of Justice (HSoJ) is an educational institution, which provides professional training for candidate judges, judges, judges' assistants and other court staff and plays an important role in the process of maintaining and retaining the quality and efficiency of justice. The ICLLG project was highly relevant both to the needs of the HSoJ, judges and assistants to judges. The project strengthened the ability of the HSoJ to provide training to judges on the judicial application of ILS, while the judges and assistants to judges of the Basic and Appellate Courts were provided with the opportunity to pay special attention to the

¹⁴ Background information: Under the EUAA, Georgia has undertaken the obligation to align its legislation step-by-step with the EU legislation in the agreed time frame. According to the Association Agreement "the Parties recognise full and productive employment and decent work for all as key elements for managing globalisation and reaffirm their commitment to promote the development of international trade in a way that is conducive to full and productive employment and decent work for all. Parties commit to respecting, promoting and realising in their law and practice and in their whole territory the internationally recognised core labour standards, as embodied in the fundamental ILO conventions." One of the important steps to implement "decent work" is to have an effective labour inspection, referring to ILO C81. Annex XXX of the Association Agreement includes a list of Euro-directives concerning health and safety issues at the workplace and timelines for their implementation. The deadline to transpose these directives into Georgian legislation is September 2019.

international legal requirements as well as in Georgian labour law that are necessary to regulate employment relations.

Supreme Court (SC) became one of the key interlocutors of the project since mid-2018. The ICLLG was highly relevant to the needs of SC as played a very important role in the process of establishing correct case law in Georgia and improving data collection on labour cases.

Georgian Bar Association (GBA) is the formal association of attorney of Georgia. All attorneys must be members of the GBA, which is responsible, among others, for managing continuous legal education (CLE). The ICLLG-interventions were highly relevant as the participation in the project provided a possibility for private lawyers to raise their knowledge on Georgian labour law and international standards. Under GBA statute each lawyer should undergo every year 12 hours of CLE; therefore, the ICLLG also gave an opportunity for legal practitioners to meet the GBA's requirements.

Parliament of Georgia is the main legislative body in the country and a champion of the Constitutional reform. It became a key interlocutor for the ICLLG since mid-2017 in pursuit of labour law reform and it played an important role in the Parliamentary hearings on labour rights, OSH Law and the passing of legislation. The ICLLG activities were highly relevant to the needs and priorities of the Parliament as it helped them to implement the labour-related legislative tasks required under the EUAA.

4.2.4. *Gender mainstreaming*

According to the ILO definition, gender mainstreaming should be 'an integral part of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality'¹⁵. There is little evidence, however, that the project fully integrated a gender mainstreaming approach in its design or implementation. There was a lack of gender sensitive indicators and targets in the project's RF. As evident from the review of the PMP, there are no gender indicators and only 6 out of 66 indicators include gender disaggregated data; while neither the ProDoc nor the progress reports contain the section, which describe the project's approach towards promotion of gender mainstreaming. Moreover, the review of the data tracking sheets indicate that they do not track in a systematic way a gender disaggregated data on the capacity building activities organized by the project, although this information was included into technical progress reports.

4.3. Project Progress and Effectiveness

4.3.1. *Progress against set targets*

Effectiveness of the IO1: The capacity of the GoG to enforce labour laws and respect ILS is enhanced

Under the first immediate objective, the ICLLG aimed at enhancing the capacity of the GoG to enforce labour laws and respect ILS by: i) supporting the GoG in adopting a 3-year strategy and action plan to enforce the labour legislation; ii) supporting the development and implementation of information and awareness raising tools on the LC for workers and employers; iii) assisting in establishing a Labour Inspectorate (LI) in conformity with ILS and enhancing the capacities of the future labour inspectors to effectively enforce the Labour Code, including other legislative reforms; iv) supporting TSPC in adopting a strategy and action plan to enforce the labour legislation; v) training judges on the national labour laws and the judicial use of ILS including better tracking of labour related case load through active cooperation with the Supreme Court; vi) assisting in reinforcing the capacities of labour mediators and raising the awareness of the social partners on the benefits of mediation to prevent and resolve labour disputes; and vii) providing technical assistance for consolidating the GoG's capacity to address labour trends and issues.

¹⁵ <http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defin.htm>

The delivery of outputs under IO1 could be assessed as highly satisfactory taking into account the challenging environment in which the project was operated. Information gleaned from the desk review documents show that under the first immediate objective, the ICLLG either exceeded the set targets (14) or fully achieved them (5), while only several have been partly achieved (5).

Table 10. Level of achievement of the set target under IO1

Outputs	Indicators	Apr 2014-Sept 2018		Status
		Target	Actual	
Output 1.1	Strategy and action plan to enforce labour legislation adopted by the government	Strategy and Action Plan drafted & adopted	Strategy and Action Plan drafted & adopted	fully achieved
Output 1.2	Availability of information materials	FAQs on Labour Code developed and uploaded to MOLHSA website	FAQs on Labour Code developed and uploaded to MOLHSA website	fully achieved
	# of visits to MOLHSA website	12,500	17,188 (as of Dec 2016)	exceed the target on 38%
	# of hotline operators trained	44	44 (as of Dec 2016)	fully achieved
	# of calls to the MOLHSA hotline	1,000,000	1,288,135 (as of Dec 2016)	exceed the target on 29%
Output 1.3	Bill creating a labour inspectorate	Bills presented to the Parliament and adopted (2014-2017)	Package of legislative amendments presented to the cabinet for peer review, before submission with the Parliament	partly achieved
	The legal framework for labour compliance is developed	Organic Law of Georgia on Labour Safety adopted (2018-2019)	Law of Georgia on Labour Safety by Parliament (Mar 2018); List defining the scope of the law – hard, hazardous and harmful sectors of economic activities adopted by GoG (Jul 2018) The Bill registered with the Parliament (Sept 2018)	partly achieved
	LI organization plan (OP)	OP drafted and approved; 2016 & 2017 State Program adopted; List of companies to be visited approved	OP drafted and approved; 2016 & 2017 State Program adopted; List of companies to be visited approved	fully achieved
	# of labour inspectors recruited	25 (2015-2016)	25 (+25 reservists) (2015-2016)	exceed the target on 100%
		55 (2018-2019)	40 (2018)	partly achieved
	# of labour inspectors trained	25 (2015-2016)	25 (+25 reservists) (2015-2016)	exceed the target on 100%
55 (2018-2019)		30 (2018)	partly achieved	
Output 1.4	# of worksite inspections undertaken in accordance with ILO tools and recommendations	240	559 (2014-2018)	exceed the target on 233%
Output 1.5	# of judges and legal practitioners trained on Georgian labour legislation and the judicial use of ILS	80 judges (2015-2017) - judges 30 (2018) - judges	81 (2014-2017) 48 (2018)	exceed the target on 112%
		40 (2018) -legal practitioners	90 (2016-2017) 79 (2018)	exceed the target on 323%
	% of judges trained	32%	43%	exceed the target on 34%
	% of knowledge increase after training of judges and legal practitioners	30% (2014-2016) -judges	32.50%	exceed the target on 8%
35% (2017-2019) - judges		18.00%	partly achieved	
30% (2018-2019)- legal practitioners		33.00%	exceed the target on 10%	
	# labour cases heard, where training knowledge was used in court decisions	11 (2014-2016)	23 (2015-2018)	exceed the target on 109%
Output 1.6	# of labour mediators trained	8 (2015-2016) 11 (2017)	15 (2015-2016) 11 (2017)	exceed the target on 37%
	% of increase in knowledge after the training	15%	15%	fully achieved
	# of mediation requests received	12	27 (2014-2016) 8 (2017)	exceed the target on 192%
	# labour disputes resolved through mediation	12 (2015-2016) 7 (2017)	15 (2015-2016) 8 (2017)	exceed the target on 121%
Output 1.7	# of policies and programs consistent with ILS approved by national authorities	4 laws on employment, labour migration, OSH and LI prepared by DOLEP and approved by Parliament	5 decrees & 3 state programs adopted 1 NHRAP	partly achieved

4.3.1.1. Labour Legislation

The effectiveness of the ICLLG activities under this component could be assessed as satisfactory. The project though faced a number of challenges under this output due to the low political will of the GoG to advance labour rights during first three years of project implementation. The situation changed following the parliamentary elections in October 2016 and a series of mining accidents resulting in casualties, most notably the Tkibuli mine accident in April 2018. The legislative process was re-launched under pressure from policy reformers among new members of Parliament (MPs), which led to the adoption of the OSH Law early 2018 and extensive amendments of it in early 2019, and recently legislation to establish effective Labour Inspection in line with international standards were drafted, as well as extensive amendments to the Labour Code and secondary legislation under guidance of the ILO inputs. The project provided technical assistance for development of MOLHSA 3-year policy and action plan which has been adopted through a

Resolution of the GoG No732 and signed by the Prime Minister. The “Frequently Asked Questions” (FAQ) document has been prepared. The ICLLG also engaged with the Public Defender’s Human Rights Secretariat to include labour rights in its biannual action plan. Plan of action and roadmap with the Parliament concerning labour rights and their enforcement were developed and it was presented at the High-level conference "Agenda for Change" in November 2017. The Labour Code amendments have been disseminated, MoLHSA hotline operators and social partners were trained. Information and awareness raising tools on the Labour Code have been made available to workers and employers through the Ministry’s website (moh.gov.ge) and the hotline.

As evident from the interviews, MOLHSA’s strategic plan for 2014-2017 developed with the project’s assistance includes issues related to the role of TSPC, Vocational Education Training (VET) and labour migration, which are consistent with ILS. The publications developed and/or translated by the project are being used by stakeholders as evident from the project’s data and interviews with interlocutors.

Moreover, in the beginning of 2019, the Parliament of Georgia indicated its wish for ILO support in a process of labour code reform in Georgia with the active involvement of all the stakeholders, including trade unions, employers and NGOs. The labour reform focuses on improvement of the labour regulatory framework in order to satisfy all international requirements arising out of the ILO fundamental Conventions and the EUAA. The ILO prepared the revisions to the LC and draft Law on LI. Amendments to the LC and the draft Labour Inspection Service Law were shared with the Parliamentarian who leads the reform process in June and July 2019. On 19-20 July 2019, the Senior International Labour Standards and Labour Law Specialist/Acting CTA participated in a review of all the provisions in an informal working group including the lead Parliamentarian, three Parliament staff, the Deputy Minister of Labour, the Head of the Inspection Department of the Ministry, a legal expert of the Ministry and an ILO national consultant. It is expected the amendments and the draft Law will be finalized by the end of August, with tripartite plus/public hearings tentatively scheduled for September 2019. If these legislative initiatives will be adopted, it will be a big step forward for establishment of a fully-fledged inspectorate in the country.

Without exception, all interviewed stakeholders stated *the ILO, being a standard-setting organization, has a very strong leverage and is perceived as the main driving force of labour law reform in the country*. Because of its presence in the country and availability of funding for provision of technical support, the ILO was able to push a number of policy and legislative changes.

4.3.1.2. Labour Inspection

The effectiveness of the ICLLG activities under this component could be assessed as satisfactory. The ILO was deeply involved in all Ministry discussions of the establishment and operationalization of the LI in spite of the different level of GoG commitment throughout the project implementation to mandate (normatively or institutionally) a labour inspectorate that conforms to the ILO C81, and employers’ resistance. The ICLLG assisted with legislation (primary and secondary), commissioned LI assessments, developed OSH training modules and provided systematic training for the recruited future inspectors with a focus on technical know-how as well as on management and reporting modalities, helped with development of internal procedures and establishment of a hotline for reporting OSH violations, purchased equipment (computers and tablets) increases the efficiency of the Department and minimizes the risk of corruption, supported the translation into English and the printing of the LI annual reports and facilitated the signature of a memorandum of understanding (MOU) to define the modes of cooperation and avoid mandate overlap between the Labour Conditions Inspection Department, Technical and Construction Supervision Agency and Municipal Supervision Agency. Respondents have indicated repeatedly that *‘the existing level of development of LI in Georgia was achieved primarily due to the ILO support’*.

In 2015, the Labour Conditions Inspection Department was established under the Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs. The Department monitors three main areas: (i) Compliance with occupational safety and health in the workplace; (ii) Compliance with labour law requirements; (iii) Prevention of forced labour and exploitation. The Department hired 25 monitors by means of a competitive process. Later in 2018, the Ministry of Internally Displaced Persons

from Occupied Territories, Labour, Health and Social Affairs announced vacancies to be filled via an open competition, which was held in two stages: review of applications and interviews. Nine candidates were selected. Another competition was announced in November 2018 to select another nine candidates. In both cases the evaluation committee empanelled representatives of the social partners and experts from appropriate sectors. As of May 2019, 40 people work in the Department, which is headed by the Chief of the Labour Conditions Inspection Department and has two divisions: the Inspections Division and the Monitoring and Supervision Division. The Department is staffed with representatives of various professions – civil engineers, mining engineers, business engineers, general practitioners and public health physicians, lawyers, as well as representatives of other specialties including experts in the social sciences and in European integration and international relations. To ensure the transparency of the labour inspection process, the Department uses tablet computers and shoulder cameras obtained with ILO support. This increases the efficiency of the Department, streamlines its work, and minimizes the risk of corruption. At the same time, it should be noted that in 2017 the Oversight Council was set up in accordance with Ministerial Order No. 01/16/o. In December 2018, the Council held a regular meeting at which the Department presented the activities undertaken in 2018. Potential risks of corruption were assessed, and the activities for 2019 were discussed. As evident from the MOLHSA statistics, the Labour Conditions Inspection Department inspected 118 facilities in 2015, 188 facilities in 2016, 224 facilities in 2018 and 62 facilities during January-April 2019. The inspections took place in both Tbilisi and the regions of Achara, Samegrelo, Imereti, Shida Kartli, Samtskhe-Javakheti, Mtskheta-Mtianeti, and Kakheti.

In overall, the ILO expertise and assistance were highly valued by counterparts. ILO achieved the maximum within its mandate and existing national legislative framework. The major factors which prevented it to achieve even better progress was the limited mandate of the LI between April 2015-September 2019. In 2015, through the decree of the Government of Georgia, an amendment was introduced into the regulation of the Ministry of Labour, Health and Social Affairs of Georgia, based on which the Labour Conditions Inspection Department was established. However, its authority was limited to voluntary inspections and issuing recommendations for businesses. In March 2018, Parliament adopted a law on labour safety that applied to only high-risk areas of work. The law authorized the labour inspectorate to inspect an employer without a court order following an accident, but limited its mandate to work safety issues, as opposed to other labour standards. All other inspections must be court-ordered which was not in line with C81. In February 2019 the New Organic Law on Labour Safety was enacted, which further expanded the LI mandate. Starting from 1 September 2019, the Law of Georgia on Labour Safety will apply not only to work/businesses classified as hard, hatful and hazardous labour, but to all sectors of economic activity. However, a number of institutional, operational and legal challenges remain, including the following:

- The Inspection Department operates within the frameworks of the central government; however, in the conditions of different legislative form and the way it was founded by the law, it is possible for this body to exercise more independence, flexibility and institutional sustainability;
- The authority of the Inspection Department is mainly limited to the issues of labour safety and health. This contradicts with the ILO-established international standards, which envisages examination of the full spectrum of labour rights as the scope of operation of the labour inspection;
- The labour inspectors, considering their legal status and labour relations, are not equipped with relevant independence guarantees, since there are no relevant labour and social protection mechanisms in place;
- Based on the current legal format of the Department, a universal reporting system is in place, however, it is important to define, in terms of legislation, the content of the annual inspection reports and the information that should be included in the periodic reports of the mechanism¹⁶;

¹⁶ Background information: The Labour Inspection Convention, 1947 (No. 81) and the Labour Inspection (Agriculture) Convention, 1969 (No. 129) require the submission of annual reports containing data on the staff of the labour inspection service, the workplaces liable to inspection and their respective number of employees, inspection visits, violations and penalties imposed, industrial accidents and occupational diseases

- The Department now has 40 inspectors¹⁷, which, considering the number of enterprises throughout the country, cannot be considered enough¹⁸;
- The Inspection Department does not have any territorial units or relevant infrastructural resources. Also, the inspectors are not well equipped with communication technologies;
- There is no relevant referral system for exchanging and redirecting information between the Inspection Department and other relevant organizations, which would ensure effective, close coordination and effective work of the human rights' protection supervision system and effective enforcement of LC.

4.3.1.3. Labour Mediation

The effectiveness of the ICLLG activities under this component could be assessed as unsatisfactory. Although the project's targets under this output was mainly exceeded or fully achieved, the lack of readiness of the GoG to make real changes in the collective labour disputes system in the country prevented the project to achieve tangible progress in addressing mediation requests more effectively. On 25 November 2013 the GoG approved the Rules for Reviewing and Resolving Collective Disputes through Agreement Procedures, where mediation was defined as a conciliation procedure with the direct participation and lead of the mediator assigned by the Minister of Labour, Health and Social Affairs of Georgia. Mediators are selected from the Mediator Registry. According to the same statement, necessity to reform mediation registry was determined in 2013 that should have been implemented based on the TSPC recommendation. However, Mediator Registry was approved couple of years later, i.e. only in February 2017 during the third TSPC meeting. The reason for this delay was the inability of the Social Partnership Tripartite Committee to meet and discuss the topic.

Currently, the Mediator Registry is composed of 11 mediators¹⁹ and by the end of this year (2019), it is planned to be expanded by the Ministry up to 18 mediators. As evident from the document review and interviews, the ICLLG project provided a substantial support which included the provision of assistance in formation of the roster of professional mediators to assist employers and workers to prevent and solve collective labour disputes, organizing continuous trainings for mediators together with coaching, undertaking assessments of mediation mechanism and organizing the awareness raising activities among the social partners on the benefits of mediation. The ILO expertise and support in this area was highly appreciated by the interviewed stakeholders. Due to the project's support, the mediation mechanism started to be used quite frequently by employees. According to the statistical data of the Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs, a total of 32 mediations took place between 2013 and 2017 and in all of these cases mediation was initiated by employee collectives (of 20 persons or more) or by professional unions (local or sectoral industrial trade unions). During these years, the instances of collective disputes which turned into mediation took place at 20 different enterprises or organizations, out of which 16 companies were from the private sector and four companies were co-founded by the state.

During the given period, there were also cases of repeated mediation caused by the breach of agreements reached as a result of initial mediation and the recurrence of collective disputes. As for the statistical distribution of mediation cases across years, the data shows that frequency of mediations grew annually

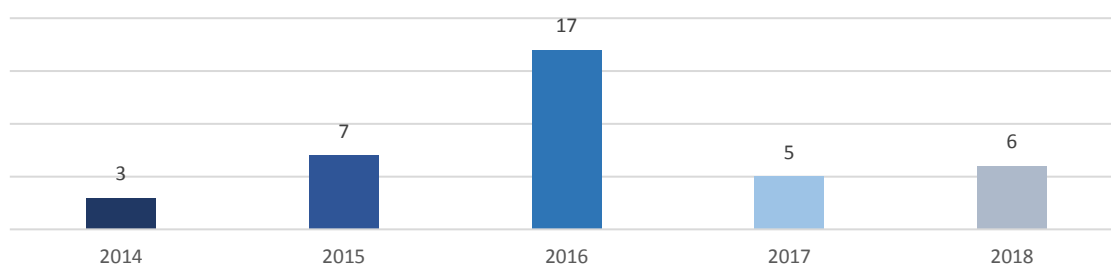
¹⁷ Background information: The insufficient number of Labour inspectors has a negative impact both on workers' protection and on labour inspectors' own working conditions: (i) The lack of inspectors can lead to a decrease either in the number of enterprises inspected or in the time spent on analysing each dossier and its possible implications; both cases result in limiting the effectiveness of labour inspectors' interventions; (ii) The lack of inspectors can also lead to overtime or additional pressure of work and inconsequence to a worsening of their own working condition.

¹⁸ Background information: As per the ILO standards, there should be one inspector per 10,000 workers in industrial market economies; one inspector per 20,000 workers in transition economies; and one inspector per 40,000 workers in less developed countries (https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_077633/lang-en/index.htm). As evident from the data, Georgia has 2,162,240 workers, which means that the country needs 108 labour inspectors.

¹⁹ Note: The list has been approved fully, although initially GTUC expressed reservation in the case of four mediators on the proposed list, two for the reasons that their candidacy were put forward by GEA (while they believe mediators shall be impartial), one for lack of qualifications and one for the reasons of non-satisfactory conduct during the past mediations. In the ensuing debate eventually, the solution was found: the list of mediators was approved as it is, while the Ministerial decree in appointing mediators was amended to involve the social partners in the decision(s) so that they can object to the appointment of a given mediator on a case-by-case basis

and reached its highest number in 2016 (53% of the total number of mediation cases); however, the number of mediation cases dramatically fell in 2017.

Figure 3. Distribution of the number of mediation cases across years



Source: GTUC

As for the final outcome of labour mediations, 15 out of the 32 mediation cases (or 47%) during 2013-2017 ended with positive results and agreement could not be reached in 9 cases. Other instances of labour mediation were either terminated or postponed or they ended with partial agreements.

The statistical data demonstrates that despite the novelty of the mechanism in Georgia and the flaws in its procedural or administrative regulations, the use of labour mediation at different industries or companies was increasing annually, with the exception of 2017. Review of the types and contents of employees' demands during mediation demonstrates that the most frequent demand of employees engaged in mediations during 2013-2017 had to do with their requirement to form or amend a collective labour agreement. Other recurring demands included: increase and/or indexation of salaries; enforcement of obligations undertaken by companies' administration; overtime pay, etc. Notably, the requests/demand of the employees of the requirements on the employers also included fulfilment of such fundamental demands as harmonization of individual labour agreements with existing labour legislation; enforcement of the right to vacation and sick leave, etc. In spite of that Georgia has many problems concerning effectiveness of existing mediation system. Despite the frequent use of the mediation mechanism by employees and the number of produced agreements, mediation has failed to become an effective instrument for collective dispute settlement and to generate trust among employees and employers alike. Another obstacle to the effective performance of mediation is the shortage of mediators, which is caused by the lack of various contractual schemes with mediators on the one hand, and inadequate salary policies on the other²⁰. These issues significantly affect the process of assigning mediators to disputes in a timely manner. In addition to that Georgia law does not provide special guarantees for the enforcement of agreements reached through labour mediation. In particular, the law does not specify any type of simplified procedure or deadlines for enforcement of the agreements reached through labour mediation. According to the current legal framework, disputes arising around the agreements reached through mediation process, like any other legal agreements, are reviewed by judges with broad specialization in the court under general rule. Social partners interviewed during final evaluation also stressed the issues related to failure to implement mediation agreements and highlight the need for special enforcement mechanisms.

4.3.1.4. Judicial system

The effectiveness of the ICLLG activities under this component could be assessed as highly satisfactory as under this output the project exceeded all set targets. As evident from the evaluation interviews, this project component was also perceived by the beneficiaries as the most successful one. The project approach to implementation of this component was modified in the course of the project implementation

²⁰ Background information: The mediators were to be paid a daily remuneration of 60 Georgian Lari (GEL) and governed by 7-day renewable service contracts. Unfortunately, Regulation 301 does not make a distinction between the days devoted to conciliation and the duration of the contract. Indeed, the contracts are issued for a 7-day period during which the mediator will be remunerated, thus implying that he/she shall normally work seven days during that 7-day period. This approach does not account for the fact that the mediators and the negotiating parties may not be available to conciliate seven days in a row, not to mention that it is often necessary to pause between conciliation sessions to allow the parties to distance themselves and think about, consult their constituents or prepare proposals or counterproposals.

and it was greatly appreciated by the stakeholders. At first (since 2014), the project started to work with the High School of Justice of Georgia to train judges in the judicial use of international labour standards, and on later stage (since 2016) the target group of trainees was expanded and the collaboration was also established with the Georgian Bar Association to equip the legal practitioners with knowledge on usage of ILS for settling of labour disputes. Moreover, since 2018, the project started to invite for the trainings the assistants to judges who are responsible for drafting of judgements. Such three-tier approach was highly appropriate and had a direct contribution for creation of the qualitative justice system in the country. The interviewed partner institution stated: *'We are very happy of working with the ILO on training programmes on ILS and Georgian labour legislation, as they are very flexible... This is such type of organization where we can discuss the things and work on mutual agreement... it is very important for us.'* In total during 2014-2018, the ICLLG trained 128 judges and 35 assistants to judges from different city and district courts of Georgia as well as 169 lawyers.

As part of this collaboration, the project also developed a labour law curriculum for judges and legal practitioners under the supervision and guidance from the ILO NORMES Department in cooperation with a judge from the Georgian Supreme court and with the support of the working group consisting of nominated judges (from all levels including Constitutional Court) and HSoJ. In addition, the ICLLG made the adaptation of the manual on the judicial use of ILS²¹ with inclusion of the Georgian law and the cases where the Georgian judiciary has applied ILS. The Labour Law Manual for Judges and Legal Practitioners is composed of 7 chapters²², was translated into Georgian and was distributed among constituents and educational institutions. As evident from the training evaluation reports and interviews, the quality of training was assessed by the participants as highly satisfactory and on average the knowledge increase among judges constituted 25% and among lawyers 20%. The training was delivered by the ILO international and national experts (the Georgian lawyers and judges) during 2 days and usually it was conducted outside the capital with usage of different interactive training methods (lectures, group discussions, case studies and role plays). As such, this training course was very useful as helped judges and lawyers to determine when and how they can use international labour law within Georgia as well as helped judges to understand the relevance of the analysis and pronouncements of the ILO's supervisory bodies and how they can be used. Moreover, the interviews with HSoJ and GBA indicated that both the training course and the manual were very popular as all places on the trainings were taken there were no free seats during trainings conduction and the project had to make additional printing of the manual because of the significant interest in it as it was the first textbook on labour rights in Georgia. Before September 2019, the ICLLG is also planning to elaborate a curriculum for OSH training jointly with the HSoJ based on the ILO Training Manual on Occupational Safety and Health on International Labour Law and Domestic Law²³.

Furthermore, to develop the practice and the case law on labour rights, the project supported the holding of 'bench bar' meetings starting from 2017. The bench bar takes place on annual basis and in 2019 it will be conducted twice. The bench bar targets both judges and lawyers and provides a platform where both sides can exchange the experience and opinions about the same legal issues which, ideally, after the discussion will improve a mutual understand of issues and over time may become a practice and case law. The topics and participants for the bench bar are selected by the management of the HSoJ and the GBA. Each side has equal representation in it, i.e. 11 judges and 11 lawyers. The interviewed stakeholders mentioned that it was important that the bench bar is organized under the international umbrella as it gives it much more leverage and allows to further advancing the understanding, evolution, challenges and possible ways forward of the Georgian Labour Legislation. The project also established effective collaboration with the Supreme Court and provided in 2019 tailored made trainings to the Supreme Court judges on labour rights (termination of employment, concept of reinstatement, and concept of compensation) as well as assisted with improvement of the labour cases tracking system.

²¹ International Labour Law and Domestic Law: A Training Manual for Judges, Lawyers and Legal Educators

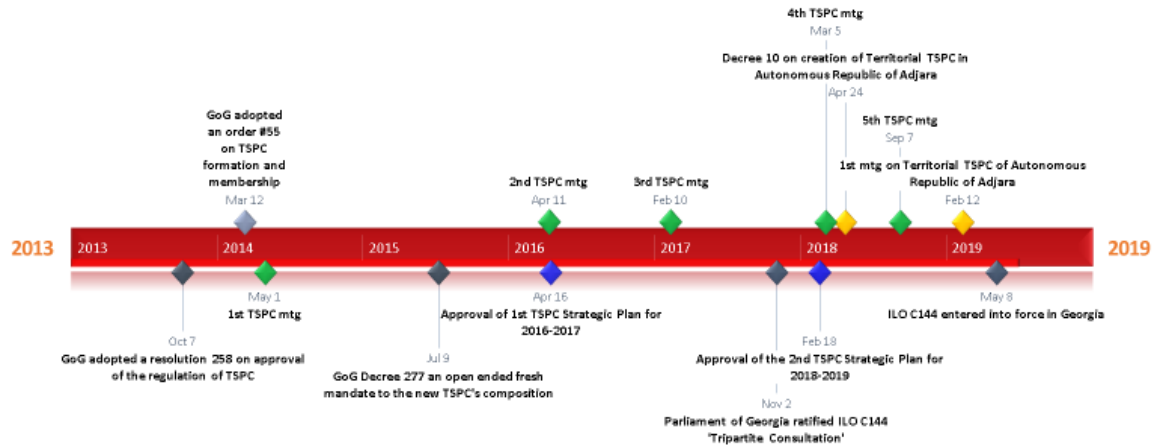
²² Chapter 1 'Introduction into labour law', chapter 2 'Discrimination in labour relations', chapter 3 'Employment contracts', chapter 4 'Minimum standards of labour conditions', chapter 5 'Termination of the employment relations', chapter 6 'Collective labour relations', and chapter 7 'ILS'

²³ https://www.ilo.org/safework/info/instr/WCMS_618606/lang-en/index.htm

4.3.1.5. TSPC and social dialogue

The effectiveness of the ICLLG interventions under this component could be assessed as moderately satisfactory. The ICLLG assisted the constituents in Georgia in revitalizing the work of the Tripartite Social Partnership Commission (TSPC)²⁴ and provided formal and informal advice to the local tripartite constituents in the Autonomous Republic of Ajara concerning the possibilities for the creation of the Ajara TSPC.

Figure 4. Path of TSPC revitalization in Georgia



Evaluation interviews revealed that the ILO was quite active in this dimension. With the direct support of the project, the TSPC Secretariat and working groups were established, members of the Secretariat were trained, Strategic Plans for 2016-2017 and 2018-2019 were adopted with ILO inputs. One interviewee stated *'Without ILO, we would not be where we are now, including all the mechanisms which we have in place. Re-establishment of social dialogue in our country is due to the huge support of the process by ILO'*. At the same time, all interviewed stakeholders acknowledge that there is still a room for improvement of the work of the TSPC and the need for more intensive cooperation as *'Social dialogue exists, but the question is about its quality... We succeeded in establishment of decent quality of social dialogue when it comes to the OSH issues such as development of initial OSH legislation, a list of hazardous, strenuous, injurious, and dangerous jobs, as well as in discussions about accident insurance... It was a real breakthrough... However, when it comes to the non-OSH related issues, the social dialogue exists, but it is not so active...The main reason for that is the need to change the mindset and it requires time'*.

Although, the commission made several crucial decisions, in particular approved candidates of labour mediators, made a decision to ratify specific articles/paragraphs of European Social Charter, ILO C144, pilot social dialogue on the regional level in a form of TSPC in Adjara region, initiation of ratification of ILO Conventions C129, C183 and C156; all three parties in social dialogue still lack the ability to engage in constructive dialogue and compromise. While the Ministry chairing the TSPC would like to see the progress, and GTUC would like to have the issue advancing, the employers are adamant and are fiercely opposing. As a result, the work of the TSPC was not fully effective. The meetings were held irregularly, i.e. only five meetings took place during 2013-2018, which apart from the fact that is not enough for strengthening social partnership, is the violation of the Committee statement requirements. Besides, just 55% of planned activities within the Strategic Plan 2016-2017 were implemented. Following the 2016 parliamentary elections, progress in the TSPC shifted increasingly to working groups and the "tripartite-plus" discussions,

²⁴ Background information: The Labour Code of Georgia has established a "Tripartite Social Partnership Commission", composed by members of the Government of Georgia and representatives of employers' associations and workers' associations operating in various industries across the country. The Statute of the TSPC was adopted by Georgian Government's Resolution N258 of 7 October 2013. The TSPC is comprised of GOG, employers' associations and employees' associations – each group having six seats and it supposed to meet on quarterly basis. Decree No. 277, adopted in July 2015, provided a new TSPC composition on the employers' side as follows: 2 seats to GEA; 2 seats to BAG; 1 seat to Georgian Small and Medium Enterprises Association (GSMEA) and 1 seat to Women's Employers' Association. Amendments have been made to the Government's Decree N258 "Approving a Statute of TSPC" in March 2016 and the Secretariat has started functioning at the MOLHSA/DOLEP and the Minister of Labour, Health and Social Affairs was appointed as the Co-Chair of the TSPC, thus providing the possibility of holding the TSPC meetings in the absence of the Prime Minister (official chair of the TSPC).

which adds in NGOs, an expanded set of employers' associations and elected officials. However, it did not help to initiate discussion on important social issues, such as pensions and minimum wage. Also, some important policies were rushed through without adequate tripartite consultation, in particular it relates to the prohibition of discrimination and sexual harassment at the workplace.

4.3.1.6. Employers organizations

The ICLLG-activities in this area could be assessed as satisfactory. The project provided technical assistance and capacity building for GEA in the form of assistance with the development of strategic plan, conducting the assessment of current business environment in Georgia, preparation of position papers on education and investments for tripartite discussion, provision of OSH trainings. Evaluation interviews confirmed that all the work was done in participatory manner. The developed strategic plan is a quite comprehensive document composed of 40 pages which includes a detailed description of organizational priorities for the next five years. A detailed assessment of the current business environment in Georgia and an analysis of the areas for improvement was undertaken by the ILO based on the GEA's request. The assessment was conducted in line with the ILO methodology on Enabling Environment for Sustainable Enterprises (ESEE). This methodology assessed the business environment in terms of the economic, social, political and environmental aspects of doing business. It included information gathered through a review of secondary data, several focus groups and an in-depth survey of 300 businesses. Based on this report and identified priority areas for improvement, GEA selected topics for position papers. The first paper 'National Education and Training Strategy 2025' was developed in 2016 and the second one 'Investment in Georgia' in 2017. The policy paper on education was discussed at the 4th TSPC meeting in 2018 and it was supported by everyone, except the Ministry of Education, Science, Culture and Sport (MoESCS). Meanwhile the paper on investment touched a broad number of issues and stayed in the draft form due to the lack of internal consensus among GEA members. The project also strengthened capacity of GEA's OSH Specialists through invitation for a number of ICLLG trainings on OSH and labour rights.

Effectiveness of the IO2: The effectiveness of workers' organizations in representing workers' rights and interests is strengthened

Under the second immediate objective, the ICLLG aimed at strengthening the effectiveness of GTUC and its affiliates in representing workers' rights and interests through: i) supporting them in the adoption a 3-year strategy and action plan to improve their capacities in representing workers' rights and interests; ii) enhancing their capacities at recruiting, communicating and educating members to better represent workers' rights and interests; iii) reinforcing their capacities to serve their members' needs in labour relations; and iv) nurturing emerging unions leaders at effectively exercising growing influence and occupying key functions.

The delivery of outputs under IO2 could be assessed as satisfactory. Information gleaned from the desk review documents show that the ICLLG under the second immediate objective is either exceeded the set targets (3) or fully achieved them (1).

Table 11. Level of achievement of the set target under IO2

Outputs	Indicators	Apr 2014-Dec 2016		Status
		Target	Actual	
Output 2.1	3-year GTUC Strategy and Action Plan developed and endorsed	Strategy and Action Plan developed and endorsed and implemented	Strategy and Action Plan developed and endorsed and implemented	fully achieved
Output 2.2	% of knowledge increase after training	0	24%	
	# of unions members trained on education, communication, organization	120	306	exceed the target on 155%
Output 2.3	# of staff trained	120	307	exceed the target on 156%
	Membership services developed	1	4	exceed the target on 300%
Output 2.4	# of new leaders identified and trained	60	72	exceed the target on 20%
	% of new leaders in management/influencing positions	0	9%	

The effectiveness of the ICLLG interventions under this component could be assessed as satisfactory. The ICLLG assisted with drafting of the GTUC strategy for 2015-2017, action and M&E plans as well as

communication strategy, which were endorsed by GTUC board. The development of these documents was based on a SWOT analysis of the GTUC and sectorial branch management as well as on a research on membership motivation. The analysis was comprehensive and covered such areas as organizational structure, membership at the national, sectorial and regional levels, organizational structures, financial and human resources, activities by key functions (organization, education, negotiation, legal services etc.), and cooperation with national and international workers' organizations. Evaluation interviews showed that the strategic planning exercise was quite useful as allowed the GTUC to adjust its structure in order to address new challenges regarding organizing in informal sector, improving services to its affiliates in the area of collective bargaining and negotiations of agreements, labour disputes resolution, improving the union movement image, and greater engagement with the social partners in social dialogue on national, sector and company level. The document review indicates that a number of strategic action points contained in the GTUC Strategy was reflected in TSPC Strategic Plans for 2016-2017 and 2018-2019. In addition, the review of the GTUC web-site showed that neither GTUC strategy nor action plan are available for wider public on the organization's web-page.

With the assistance of the project, the GTUC created also an education department in order to support and train young trade union leaders/activists. In total, 24 GTUC educators have participated in a comprehensive ToT course consisted of three phases: (i) phase 1 was a nine-day course that focused on education in trade unions; LC and ILS; and, training planning and delivery and teamwork; (ii) phase two was a four-day training that provided guidance on developing training curricula and then designing actual modules; and (iii) phase three was an eight-day training, where educators delivered their training modules to a committee of ILO and GTUC senior staff for performance feedback. This training course was very useful as equipped participants with a good toolbox of methods for teaching adults. The trained GTUC educators prepared the training methodologies and provided trainings for 307 representatives of different sectoral unions on leadership, social dialogue, organizing, mechanisms of collective bargaining, mediation mechanisms, collective dispute resolution, attracting new trade union members, and labour code and workers' rights. The first public awareness campaign for the purposes of organizing took place in the Transport Sector following support provided to GTUC by the ICLLG.

Respondents interviewed also mentioned that the value of the ICLLG was in introduction of two concepts: (i) Flying Bargaining Teams, and (ii) emerging trade union leaders. "Flying bargaining teams" composed of negotiators and labour relations officers provide support to trade unions at sector and local level for the negotiation and application of collective agreements, the prevention and resolution of labour disputes and the reporting of violations of union/labour rights. In total, 7 flying bargaining teams were formed. To deal with problem of ageing in trade unions, the concept of emerging trade union leaders has been developed with the assistance of the project, envisaging coaching of the young leaders to effectively exercise growing influence and occupy key functions within the GTUC and its affiliates. 11 young emerging union leaders underwent mentoring and several of them were promoted to senior positions at the sectoral unions (agricultural, railway and commercial issues) and some of them established new sectoral unions in textile, healthcare and service sectors. One interviewee pointed out *'GTUC is becoming a place where youth are feeling comfortable...and this is very important for Georgia'*.

4.3.2. Challenges faced

Based upon an analysis of the triangulated data, the ICLLG in general would not be able to complete all planned activities by September 2019 and plan to request a no-cost extension for another six months from 1 October 2019 to 31 March 2020. In overall, the pace of the project implementation was influenced by a series of internal and external factors, which had an influence on the achievement of the expected results and the smooth implementation of the Project. Those factors were identified during the interviews with the project staff and counterparts as part of this final evaluation.

Challenges	Type of challenge
Reluctance of the GoG to commit to implement ILO recommendations related to establishment of LI in line with international standards as a result there were delays in establishment of LI	external
Reluctance from the employer side and the business community at large towards inspection and enforcement of labour rights with a strong stigma attached partly due to the legacy of the former inspection system and the commonly held perception associated with it	external
Political factors: resignation of two Prime Ministers (and their respective cabinets, in 2015 and 2018), local and Parliamentary elections (2017)	external
High turnover in the GoG: During 2014-2018, there were six successive deputy Ministers dealing with the labour portfolio at the MoLHSA and two Heads of future inspection (with significant timeslot during which the position remained unfilled)	external
Lack of political will for establishing of a proper labour mediation mechanism in the country	external
High profile labour disputes (Georgian Railways, Georgian Post, RMG Gold, Tbilisi Metro) which set back progress and increased hostility as well as a lack of trust in labour relations, especially between GoG and GTUC	external
Elections of the GTUC President in 2017, which paralyzed labour relations for considerable period of time	external
Change in project management team prior to the end of the project (in 2018)	internal

4.4. Efficiency of Resource Use

4.4.1. Cost effectiveness

The ICLLG project budget for the period December 2013 - September 2019 amounts to a total of US\$3,000,000, while the actual spending equals US\$2,520,000 as of March 31, 2019, i.e. the budget utilization rate constitutes 84 per cent. The donor was the United States Department of Labour (USDOL).

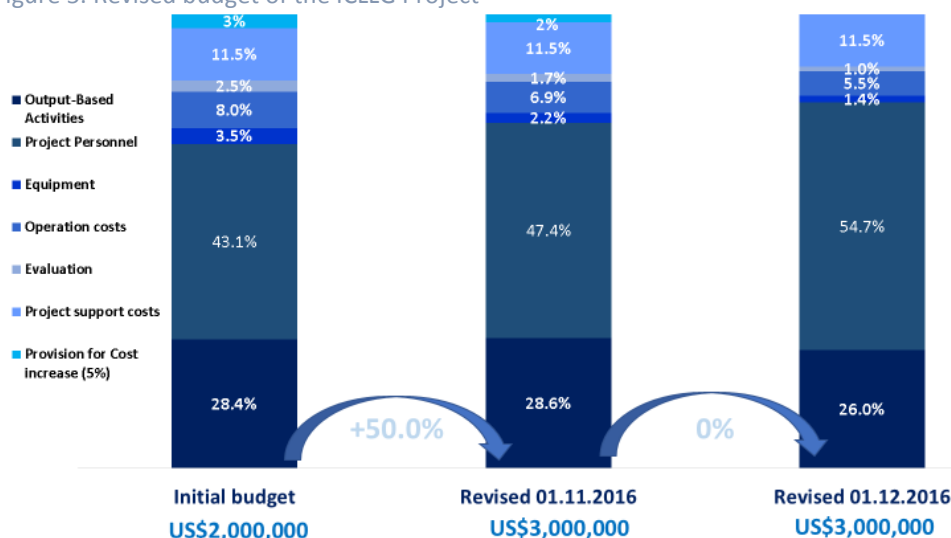
Table 12 shows the allocation of budgetary resources for project and project support costs. It should be noted that project costs are related to the immediate objectives and project support costs consists of project staff, operating costs (i.e. equipment, office rent, communications, security, and several other sundry line items) as well as project support costs. Approximately US\$821,467 or 27% of the budget was allocated to the two immediate objectives while about US\$2,178,533 or 73% was allocated to project support. In general, these allocations to project implementation and project support are consistent with other ILO technical assistance projects the evaluator has evaluated.

Table 12. Distribution of budget execution per type of expenditure

Budget item	Amount	Percent
Project Personnel	US\$1,669,855	56%
Project Activities (including equipment for constituents)	US\$815,747	27%
Operation costs (including equipment for project)	US\$169,265	4%
Programme Support Cost	US\$345,133	13%
Total	US\$3,000,000	

The analysis of the project documents indicate that the budget of the project was modified three times. The initial project budget constituted US\$2,000,000. The first budget revision occurred in November 2016 when the budget was increased by 50% or US\$1,000,000. The second and third revisions of the project budget occurred in December 2016 and November 2018 respectively, but the project budget remained the same and amounted to US\$3,000,000. The result of these last two revisions was a structural change in some project costs (see Figure 5 below).

Figure 5. Revised budget of the ICLLG Project



The revisions of the project budget brought the following changes: (i) the direct labour costs increased on 12%, (ii) the output-based activities, equipment, evaluation and operational costs decreased on 2% each, and (iii) project support costs remain the same.

Figure 6. Project’s implementation rate disaggregated by year

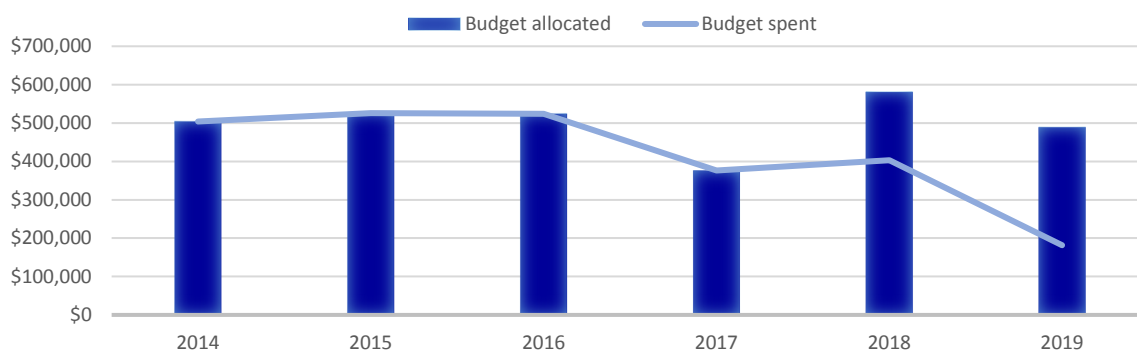


Figure 6 demonstrates that the project had in overall quite high implementation rate during first four years of implementation and it became lower during the last two years of implementation. The implementation rate during 2014-2017 constituted 100%, while in 2018 and the first 3 months of 2019, it was 69% and 37%²⁵ respectively. The main reason for that was a change in the project team composition (PD and M&E Officer) during the second half of 2018. From the evaluation interviews, it became clear that there will be some budget underutilization due to the savings on the salary of the international Project Director who left the project in June 2018. Although he was replaced by the Senior ILS and LL Specialist from the ILO DWT/CO Moscow, the salary for the acting PD was covered by the ILO Moscow office. The anticipated budget underspending by the end of September 2019 will constitute US\$ 150,000. Therefore, the project team is planning to request from the donor another no-cost extension for 6 months. If it will be granted by the donor; the project’s implementation rate will be 100%.

In general, as evident from the document review and evaluation interviews, the project’s financial resources were used efficiently for achieving the intended results, and that project initiatives have generally been cost effective. With a relatively small Project Team, a substantial number of activities have been undertaken in the course of project implementation.

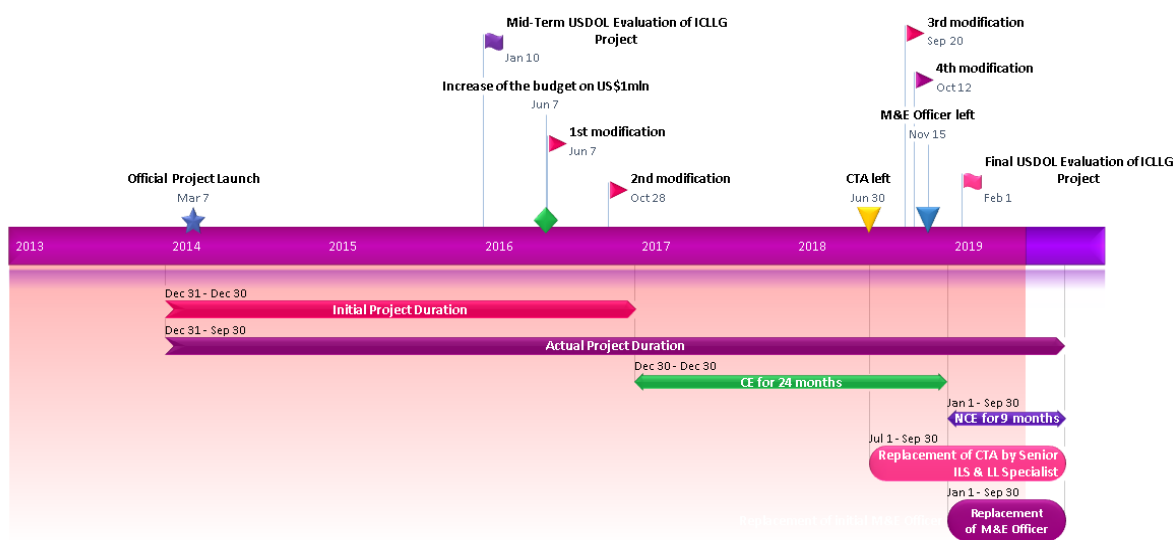
²⁵ Note: The budget for 2019 covers the period January-September, i.e. 9 months. The Evaluator did not have figures on expected budget utilization rate per month; therefore, the actual budget utilization rate for 2019 was calculated based on the budget allocations for 9 months and comparison with budget spent for 3 months.

With respect to procurement, UN rules and regulations have been followed in order for the project to be cost efficient. On the whole, the project has been implemented cost-efficiently, and project expenditures stayed within the budget.

4.4.2. Timelines of implementation

The ICLLG project suffered delays in implementation. The Project duration was revised twice, i.e. from 36 months (December 2013-December 2016) to 69 months (December 2013-September 2019) and planned to undergo the third revision from 69 months to 75 months (December 2013-March 2020).

Figure 7. The ICLLG Project’s Timeline



First revision took place in June 2016 when the project received cost-extension and additional 24 months of implementation during December 2017-December 2018. Second revision of the timeline took place in September 2018 when the project received 9 months no-cost extension for January-September 2019. As evident from evaluation interviews and document review, the main reason for the first extension was the need to re-design the project based on the recommendations of the MTE; meanwhile the second revision was needed to complete the set targets which were delayed due to a number of external factors including a lack of GoG commitments and opposition of business community to implement ILO recommendations related to establishment of Labour Inspection, frequent staff turnover within MoLHSA, changes in the GoG cabinets, elections (parliamentary and presidential), elections of the GTUC President and a number of high profile labour disputes.

4.4.3. Effectiveness of management arrangements

The ICLLG project is working under the supervision and with the technical support of the ILO Decent Work Team and Country Office for Eastern Europe and Central Asia based in Moscow (DWT/CO-Moscow). Originally, the project had four full-time persons charged to the budget. These include the international Chief Technical Advisor (CTA)/Project Director (PD), national M&E Officer, national Finance and Administrative Assistant and project driver. In 2018, the project management arrangements were modified. ILO introduced the Enterprise Resource Planning system 'IRIS' in the Europe and Central Asia Region from late 2017, and there was a need to establish a part-time Finance and Administrative Assistant post in Moscow to provide the necessary services to the ICLLG project during July 2018-September 2019. Moreover, in mid-2018, the international PD resigned and because no suitable replacement was found. The project's acting CTA became the Senior International Labour Standards and Labour Law Specialist at the DWT/CO-Moscow for the period July 2018-September 2019. As of June 2019, there is one staff member – national M&E Officer, working on the project in Tbilisi, and a part-time administrative assistant based at the DWT/CO-Moscow.

Throughout its implementation, the ILO Labour Administration, Labour Inspection, and Occupational Safety and Health Branch (LABADMIN/OSH) in Geneva provided administrative and programme guidance on ensuring compliance with the MPG as well as technical support, while the ILO International Labour Standards Department (NORMES) and Governance Department (Social Dialogue and Tripartism unit (DIALOGUE) and Labour Law and Reform unit (LABOURLAW) from Geneva and ILO DWT/CO-Moscow provided technical support through the support from the Senior Labour Standards and Labour Law Specialist, Senior Labour Administration, LI and OSH Specialist, and from the Specialists on Employers' (ACT/EMP) and Workers' (ACTRAV) activities.

The evaluation interviews revealed that the administrative and technical support from ILO HQ (LABADMIN/OSH) and DWT/CO-Moscow were highly appropriate and effective and the project team in Tbilisi was able to use the expertise of ILO HQ and DWT/Moscow efficiently. Senior Labour Standards and Labour Law Specialist provided support with Georgian labour legislation review and capacity building for judicial and legal practitioners. ACTRAV and ACT/EMP have provided support to the project in terms of advice on appropriate strategies and activities for workers and employers, respectively. LABADMIN/OSH Technical Specialists have visited the project several times to provide technical support and participate in key trainings and meetings. The project also enjoyed political support from high-level officials of the ILO HQ and DWT/Moscow as well as USDOL at critical moments which contributed to the re-establishment of the Labour Inspection in the country.

In terms of the donor relations, they were quite effective. The PD/CTA typically communicated with USDOL through the USDOL Grants Officer's Representative in Washington for technical issues and through the LABADMIN/OSH Coordinator for development cooperation projects in Geneva for administrative issues.

4.5. Impact Orientation and Sustainability

4.5.1. Impact orientation of the project

As the ICLLG project was implemented within six years' timeframe, it is possible to look on the impact side of the project's interventions either achieved or anticipated.

Immediate Objective 1: The capacity of the GoG to enforce labour laws and respect international labour standards is enhanced

Table 13. Level of achievement of outcome indicators under IO1

Objective	Indicators	Baseline	Apr 2014-Sept 2018		Status
			Target	Actual	
IO1	# of labour law violations identified	0	840	1861 (2015-2018)	exceed the target on 126%
	% of labour law violations investigated	0	100%	100%	fully achieved
	# of inspection procedures on labour law violations	0	1195	1497 (2015-2018)	exceed the target on 25%

Labour legislation: Moderate impact was achieved by the project in this area²⁶. On the one hand, the introduced changes in Georgian labour legislation and its better conformity with international labour standards in the longer run could bring improvements in productivity and economic performance. Safety standards, and effective control, can reduce costly accidents and health care fees. Strengthened social dialogue and freedom of association can provide better safeguards against economic downturns. In overall, a labour market that is regulated by proper national legislation, within the international labour standards framework, is more efficient and will bring benefits to both workers and employers. On the other hand, in spite of a number of positive changes, the problem of adequate protection of labour rights is still acute in

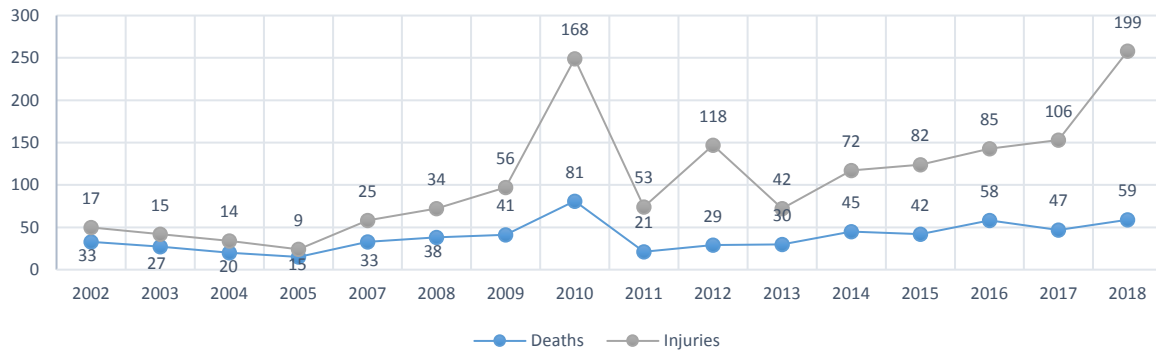
²⁶ CEARC Report 2018 (https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_617065.pdf)

the country and there is still a necessity of the whole series of amendments to the labour legislation, in order to converge it fully to international standards. The current support provided by the Project to the Parliament in the reform of the Labour Code and the development of the draft Law on Labour Inspection Service in many ways can be seen as the culmination of the work of the project in the legislative field and as a recognition of the respect and confidence the ILO was able to build in this area.

Labour Inspection: Limited-moderate impact was achieved by the project in assisting the GoG in establishing of Labour Inspection as only recently LI had the ability to inspect unannounced and it still only inspects on OSH issue in certain sectors and a number of institutional and operational challenges still need to be addressed for the future inspectorate to comply with international standards. In spite of that, it is important to mention that the outcome indicators under IO1 were either exceeded the set targets or were fully achieved. Before the project start, Georgia had neither legislation nor expertise at setting up a state-of-the-art inspection system. Consequently, creating the Department of Labour Conditions Inspection after the Labour Inspection was abolished about 13 years ago, was an important step towards establishing of a comprehensive labour inspection in Georgia, as it represents an attempt to return the issue of supervision of labour rights' protection in the realm of governance. Furthermore, Georgia has adopted in February 2019 a new law on occupational safety granting inspectors new powers to inspect all workplaces in the country without a court order or giving prior warning. The bill also envisages reforming the labour safety inspectorate as a 'more autonomous' agency. Under the new Organic Law, all sectors both public and private will be subject to safety inspections; while the previous law, adopted in March 2018, covered only 11 hazardous sectors, requiring companies operating in those sectors to register with the justice ministry. The law also broadened the mandate for the Labour Conditions Inspection Department. From 1 September 2019, the department will have the authority to examine working conditions of any entity for labour safety standards without prior warning or a court order. The labour inspection department will have the power to issue warnings or fines from 100–50,000 lari (\$40–\$20,000) to employers. Under the current law still in effect, the Labour Inspection Conditions Department's judgement does not oblige an employer to act after being warned. Certain employers will be obliged to train employees about the risks of their work and safety procedures. Entities in certain sectors with 20 or more employees will have to employ at least one occupational safety specialist. For smaller enterprises, the employers themselves can take on the role if trained in accordance with state-accredited safety programme. The new changes will make it an administrative offence to obstruct inspectors' access to a workplace, to fail to report a workplace accident or to fail to implement changes. The department will also have the power to suspend the operation of an enterprise for severe violations. Such legislative initiative brings the Georgian labour inspection more in line with international ILO standards. Nevertheless, the current statistical data shows, that currently only less than 1% of enterprises are inspected in Georgia and after the creation of the Labour Inspection Department, the rates of workers' mortality as well as the number of people injured at the workplace as a result of work-related accidents, have remained significantly high and has in fact even increased. Data of the GTUC shows that in 2010–2018, 412 people were killed and 925 injured in workplace accidents due to neglect or infringement of safety standards²⁷ (see Figures 8-10 below).

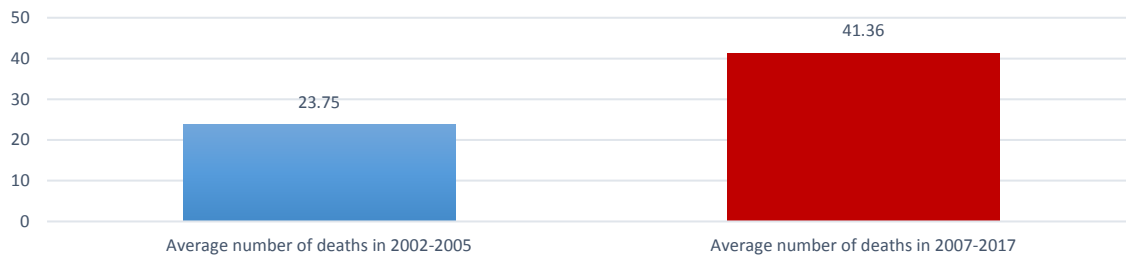
²⁷ Note: Employee safety problems include the lack of general protective provisions (stairways are not protected by parapets, lift shafts are not covered with a uniform coating and are not insulated, the risk of falling is high) or of personal protective equipment (there are no safety harnesses for work in high places, or employees do not use them)

Figure 8. The number of deaths and injuries at workplaces in Georgia during 2002-2018 (the labour inspection was abolished in 2006)



Source: GTUC

Figure 9. The average number of deaths at workplaces before and after the abolition of the labour inspection in Georgia



Source: Ministry of Internal Affairs of Georgia

Figure 10. Average number of deaths per 100,000 workers



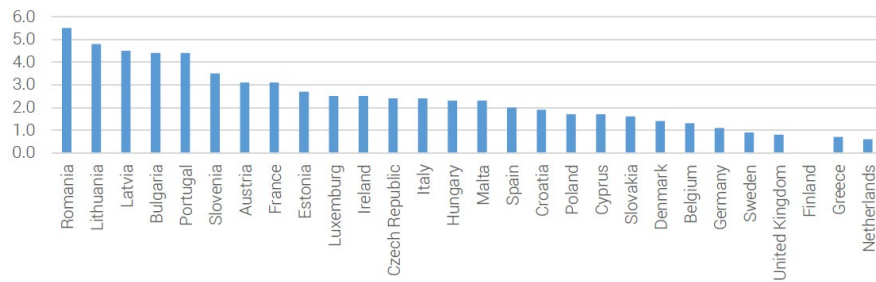
Source: Ministry of Internal Affairs of Georgia

Industry and construction sectors are the most dangerous areas for life and health of workers (more than 60% of work-related deaths in 2017 were recorded in industry and construction sectors). 7.3% of the total workforce in Georgia are employed in the industry sector and 4.8% - in the construction sector²⁸. While in Europe the share of those employed in the industry sector is 21% and 6% are employed in construction sector. Despite the fact that the share of those employed in industry and construction sectors of Georgia is significantly lower than in European countries, the rate of work-related deaths in Georgia still exceeds the number in all EU member countries. The average number of deaths per 100,000 workers in the EU in 2014 amounted to 1.8²⁹, while in Georgia the figure was 5.51 in the same period.

²⁸ [http://geostat.ge/index.php?action=page&p_id=146&lang=eng/Distribution of employed by economic activity, 2017](http://geostat.ge/index.php?action=page&p_id=146&lang=eng/Distribution%20of%20employed%20by%20economic%20activity,%202017)

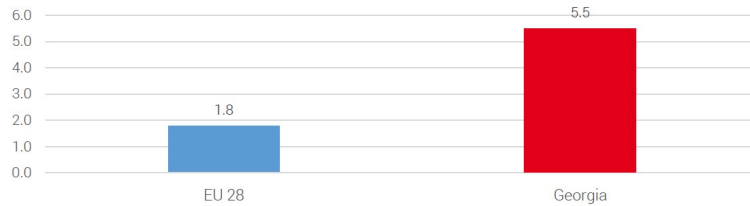
²⁹ <http://ec.europa.eu/eurostat/web/products-eurostat-news/-/DDN-20171024-1>

Figure 11. Number of deaths per 100,000 workers in the EU countries (2014)



Source: Eurostat

Figure 12. Average number of deaths per 100 000 workers in Europe and Georgia (2014)



Source: Eurostat. Ministry of Internal Affairs of Georgia

Labour Mediation: Limited impact has been achieved by the ICLLG project in the field of labour mediation. Despite the frequent use of the mediation mechanism by employees and the number of produced agreements, mediation has failed to become an effective instrument for collective dispute settlement and to generate trust among employees and employers alike. Furthermore, social partners stress the ineffectiveness and the formality of the mechanism, which is linked to the structural challenges in labour policies along with legislative and practical gaps in the administration of the mechanism and prevention of collective disputes. Despite operating within the government’s institutional framework, handling of the mechanism by the government remains to be a problem, which can be linked to inadequate financial and human resources preventing the formation of the instrument as an effective mechanism within the existing system of labour policies. In addition, the key challenge of the current mediation system has to do with failure to enforce agreements reached through mediation, which often leads to repeated mediations or employee strikes and diminishes employees’ trust in the instrument. In this respect, it should be noted that the ILO is currently assisting the Parliament in introducing an amendment to the LC which would make mediation agreements enforceable.

Judicial system: High impact was achieved by the project in making the Georgian Court System more knowledgeable about the Georgian labour legislation and the judicial use of ILS. The capacity building and training program for the judiciary and legal practitioners on ILS, supported by the project, has contributed to increasingly positive judicial trend enforcing the labour rights. Based on 2018 Survey Report on Labour Law Disputes within the System of General Courts of Georgia, the total number of civil cases filed to the general courts of Georgia increases continuously, and the number of labour law cases filed to the general courts of Georgia has significantly increased after the 2013 LC Amendments.

In general, courts satisfy around 70%-80% of claims related to the category of “other ground”. Before the 2013 Amendments, the number of satisfied claims was critically low (around 10-15%). In view of the interviewed stakeholders, this is happening partly due to the trainings provided both to judges and lawyers by the ICLLG. After the 2013 Amendments, the courts apply the new rules on contract termination and the percentage of satisfied claims related to dismissal is significantly increased (around 60-65%). According to 2017 edition of the Statistical Data of the Supreme Court of Georgia, in 2017 around 12% of cases related to employee’s dismissal ended by settlement between the parties. The number of workplace injury satisfied claims is gradually increased from 2010 reaching the highest 100% result in 2014. Later on, the figure went down to 80% and in 2017 it has reached its lowest level - 55%. Judges use both ratified and non-ratified ILO instruments in 44 cases; in the majority (62%) of the researched judgments judges applied ILO C158 concerning termination and Termination of Employment Recommendation (No.166). Two judgments are observed where the Judge in its reasoning mentioned non-ratified Social Security (Minimum

Standards) Convention, 1952 (No. 102). There was one example where the judge referred to Protection of Wages Convention (No. 95) and the other referring to Maternity Protection Convention (No. 183). There were some examples where the court made reference to international labour law to strengthen a decision based on domestic law. During evaluation interviews with national experts, they also highlighted that judges started to be more interested to go into depth discussion and the quality of their judgements improved drastically. Before judges prepared a judgement, which is 4 pages long, now it is usually no less than 15 pages. In overall, the judges started to give more explanations and justify better their judgments, which was not the case before. Furthermore, it is important to mention that two judgements³⁰ of the former participants of the ICLLG training from the Tbilisi Court of Appeal and the Supreme Court were included into the ITC-ILO Compendium of Court Decisions³¹. Both cases were on termination of employment and judicial decisions have relied on ILS³² and other international legal instruments³³ to resolve these cases.

However, in spite of the number of positive changes, there is still a lot of work to be done. The judicial system in Georgia is represented by 297 judges and 200 of them hearing labour-related cases (i.e. all regional courts as well as Tbilisi City Court and Court of Appeal); however, the project covered with capacity building activities only 64% of the target group. The number of legal practitioners covered by the ICLLG's trainings is even less. The GBA has 5,500 registered lawyers and 2,800 of them (or 51%) have civil specialization and can deal with labour violation cases. During the lifetime of the ICLLG project, just 6% of lawyers took part in the trainings on ILS and Georgian Labour Code.

TSPC and Social dialogue: Limited-moderate impact was achieved with regard to strengthening social dialogue in Georgia. Without doubt, the ICLLG made a significant contribution in ratification by Georgia in May 2018 of the ILO Priority Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144). It is internationally recognized that tripartism and social dialogue are powerful tools for regulating labour markets, concurrently guaranteeing decent work, inclusive growth and social justice. Therefore, if the convention is implemented appropriately and real social dialogue is launched in Georgia, it will drastically improve labour rights, social security standards, gender equality and better regulate non-standard forms of employment, etc. Improving social dialogue at the national level would inevitably bring more and more positive dynamics to bilateral social dialogue between unions and employers at the enterprise level, also facilitating an increase of coverage by collective bargaining agreements, an area for which Georgia has experienced a significant set-back over the last few years. It goes without saying that high quality collective agreements pave the way for productivity increases and make the economy more competitive. This means more jobs with decent work conditions. Moreover, in May 2019, this convention entered into force and Georgia will need to participate in the mandatory reporting cycle concerning its implementation and in practice will be subjected to review by the ILO supervisory mechanisms. Additionally, existence of the TSPC strategic plans give some predictability in terms of issues to be discussed in a tripartite plus format and approached a social dialogue in a more planned manner. Nonetheless, functioning of the TSPC is under criticism.

Employers organizations: Moderate impact was achieved with regard to GEA's strengthening of engaging in social dialogue and developing of set of services to its affiliates. For the first time the strategic plan for GEA was developed which signals that the organization do have strategic priorities and it would also allow to approach the activities in more systematic rather than ad-hoc manner. The EESE report identified priorities for the promotion of sustainable enterprises and the transition to formality in Georgia, which provided GEA the entry points for further development of policy positions and structured and evidence-based advocacy efforts. This assessment also allowed to present the view of the business community (GEA's members) rather than a position of separate individuals. The strengthened capacity in OSH made

³⁰ Tbilisi Court of Appeal, G. Z. and K. G. v. Georgian Railway, 17 November 2014, Case No. 2b/3964-14 and Supreme Court of Georgia, D.B v. Tbilisi State University, 2 October 2014, Case No. AS-106-101-2014

³¹ <http://compendium.itcilo.org/en/decisions-by-country?country=268&save=search>

³² ILO No. 158 Convention concerning termination and Termination of Employment Recommendation (No. 166), and ILO Committee of Experts on the Application of Conventions and Recommendations

³³ European Social Charter; the Universal Declaration of Human Rights; the International Covenant on Economic, Social and Cultural Rights

GEA as the only employers' organization in Georgia in promoting a preventative OSH culture, and made the business case for implementing up-to-date OSH practices. GEA also started to offer trainings on OSH for its affiliates. In terms of promotion of the social dialogue, GEA was the only employers' association which supported the GoG decision in ratification of ILO Convention No. 144.

Immediate Objective 2: The effectiveness of workers' organizations in representing workers' rights and interests is strengthened

Table 14. Level of achievement of outcome indicators under IO2

Objective	Indicators	Apr 2014-Dec 2018		Status
		Target	Actual	
IO2	Increased # in membership	150,000	151,000	exceed the target on 0.7%
	# of collective agreements concluded or underway, receiving advisory services from GTUC and its affiliates	63	43 (7 -2018; 8-2017; 6-2016; 6-2015; 7-2014; 9-2013)	partially achieved
	% or # of workforce in CB agreements	400,000	498,303	exceed the target on 25%

Moderate impact was achieved with regard to strengthening the effectiveness of workers' organizations in representing workers' rights and interests. The positive impacts could be seen from the fact that Georgia moved from the group of countries with 'systematic' violations of rights³⁴ to freedom of association, collective bargaining and strike to 'regular' violations of rights³⁵ in the ITUC Global Rights Index. The advocacy capacity of GTUC was strengthened and their activeness increase. As a result, they played an important role in pushing the labour law reform, particularly the amendments of OSH legislation and 'initiating ratification process' of two ILO OSH Conventions (C81 and C129). The number of GTUC members also increased considerably in the course of the project implementation, i.e. on 67% from 90,632 in 2012 to 151,000 in 2018. However, it still remains low and constitutes only 8.8% of the working population in Georgia. In terms of economic activity, some of the most active members of the GTUC include unions of employees of mining, chemical and metal industries and the new railway workers' union, however, according to the local unions of these industries, the number of members within their unions is decreasing. Similarly, the public's trust in trade unions also diminishes each year, which affects the unions' capacity to attract more members. As for collective agreements and their scope on enterprise or industry field level, the situation is grave as well: there are only 43 valid collective agreements in the country which covers about 500,000 employees. The structural analysis of the labour market and existing socio-economic conditions however expose still the high vulnerability and poor protection of employees in Georgia.

4.5.2. Sustainability of the project interventions

Sustainability strategies are a fundamental component to a comprehensive project design. All USDOL technical cooperation projects are required to describe their sustainability strategies in the Project Document, as stated in the 2013 and 2015 MPG. The evaluator reviewed the sustainability and exit strategies found in the Project Document as well as in the developed the Sustainability Plans for 2013-2017 and 2018-2019.

Currently, the ICLLG project interventions are providing resources, knowledge and facilitation of processes to achieve the expected results. The goal of making the project results sustainable would thus require a strategy whereby tripartite constituents and partner institutions of the different components could perform the following: 1) continue to provide similar services to sustain the processes that are leading to the results and 2) ensure that results achieved would not disappear once the funding ends, and that results are eventually expanded through processes of continuous new inputs.

³⁴ Systematic violations of rights (rating 4): Workers in countries with the rating of 4 have reported systematic violations. The government and/or companies are engaged in serious efforts to crush the collective voice of workers putting fundamental rights under continuous threat
³⁵ Regular violations of rights (rating 3): Government and/or companies are regularly interfering in collective labour rights or are failing to fully guarantee important aspects of these rights. There are deficiencies in laws and/or certain practices which make frequent violations possible

This requires the tripartite constituents and partner institutions to possess the following elements to continue project work:

- Institutional capacity, including the organizational structure and knowledge/expertise;
- Institutional mandate and normative framework for sustaining the processes;
- Financial capacity for carrying out the expected task; and
- Sufficient ownership and appropriation for doing so.

These four elements were used as the criteria to assess the project’s potential sustainability and the results of its analysis is presented below in Table 15.

As a whole, sustainability was intended to be addressed through developing vision and/or framework documents (legislative reviews, strategic plans, policy papers, assessment and situational analysis reports); building of institutional capacity of tripartite partners; capacitating the staff of constituents and partner institution; forming a pool of highly qualified/competent national experts; training of trainers to pass on learning gained in the project to a wider group of stakeholders; developing and piloting of training manuals in local language; translating ILO guides and reference materials; developing a government website on labour rights and delivering of equipment. The analysis shows that sustainability of project’s interventions varies depending on the stakeholder.

Table 15. Level of sustainability of the ICLLG project’s results

Key stakeholders	Ownership	Sustainability	Explanations
MIDPOTHLA/ DOLEP	medium	limited-moderate	<ul style="list-style-type: none"> ▪ A document on frequently asked questions on the Georgian Labour Code (FAQ) has been developed and made available to the social partners. It has been posted on the Ministry’s website - moh.gov.ge and Ministry’s hotline operators have been trained using this methodology, ensuring wider access of the Georgian population and increase of their awareness on Labour Code. However, DOLEP has a very limited staff (just 12 people); therefore, it will be difficult for them to elaborate/update policies and labour legislation without the external support.
MIDPOTHLA /DILC and labour inspectors	medium	limited-moderate	<ul style="list-style-type: none"> ▪ The LI is prepared to continue with a set of planned actions in the near future, among them doubling the number of inspectors to 100 by 2020, providing training to new inspectors, and preparing to become an autonomous or independent agency. The Ministry and the LI anticipate adequate budget resources in the near future, for the LI especially if they separate from the Ministry. In its 2019 state budget, Georgia increased the budget of the LI to 1.5 mil lari (\$560,000), up from 910,000 lari (\$340,000) in 2018. However, because of the low salaries and work under the service contracts, a number of trained Labour Inspectors left their jobs for either political career or jobs in the private sector. Furthermore, the mandate of LI’s competence was significantly expanded by the new Organic Law on OSH and there will be a need to capacitate the staff; however, the LI itself had no training capacity and will need further assistance.
TSPC	medium	limited-moderate	<ul style="list-style-type: none"> ▪ TSPC Strategic Plan for 2018-2019 was developed, which sets the agenda and framework for further the discussions; however, both the workers’ and employers’ representatives still bring non-constructive approach to discussions at the TSPC (and “tripartite-plus”); the GoG still has a lack of willingness to hold discussion on some social issues and there is some questions of TSPC legitimacy when it comes to employers’ representation.
Labour mediators	low	limited	<ul style="list-style-type: none"> ▪ A number of mediators trained by ILO has been moving on to different jobs and currently the latest group of mediators are the third group that required training.
HSoJ	high	moderate	<ul style="list-style-type: none"> ▪ ICLLG’s training of judges could be replicated. HSoJ is currently in the process of the reform. On June 4, 2018, the High Council of Justice of Georgia adopted N1/205 decision on Approval of Rules of Passing Compulsory Training Courses of Judges of Common Courts of Georgia which took effect on January 1, 2019. According to this rule, the purpose of conducting mandatory training is to ensure the quality of justice, strengthening the rule of law and enhancing judicial independence. Duration of compulsory training is defined for at least 3 days per year, and determining the methodology and conducting the training is ensured by the HSoJ. The developed training modules on ILS and Georgian LL were included in the Initial Training Program for Judicial Candidates, while some modules of this training were incorporated into In-service Trainings for Sitting Judges. Moreover, the developed training manuals for judges, lawyers and legal educators on labour rights and OSH could be further used by the HSoJ during trainings conduction. Moreover, HSoJ planned to launch distance learning pilot modules within the framework of judges and other staff training programs in 2019. Specifically, e-Learning Modules will be developed and implemented on

			the following three topics: ILS and Labour Code of Georgia, European and International Standards of Human Rights (General Course) and Communication Standards/Effective Communication ³⁶ . The only limitation is that currently the HSoJ does not have sufficient budget for updating of training modules based on the legislative changes as well as holding trainings outside the city.
GBA	high	limited	<ul style="list-style-type: none"> ICLLG's training of lawyers could be replicated and potentially scaled-up in the framework of GBA's CLE. GBA reported high demand for the workshops. In 2018, it also established a Labour Committee and currently there is a discussion on how to institutionalize the cooperation developed with the ILO. GBA is willing to hold such trainings in the future. Nevertheless, the main issue is availability of financial resources for trainings conduction. As per the current charter, the GBA has to deliver trainings for legal practitioners free of charge.
Judges and lawyers	high	high	<ul style="list-style-type: none"> The project prepared a substantial pool of lawyers with adequate training in labour law, and sufficient judges in Tbilisi who could use further the knowledge and skills in their work, when dealing with labour related cases. Moreover, the electronic version of the Labour Law Manual for Judges and Legal Practitioners were shared with a number of educational institutions, including the Tbilisi State University, Georgian Technical University, Tbilisi Free University, International Black Sea University, Sulkhani Saba Orbeliani University, University of Georgia, HSoJ, MoLHSA, GTUC, GEA and the Training Center of the GBA, and they continue to use it further.
GTUC	high	limited-moderate	<ul style="list-style-type: none"> A Strategy 2015-2017 developed by GTUC and its affiliated unions to improve their capacities in representing workers' rights and interests and based on it the follow up Action Plan for 2017-2021 was developed by the GTUC, but its proper implementation depends on the availability of financial resources. GTUC and its sectoral unions can reproduce training on fundamental labour rights and collective bargaining; however, the conduction of trainings for local unions depends on the sectoral union's financial situation and resource priorities. The trained and established organizational and educational focal points within GTUC and its affiliated unions are being supported and able to implement training activities within GTUC and its affiliates, while the Flying Bargaining Teams will be able to assist GTUC and its affiliates in providing essential support in negotiating the new collective agreements and preventing labour disputes, also beyond the project.
GEA	medium	limited-moderate	<ul style="list-style-type: none"> GEA is relatively young organization and further assistance is needed to ensure that GEA is able to hold a proper bi/tripartite social dialogue and provide effective services to its members.
Parliament of Georgia	high	moderate-high	<ul style="list-style-type: none"> The Parliament is committed to labour law reform; nonetheless the current political crisis in the country³⁷ might undermine the planned legislative initiatives.

However, it is necessary to highlight that the ILO was successful in ensuring financial sustainability of the ICLLG project results. All project components will be continued through either other ILO or USDOL projects. It is especially important taking into consideration that labour reform process is ongoing in Georgia.

Table 16. Financial sustainability of ICLLG project's results

ICLLG Project component/stakeholder	ILO Danida funded project Inclusive Labour Market for Job Creation (Dec 2017- Dec 2021)	USDOL-funded project Strengthening Labour Law Enforcement (Jan 2019-Dec 2022)	USDOL-funded project Strengthening Workers' Organizations in Georgia (Dec 2014-Dec 2020)
MIDPOTHLA/DOLEP	x	x	
MIDPOTHLA /DILC		x	
MIDPOTHLA/TSPC	x		
Labour mediators	x		
HSoJ	x	x	
SC		x	

³⁶ Letter of the High School of Justice, №02/2078

³⁷ Background information: Thousands of protesters took to the streets of Tbilisi since 20 June 2019, when demonstrators enraged by the visit of a Russian legislator attempted to storm Georgia's parliament building, prompting riot police to fire tear gas and rubber bullets at those rallying. More than 200 people were injured during the clashes and more than 300 demonstrators were arrested, according to officials. Subsequent rallies were held outside parliament over recent days, with protesters calling for the release of those held and the resignation of Interior Minister Giorgi Gakharia, whom they blame for the violent dispersal of Thursday's demonstration. In a sign of wider political dissatisfaction, the movement has also called for amendments to Georgia's electoral law to have legislators chosen fully proportionally rather than the current mix of party-list and single-mandate representatives. Opposition parties argue the single-mandate races unfairly favour the ruling party and consider Bidzina Ivanishvili - Georgia's richest man after making a fortune in Russia - to be a conduit of Moscow's influence. Georgian Dream party chief said 24 June 2019 that the 2020 parliamentary elections will be based fully on a proportional system and the threshold of five percent of the vote for parties to be represented would be dropped.

GBA	x		
GTUC	x		x
GEA	x		

V. Conclusions and Recommendations

The following conclusions represent what the evaluator has “concluded” from the analysis of the findings and are organized according to the six evaluation sections: project design; relevance to the needs and expectations of stakeholders; progress and effectiveness; efficiency and use of resources; management arrangements; and impact orientation and sustainability.

5.1. Conclusions

Evaluation Criteria	Scoring ³⁸	Explanations/Comments
Relevance and strategic fit		The ICLLG was highly relevant and supportive in moving forward specific elements within the GSP Complaint (i.e. labour inspection system) and the EUAA (i.e. EU Agenda; right to collective bargaining). The project is entirely consistent with ILO programming priorities (CPOs and P&B), UNDAF for Georgia, UN Partnership for Sustainable Development and Nationalized SDGs. The ICLLG project promoted ratification of ILO priority conventions related to tripartism and labour inspection. It was able to establish effective links with other major labour projects in the country in the course of its implementation, which allowed it to avoid any potential duplication of work.
Validity of design		The overall design of the ICLLG was logical and coherent, but its theory of change suffered from potentially unrealistic expectations of change when compared with the scope, budget and duration. The project adapted successfully to changing context to maintain relevance and address the needs and priorities of stakeholders. However, gender mainstreaming has not been an integral part of the ICLLG project design and implementation, and the project’s M&E systems did not fully meet the performance monitoring criteria provided in MPGs and ILO guidance on Results-Based project design.
Effectiveness		In general, the ICLLG produced tangible outcomes despite a very challenging environment that contributed to the project’s overall goal. The delivery of outputs could be assessed as highly satisfactory under IO1 and satisfactory under IO2.
Efficiency of resources use		The project was efficient overall and is accomplishing well with respect to resources used (inputs) as compared to qualitative and quantitative results (outputs). The project team based in Tbilisi was small, but it was highly qualified and received sufficient level of administrative, technical and political support from ILO HQ and DWT/CO-Moscow. However, the project suffered substantial delays in implementation due to a number of external factors that were for the most part out of its control.
Impact orientation and sustainability		The ICLLG was able to demonstrate positive impacts on the target groups and institutions in most of thematic areas covered by the project with the exception of labour mediation. However, as the labour reform process is ongoing in the country, more work is needed to be done to achieve tangible long-term effects. At this stage, the ICLLG interventions and capacity outcomes are not fully sustainable and replicable due to

³⁸ Dark green – highly successful, light green – successful, yellow – partially successful, red – unsuccessful

		beneficiaries limited resources, and international support is still required to continue reform and capacity building efforts.
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5.2. Recommendations

No.	Recommendation	Timeframe		Priority		
		S/T	L/T	L	M	H
Strategic recommendations						
1	The culture around labour rights in Georgia is emerging; therefore, all main technical areas covered by the project (labour inspection, labour mediation, social dialogue, capacity building on ILS) require further work in order to ensure their full conformity with ILS and country's international commitments.	▲			▲	
	Addressed to:	ILO				
	Resource implications:	TBD				
2	It is suggested that further work on Labour inspection addresses the following issues: <ul style="list-style-type: none"> ▪ The objectives, authority and regulations of the inspection mechanism should be defined by the law, ensuring in conformity with Convention No. 81 and No.129 ▪ Review the existing model of the labour Inspection Department, which will include the increase of its institutional capacities for independence, effectiveness and sustainability. ▪ Clearly separate the mandates, in terms of labour relations and revealing and studying discrimination cases, of the inspection mechanism and the Public Defender of Georgia and establish regulations for studying discrimination, the relevant procedure and the enforceability. ▪ For the GoG to ensure the effective work of the TSPC, which, among other issues, will ensure consistent and continuous work on the issues of labour inspection. ▪ Create effective system for exchange of information, redirection and referral system between the inspection mechanism and other relevant agencies ▪ Implement large informational campaign for the purposes of informing the public about the mandate and activities of the labour inspection agency 	▲			▲	
	Addressed to:	Tripartite constituents, ILO, Parliament of Georgia				
	Resource implications:	Within the existing budget				
3	It is suggested that further work on TSPC and social dialogue addresses the following issues: <ul style="list-style-type: none"> ▪ Consider developing of concept paper for TSPC which would specify the commissions mission, goals, objectives, roles and responsibilities of partners and revision of the current strategic plan with inclusion of realistic targets and measurable indicators. ▪ Strengthening of bi/tripartite relations through further capacity building of tripartite constituents, 	▲			▲	

<p>further development of regional tripartite structures and continuing advocacy for initiation of discussions on social issues (pension, wages, etc).</p> <ul style="list-style-type: none"> As about 40% of GTUC members are the employed persons under 35, it is important to provide further assistance in strengthening of GTUC's Trade Union Youth Movement. 				
<p style="text-align: right;">Addressed to: Resource implications:</p>	<p style="text-align: center;">Tripartite constituents, ILO Moderate resources might be needed</p>			
<p>4 It is suggested that further work on Labour mediation is focused on the following:</p> <ul style="list-style-type: none"> The GoG should strengthen administrative capacity of the mechanism and provide sufficient financial and human resources, including ensuring access to adequate number of mediators listed in the registry for timely appointment of the mediator; introduce adequate remuneration policies for mediators; cover mediation expenses throughout the entire mediation process and introduce continued education programs for mediators which will also focus on delineating specializations of mediators in different industries. Create legislative guarantees in order to ensure direct participation of social partners in the appointment and assignment of the mediator to a specific dispute. The GoG should develop a collective dispute prevention policy and the legislative framework which will establish the obligatory requirement to form collective agreements and provide fair terms and conditions in the agreements, in circumstances covered by law. The GoG should develop policies to encourage social dialogue on industry and manufacturing level and create mechanisms at workplace for equal and fair dialogue between employees and employers. The GoG should carry out an extensive information campaign in order to inform larger groups of employees about labour policies and the mediation mechanism. 	▲			▲
<p style="text-align: right;">Addressed to: Resource implications:</p>	<p style="text-align: center;">GoG Within the existing budget</p>			
<p>5 It is suggested that further work on Capacity building on ILS addresses the following areas:</p> <ul style="list-style-type: none"> Efforts at integration of labour rights curriculum into university programmes should be explored by ILO. GBA should consider revision of its charter and consider the introduction of nominal fees for high-demand topics such as labour rights. It would allow to scale up the trainings on ILS. As the case law and practice develops, ILO should ensure periodic revision/upgrade of the developed ILS and OSH manuals. 	▲			▲
<p style="text-align: right;">Addressed to: Resource implications:</p>	<p style="text-align: center;">ILO, universities, GBA Moderate</p>			

6	In future projects on labour law reform, it is recommended to apply a more considered approach on the stage of design of Funding Opportunity Announcement and set more realistic goals within the allocated timeframe and budget. While it is understood that project documents must address high level issues and accord with national and international priorities, outcomes must also be achievable and realistic. Labour law reform requires long-term interventions (probably 5-10 years) in order to see the tangible results.				
Addressed to: Resource implications:		USDOL na			
Operational recommendations					
7	ILO should document good practices and success stories prior to the end of the ICLLG project and share them with all relevant stakeholders. The ICLLG project was implemented involving a wide range of actors playing a role in influencing policies on labour legislation, labour inspection, labour mediation, social dialogue. If concrete experiences and cases are documented the significance of the lesson learned through the project will be increased.	▲			▲
Addressed to: Resource implications:		ILO Within the existing budget			
8	ILO should continue to hold consultations with the newly started USDOL-funded project ‘Strengthening Labour Law Enforcement’ in order to ensure complementarity of efforts and synergies of activities focused on labour inspection and labour judges with the ongoing ILO Danida funded project ‘Inclusive Labour Market for Job Creation’.	▲			▲
Addressed to: Resource implications:		ILO, Impaq International, USDOL na			
9	ILO should undertake assessment of the level of implementation of strategies and action plans developed by the GTUC and GEA in the framework of the ICLLG. It will allow to better determine the areas which require further organizational strengthening.	▲			▲
Addressed to: Resource implications:		ILO Within the existing budget			
10	In future projects of similar nature, the ILO should pay more attention towards gender mainstreaming in project design and implementation. Project gender mainstreaming measures might include the following: <ul style="list-style-type: none"> ▪ Reach an agreement with the Ministry to conduct a minimum number of random labour inspections to female sensitive enterprises or employment sectors, to contribute to the potential improvement of their labour conditions. ▪ Reach an agreement with labour mediators to give special consideration to gender sensitive issues during conflict mediation. ▪ Request tripartite constituents and other local partner institution to report on gender mainstreaming activities and progress in this regard and to monitor its performance through an M&E framework. 	▲			▲
Addressed to:		ILO, tripartite constituents			

	Resource implications:			na		
11	<p>Regardless of the specific donors' requirement, in future interventions, ILO should improve the quality of its reporting and strengthen the focus in progress reports on outcomes (i.e. wider changes to which the project has contributed):</p> <ul style="list-style-type: none"> ▪ The reporting would benefit from stating where results have a plausible linkage to the project. This should distinguish between outputs (which are the direct consequences of project's activity) and outcomes (changes where other factors also contribute). ▪ It would also useful to have a clearer impression of the significance of the results; for example, how important are the policies that have been developed and operationalized with support from the project? In other words, it would be useful to have more depth in terms of the qualitative data that is presented. ▪ Where challenges are described, it would be useful to include also recommended mitigating actions. The same logic applies to the section on lessons learned. What actions can the project take to capitalize on the lessons learned? ▪ Consider including an opening section above the risks that provides an overall assessment of any changes and the consequences for the project. This should also note whether any changes to the assumptions require action. 	▲				▲
	Addressed to: Resource implications:			ILO na		

VI. Lessons Learned and Good Practices

6.1. Lessons Learned

Realistic project objectives, time frame, scope and budget are crucial to success. Project needs to be tailored to the country's conditions, recognizing the specific political situation and capacity of existing institutions. The ability to effect needed labour law reform is dependent on the strength of political support, the international pressure, the absorptive capacity of relevant institutions, and the social dialogue processes. While country-level activities draw on the same body of knowledge on international best practices, the process of interacting with constituents and other local partners as well as any recommendations need to be adapted to the existing situation.

ILO and donors need to be prepared to work in a country over a long period of time. In general, significant changes require a significant commitment of time and money. Recognizing that the pace of change is often outside the direct control of project, ILO needs to put staff in the field for extended periods to work hand-in-hand with counterparts. Efforts to effect major changes in policy, institutions, and culture are likely to take more than six years.

The achievement of results that include changes in institutional processes requires an intensive policy dialogue among adequate high-level government authorities of all partners and related institutions that are in the position for decision-making to bring about a policy change. This would be necessary during the project's early implementation period and should be given the necessary follow-up as the services and products are delivered.

Do not engage in activities without first assessing the institutional capacity of relevant entities to sustain them. The activities must be designed from the outset with a view to their sustainability. In other words, sustainability should be built in as a component of any given activity.

Capacity-building should be tailored, flexible and demand-driven. Flexibility is absolutely necessary in project design and implementation, where an institutional and organizational framework allows for learning and adjustment to changing circumstances. Demand-driven mechanisms, which allow beneficiaries to identify their own training needs and capacity-building activities, are to be preferred because they afford a better match between the priorities of the implementers and those of the beneficiaries.

System-level institutional capacity building efforts have much greater impact if they are designed and implemented over a longer period than the typical three-to-five-year project cycle. Meaningful organizational change takes time and dedicated effort. Institutional capacity building efforts, by definition, is a longer-term change process. Whether capacity building is aimed at modifying individual behavior or re-engineering systems within an organization, people and systems can be resistant to change, at any scale. People, predictably, revert to old behaviors and ways of thinking even if they recognize the need for change or see the limitations in current ways of doing business. The change process inherent in ICB can be complex within a single institution, requiring, in general, three to five years. When introducing, for example, a new national policy that spans multiple institutions or levels of government, even a five-year time frame may not be adequate.

Systematic documentation of good practices and success stories should be part of the overall project strategy. This is especially valid for projects entailing a strong learning component, involving various actors and covering a range of thematic areas. The documentation of good practices and lessons learned will potentially contribute to reinforce the institutional learning systems of the organizations involved in the projects, e.g. ILO, donors, constituents and other partners.

6.2. Good Practices

Sufficient staffing, presence in the field and the provision of adequate oversight are critical. Maintaining a field presence in country is essential to building and sustaining relationships with key stakeholders and addressing issues that arise during the course of a project in a timely manner. Most technical cooperation projects rely on external consultants; the quality of research, training and technical assistance depends primarily on the experience and expertise of the particular individuals assigned to the task. While recruitment of qualified consultants is very important, good technical backstopping from regional offices and HQ as well as political support at critical moments are still needed to ensure quality and maintain consistency across ILO projects.

Engagement of senior leadership can have a major impact on the success of the institutional capacity building. The success of an institutional capacity building depends to a large extent on the level of continuous engagement by senior leadership. Given the multi-year nature of institutional capacity building activities, leadership transitions are inevitable, thus making it essential to build and maintain relationships at all levels for continued support. Investing in institutional capacity building at the most senior tier, such as the ministerial and directorate level, where the resources and positional authority to either institutionalize or derail change efforts reside will increase the chances for long term success.

The project approached policy change as a continuing process. Institutional capacity building efforts have better results when there is consistency in the approach over time. Continuity of technical support and ongoing engagement of in-country staff and consultants throughout the institutional capacity building process ensures consistency of methodology, evolution of trusting relationships, and deeper understanding of issues. Where this consistency exists, the chances are greater that institutional capacity building activities will gain momentum and achieve desired results. When the same key constituents' staff work with institutional capacity building consultants using a consistent approach over time, it contributes to both individual and organizational capacity. Where consultants and staff change frequently, the impact is often not only disruptive on relationships, but it can also alter the institutional capacity building approach, slowing down the process and confusing constituents. Capacity-building efforts with the labour inspectorate involved a strategic sequencing of training events, which led to the application of knowledge gained and use of technical tools.

Collaboration with the judicial system leads to better enforcement of labour rights at all levels of the court system. Establishment of partnerships by the project with the Department of Justice, the High School of Justice and the Georgian Bar Association represent a strategic and successful effort to influence Georgia's progress toward an ILS consistent labour regime. The participative and transparent manner in which the alliances were formed as well as ILO's credibility as the premier labour rights organization, allowed to improve significantly the qualitative justice system in the country. The training programme equipped law professionals with the knowledge that will enable them to i) use international labour law sources at national level, and ii) train on the use of international labour standards to settle labour disputes; meanwhile, the bench bar allowed to form a set judicial precedents in the labour realm and a body of legal evidence upon which to support the improvement or creation of ILS-consistent legislation in the country.

Project delivery can be enhanced through the establishment of inter-organizational linkages. Joint (e.g., annual) activity planning between similar ILO, USDOL or other donor projects (apart from the jointly implemented project) is necessary to take advantage of potential synergies between the different activities.

VII. Annexes

7.1. Terms of Reference

I. Background

This is an independent evaluation of Improved Compliance with Labour Laws in Georgia (ICLLG) project to be conducted in the final year of its implementation, in accordance with the ILO evaluation policy. The project underwent an external Mid-Term Evaluation managed by the Donor in 2015 and was also subject to an additional external evaluation commissioned by the Donor in November - December 2018 as part of a joint evaluation of two USDOL-funded projects in Georgia.

Project Background

In December 2013, the USDOL and the ILO signed a three-year Cooperative Agreement in which USDOL provided 2 million USD for the implementation of the project. The initial dates of the agreement were December 31, 2013 to December 30, 2016. In the fall of 2016, with the agreed modifications, the overall budget increased by an additional 1 million USD and the operational period extended for 2017-2018. In September 2018, the project was granted a no-cost extension until September 2019 through another modification of the Agreement with USDOL.

As set forth in the Cooperative Agreement (2013), the project purpose or development objective (DO) is to achieve improved compliance with labour laws in Georgia. To meet this DO, two immediate objectives (IOs) underpinning the project's development hypothesis were the following:

If Georgian government (GOG) capacity is built to enforce labour laws and international labour standards (IO1) and workers' organizations can effectively represent workers' rights and interests (IO2), then compliance with labour laws in Georgia will be improved (DO). The major drivers for the ICLLG's 2014-2016 development hypothesis thus were assessments and reform (e.g., legal, labour inspectorate and training and organizational needs) and strategic planning and training.

The modification agreed with USDOL in 2016 phased out IO2 (handed over and/or incorporated into the USDOL funded Solidarity Center project(s) in Georgia) and adopted a tripartite approach to IO1 inclusive of the Georgian Employers Association (GEA) and business community, and the Tripartite Social Partnership Commission (TSPC).

Major milestones of the project

Below is a list of the key achievements of the project:

- On 2 November 2017, Georgia ratified ILO Convention No. 144 concerning Tripartite Consultations to Promote the Implementation of International Labour Standards. This was the result of a long-term ILO engagement to support Social Dialogue in the country and following a tripartite consensus brokered at an ILO supported strategic retreat of the Tripartite Social Partnership Commission (TSPC) in 2016.
- The Parliament with ILO inputs and assistance produced a road map as well as an action plan for Georgia to meet its commitments in the field of labour, which was presented at the High-level conference "Agenda for Change" on 9 November 2017.
- A Labour law Manual for Judges and Legal Practitioners was launched.
- Information and awareness raising tools on the Labour Code have been made available to workers and employers, through the Ministry of Labour, Health and Social Affairs (MOLHSA) website and the MOLHSA hotline.
- 40% of mediation cases held in Georgia between 2014 and 2016 resulted in an agreement. Intensive training has been provided by the project to mediators over this period. Mediation related mission by the ILO expert (2018) revised the mediation analysis and provided the recommendations for the improvement of mediation mechanism.

- 60 judges and 60 legal practitioners have been trained on ILS and Georgian Labour Code and selected judges have started training their peers.
- “Flying bargaining teams” composed of negotiators and labour relations officers provide support to trade unions at sector and local level for the negotiation and application of collective agreements, the prevention and resolution of labour disputes and the reporting of violations of union/labour rights.
- The first Public Awareness Campaign for the purposes of organizing took place in the Transport Sector following support provided to the Georgian Trade Union Confederation (GTUC).
- The ILO commissioned two Labour Inspection assessments (in 2014 and 2016) which resulted in identifying actions required to establish a labour inspection system in accordance with the Labour Inspection Convention, 1947 (No. 81).
- Technical advice is being provided on legal, operational, institutional and other challenges facing the establishment of a labour inspection system in compliance with C81.
- The ILO has organized/run workshops on various subject matters to enhance the knowledge and skills of the staff in the Labour Conditions Inspection Department, MOLHSA.
- Mentoring of young emerging union leaders has taken place for them to effectively exercise growing influence and occupy key functions in GTUC.
- In sum, six publications on topical issues were developed, translated, adopted, and are being used in Georgia.

Project management arrangements

The project is working under the supervision and with the technical support of the ILO Decent Work Team and Country Office for Eastern Europe and Central Asia based in Moscow (DWT/CO-Moscow). The Senior International Labour Standards and Labour Law Specialist at the DWT/CO-Moscow is the focal point for the project and is presently serving as its Acting Chief Technical Advisor (CTA). The project was staffed with an international Chief Technical Advisor (CTA) who was responsible for the overall implementation of the project until his resignation mid-2018 (no suitable replacement was found and the position was subsequently cancelled), an M&E Officer who supported all the project activities, two assistants (one based in Tbilisi/Georgia and one at the DWT/CO-Moscow office) and a driver. As of January 2019, there is one staff member - M&E Officer, working on the project in Tbilisi, and a part-time administrative assistant based at the DWT/CO-Moscow.

Throughout its implementation, the project received technical support from the relevant ILO HQ departments, including the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH) of the Governance and Tripartism Department based in Geneva.

II. Purpose, Scope and Clients of Evaluation

ILO considers evaluation as an integral part of the implementation of development cooperation activities. Relevant provisions are made in all projects in accordance with ILO evaluation policy and established procedures. According to the Project Document (PRODOC), the project is subject to mid-term and final independent evaluations to assess its design, implementation, and results.

The midterm evaluation commissioned by the Donor in 2015 investigated the appropriateness of project design, progress in implementation, achievement of the outcomes, identified lessons learned from its implementation and suggested adjustments to be made in order to better achieve the project’s objectives. It allowed to fine-tune the implementation approach for the remaining duration of the project. Based on the evaluation recommendations and the ILO post evaluation mission, a number of changes to the strategic framework were made. In addition to the mid-term evaluation, the Donor commissioned another external evaluation in 2018, which covers two USDOL-funded projects in Georgia – the ILO’s one and a second one granted to the Solidarity Center, and is presently under finalization. Relevant recommendations from this second external evaluation will be implemented by the project in 2019.

Purpose

The main purposes of the final evaluation are: accountability to the ILO management, national constituents and the Donor, organizational learning and improved performance of future projects. The final evaluation will help to determine the relevance and achievement of objectives, development efficiency, effectiveness, impact and sustainability. It will concentrate on the end results of the project to assess its overall performance.

Objectives

The main objectives of the evaluation are to:

- a. Assess the validity of the project design;
- b. Assess the relevance of the project implementation strategy;
- c. Assess the achievement of the immediate objectives (effectiveness);
- d. Determine the efficiency of the project;
- e. Assess the sustainability of results and likelihood of long-term effects on the beneficiary institutions, national systems, policies;
- f. Reflect on past and present lessons learned;
- g. Identify good practices.
- h. Provide technical recommendations regarding the most appropriate next steps in the project subject areas.

Scope of the evaluation

The evaluation will focus on the project as a whole covering the period from December 2013 through 2019, with a particular focus on the last period of its implementation, 2018-2019. The project will also assess and update the relevant findings and recommendations from the two USDOL evaluations of the project. Field research will be conducted in Tbilisi/Georgia.

The evaluation will integrate gender equality as a crosscutting concern throughout its methodology and all deliverables, including the final report.

Clients of the evaluation

The evaluation will serve the following clients' groups:

- a. ILO management, technical specialists at the HQ and in the field
- b. Project staff
- c. Tripartite constituents
- d. USDOL
- e. Direct beneficiaries, including policy-makers and practitioners
- f. Ultimate beneficiaries, working men and women in Georgia

It is expected that the evaluation findings will inform the next steps and ensure continuity in the ILO's work in the country.

III. Evaluation Questions based on OECD/DAC evaluation criteria³⁹

✓ Design

1. Determine the validity of the project design, the effectiveness of the methodologies and strategies employed for it and whether it assisted or hindered the achievement of the project's goals as set out in the Project Document. Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
2. Was the project design logical and coherent (both internal and external level taking into consideration other stakeholders initiatives on the issue)? Does the project design meet the ILO guidance on Results-Based project design?
3. How appropriate and useful were the indicators (and targets) established in the project's performance monitoring plan (PMP) in terms of assessing project progress?
4. To what extent were external factors and assumptions identified at the time of design? Have these underlying assumptions on which the project has been based proven to be true?
5. Assess whether the problems and needs (institutional arrangements, roles, capacity and commitment of stakeholders) were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified, taking gender issues into consideration.

✓ Relevance

- 1) Has the project been relevant to the country's needs? Did it correspond to the broader national development objectives as they evolved from 2013 to the present (i.e., alignment with UNDAF, SDGs)?
- 2) How well does the project fit into the ILO programming and implementation frameworks?
- 3) Assess whether the problems and needs that gave rise to the project still exist or have changed.
- 4) How does the project fit with other ongoing initiatives in the country (in particular the EU funded project on social dialogue, the ILO Danish funded project "Inclusive labour market for job creation"⁴⁰ and USDOL Solidarity Center project "Strengthening Workers' Organizations in Georgia")?

✓ Effectiveness

1. Have the project outcomes (immediate objectives) been achieved?
2. What have been the contributing factors or obstacles?
3. Have unplanned outputs and results been identified and if so, why were they necessary and to what extent were significant to achieve project objectives?
4. How did positive and negative factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
5. How have gender issues been taken into account during the implementation?
6. How have the relevant international labour standards been taken into account during the implementation and how have the social dialogue and tripartite approach contributed to project implementation?

✓ Efficiency

- 1) Compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?

³⁹ <http://www.oecd.org/development/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

⁴⁰ http://www.ilo.org/moscow/projects/WCMS_635105/lang--en/index.htm

- 2) Has the project received adequate administrative, technical and - if needed- political support from the ILO office in the field, technical specialists in the field and the responsible technical unit at headquarters?
- ✓ Sustainability and likelihood of the project to have a longer-term impact
 1. Assess to what extent a phase out strategy was defined and planned and what steps were taken to ensure sustainability. Assess whether these strategies had been articulated/explained to stakeholders.
 2. What is the likelihood that the results of the project will be durable and utilized after the end of the project? What aspects of the projects are particularly important to be sustained?
 3. Is it likely that the project will have long-term effects (impact) on the target groups and institutions?
 - ✓ Recommendations
 1. What are the recommendations for the next steps in the main technical areas covered by the project? (recommendations should be addressed to a specific target group and be time bound)

V. Management arrangements

Evaluation Timeframe

27 workdays (non-consecutive) during the period of May – June 2019, with the submission of the draft report within two weeks from the end of the field research mission.

Below is the tentative schedule:

Phase	Duration/days	Timing 2019
I Desk review & inception report	7	May 17
II Pre-mission briefing	1	TBD
III Field research mission	7	May 27 – first week of June
IV Preparation of draft report	7	Mid-June
V Briefing on findings and recommendations (on distance)	1	TBD
VI Consultations on draft report	(2 weeks)	
VII Finalization of report	4	End of June
Total	27 Days of work	

VI. Evaluation outputs/deliverables

The expected deliverables are:

- Inception report
- Draft evaluation report in English
- Final evaluation report in English
- Translation of the evaluation report or most essential parts of it into the national language (to be arranged by the project)

The evaluation will be carried out in adherence with the ILO Evaluation Policy, ILO Policy Guidelines for Results-Based Evaluation⁴¹; UN Evaluation Group Norms and Standards, Ethical Guidelines, Code of Conduct; and the OECD/DAC Evaluation Criteria.

In accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects”⁴² the gender dimension should be considered as a crosscutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and, if feasible, the evaluation team. Moreover, the evaluator should review data and information that is disaggregated by sex and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be included in the inception report and final evaluation report.

Ethical safeguards should be maintained during the evaluation process and women and men will be interviewed in ways that avoid gender biases or reinforcement of gender discrimination and unequal power relations.

⁴¹ http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm

⁴² http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

7.2. List of Documents Reviewed

Documents

ICCLG (2014). Performance Monitoring Plan and Results Framework

ICLLG (2017). Draft Law of Georgia on State Labour Inspection

ICLLG (2017). Explanatory Note on Draft Law of Georgia on State Labour Inspection

ICCLG (2014-2017 and 2018-2019). Sustainability Plans

ICLLG (multiple years, different periodicities). Data Tracking Forms: FY15SA1; FY15SA2; FY17Q1; FY17Q2; FY18SA1; FY18Q4; FY19Q1

Training agenda and training reports (which also include results of pre- and post-training evaluation) for the trainings and TOTs organized in the framework of the project

Outputs-based budget reports

Project's modifications 1-4

GTUC Strategy, Action Plan and M&E Plan

Mission reports

Government of Georgia (2013). Labour Code of Georgia (unofficial English translation)

Government of Georgia (2018). Law on Labour Safety (unofficial English translation)

Government of Georgia (2019). New Organic Law on Labour Safety (unofficial English translation)

Government of Georgia (2013). Resolution #258 On Approval of the Regulation of Tripartite Social Partnership Commission (unofficial English translation)

Government of Georgia (2018). Law of Georgia on Occupational Health and Safety (unofficial English translation)

Human Rights Education and Monitoring Center, Article 42, Georgian Young Lawyers' Association, Transparency International-Georgia; and Georgian Trade Union Confederation (2016). Joint Statement of

NGOs and Professional Unions on Labour Inspection

HSOJ (2018). Statistics on labour law training for judges 2009-19

TSPC mtgs minutes of the mtg

Labour Mediation Assessment Report

7.3. List of Interviews, Meetings and Site Visits

Date	Time	Description
22 May 2019	12:00-13:00	Group skype call with Laetitia Dumas and Justine Tillier, LABADMIN/OSH, ILO Geneva
27 May 2019	10:30-11:30	Skype with Mr. Gocha Aleksandria, Specialist in Workers' Activities, DWTST/CO Moscow
	12:00-13:00	Meeting with Ms. Ekaterine Karchkhadze, M&E Officer, ICLLG Project, ILO
	15:00-16:30	Group meeting with Ms. Lika Klimiashvili, Head of the Labour Relations and Social Partnership Division and Ms Irma Gelashvili
	17:00-18:00	Meeting with Mr. Elguja Meladze, President, and Ms. Elena, Georgian Employers Association
28 May 2019	10:30 -12:00	Meeting with Ms Raisa Liparteliani, Vice president, GTUC
	13:00 – 14:00	Lunch
	15:00-15:45	Meeting with Mr Irakli Kandashvili, Georgian Bar Association
	16:00 – 16:45	Meeting with Ms. Tamar Barkalaia, Deputy Minister, Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia
	17:00 – 18:00	Meeting with Mr. Vano Bolkvadze, Chairman and Ms Aniko Parjiani, Head of international relations department, High School of Justice
29 May 2019	09:00 – 10:00	Meeting with Mr. Zakaria Shvelidze, ILO National Consultant
	10:30 – 11:30	Meeting with Mr. Beka Peradze, Head of Labour Conditions Inspection Department
	11:30 – 12:30	Group meeting with labour inspectors (Ms. Maia Miqaion and Ms. Shorena Kubaneishvili)
	13:00 – 14:00	Lunch
	14:30 – 15:30	Group meeting with the City council representatives and the

		head of city municipal inspection
5 June 2019	10:00-11:00	Skype call with Lejo Sibbel, Senior International Labour Standards and Labour Law Specialist, DWTST/CO Moscow and Acting CTA, ICLLG Project
6 June 2019	11:00-12:30	Skype call with Lejo Sibbel, Senior International Labour Standards and Labour Law Specialist, DWTST/CO Moscow and Acting CTA, ICLLG Project
	16:00-17:00	Skype call with Vlado Curovich, Senior Specialist in Employers' Activities, DWTST/CO Moscow
13 June 2019	15:00-16:30	Skype call with Stephen Marler, ILAB, USDOL

7.4. Generic Interview Guide

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

Thank you for taking the time to meet with me. My name is Katerina Stolyarenko. I am an independent evaluation consultant and was invited by the ILO to undertake the final independent project evaluation of the “Improved compliance with labour laws in Georgia” (ICLLG Project). I am carrying out this evaluation to assess how well the project is meeting the needs of internal and external stakeholders like you and to find out how various aspects of the project have been working during 2013-2019.

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

Are you willing to be interviewed for this evaluation?

Yes No

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

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

Do you mind if I record the interview? Yes No

Introduction	<ul style="list-style-type: none"> ▪ Please describe your role in the ICLLG Project
Design	<ul style="list-style-type: none"> ▪ Do you consider the project design logical and coherent? Why / why not? ▪ Is it relevant to Georgia’s labour rights reality? Why / why not? ▪ Do its indicators measure their intended results and produce information that enables performance monitoring of ICLLG’s intended results? Why/ why not? ▪ To what extent were external factors and assumptions identified at the time of design? Why/ why not? ▪ Were the problems and needs (institutional arrangements, roles, capacity and commitment of stakeholders) were adequately analyzed by ILO? Why/ why not? ▪ Was the gender incorporated in project design? Explain
Relevance	<ul style="list-style-type: none"> ▪ Are the ICLLG project interventions relevant to your current needs? Explain. ▪ Can the ICLLG project interventions move the country forward in meeting the GSP and EU AA arrangements? Why /why not? ▪ Did it correspond to the broader national development objectives as they evolved from 2013 to the present (i.e., alignment with UNDAF, SDGs)? ▪ How well does the project fit into the ILO programming and implementation frameworks? ▪ How does the project fit with other ongoing initiatives in the country (in particular the EU funded project on social dialogue, the ILO Danish funded project “Inclusive labour market for job creation” and USDOL Solidarity Center project “Strengthening Workers’ Organizations in Georgia”)?
Effectiveness	<ul style="list-style-type: none"> ▪ Have the project outcomes (immediate objectives) been achieved? Why / why not? ▪ In your opinion, what project component is the most successful? Explain ▪ Have unplanned outputs and results been identified? If yes, why were they necessary and to what extent were significant to achieve project objectives? ▪ What factors were crucial for the achievements and/or failures? ▪ What are the major challenges and obstacles that the ICLLG encountered? ▪ How have gender issues been taken into account during the implementation? ▪ How have the relevant ILS been taken into account during the implementation and how have the social dialogue and tripartite approach contributed to project implementation?
Efficiency	<ul style="list-style-type: none"> ▪ Does annual budget expenditure align with projected amounts? ▪ Does progress on outputs thus far justify the level of expenditure? ▪ How has the project managed its: <ul style="list-style-type: none"> (i) monitoring and reporting? (ii) internal and external communication? (iii) collaboration and coordination? ▪ Has the project received adequate administrative, technical and - if needed- political support from the ILO office in the field, technical specialists in the field and the responsible technical unit at HQ? Explain
Impact Orientation and Sustainability	<ul style="list-style-type: none"> ▪ Which ICLLG Project’s activities are most/least sustainable? Why /why not? ▪ What aspects of the projects are particularly important to be sustained? ▪ What plans has ILO put in place to sustain the results of the project (i.e. exit strategy)? ▪ Are key stakeholders committed to the project? Are these stakeholders willing to invest resources and effort to sustain the ICLLG interventions? ▪ What changes the project brought to your institution? Explain
Lessons Learned	<ul style="list-style-type: none"> ▪ What were the key lessons for the ICLLG from this project?
Best Practices	<ul style="list-style-type: none"> ▪ What ‘good practices’ could be applied to future ILO projects of similar nature?
Recommendations	<ul style="list-style-type: none"> ▪ What are the recommendations for the next steps in the main technical areas covered by the project?
Closure	<ul style="list-style-type: none"> ▪ Is there anything more you would like to add?

7.5. Lessons Learned and Potential Good Practices in ILO template

ILO Lesson Learned No1: Realistic project objectives, time frame, scope and budget are crucial to success

Project Title: ICLLG Project

Project TC/SYMBOL: GEO/13/02/USA

Name of Evaluators: Katerina Stolyarenko

Date: June 2019

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	An important lesson learned of the ICLLG project is the need for realistic time frames, budget and goals when planning interventions related to improving compliance with labour laws. Legal, administrative and institutional changes take time, and the initial duration of project was too short, and goals too ambitious, to achieve intended results. Therefore, technical assistance offered in the field of labour law reform should be planned for a longer period of time, possibly five-ten years to allow for the generation of lasting results and impact.
Context and any related preconditions	The ICLLG project made a series of assumptions that were unlikely to hold true and ultimately affected the project's effectiveness and efficiency. The project design lacked a risk management strategy, which could have mitigated the effects of many of the assumptions not coming to bear.
Targeted users/ Beneficiaries	<ul style="list-style-type: none"> ▪ Project designers ▪ ILO DWT ▪ ILO HQ ▪ Tripartite partners
Challenges/negative lessons - Causal factors	<ul style="list-style-type: none"> ▪ Inability to deliver all planned outputs within the initial project's timeframe ▪ Unequal focus on constituents in the original project document (more emphasis on government and workers organizations and limited on employers' organizations) ▪ Underestimation of external factors, i.e. existence of sufficient political will at the high level for labour law reform not just international pressure (US GSP and EUAA) ▪ Insufficient time for sustainable institutional capacity development of tripartite constituents ▪ Difficulties in demonstrating tangible results because of coverage too many thematic areas

<p>Success/Positive Issues - Causal factors</p>	<ul style="list-style-type: none"> ▪ When designing ILO projects involving law reform, it is important to adequately analyze whether objectives and timeframes are attainable and realistic. To achieve full compliance of the national labour laws with ILS is difficult in a project lifetime of 3-6 years. As the project demonstrated, it is also important to consider the timing of the political cycle and its impact on the likely processing or stalling of law reform. ▪ The management of technical cooperation activities is generally a challenge. However, good logical frameworks can help project managers steer through the complexities of the operational environment. In turn, good management may be able to overcome weaknesses in the design. ▪ The project design would have benefited from a proper risk assessment and risk management strategy. A risk management strategy could assess the severity of each risk and provide strategies to mitigate the negative effects. ▪ Good project design should also pay due attention to gender equality. It should mainstream gender in the situation analysis, the project goals, outputs, indicators, and monitoring and evaluation framework. Sex disaggregated data should be included in the situation analysis, baseline data, and indicators so that gender equality outcomes may be monitored throughout the project and properly evaluated in the midterm review and final project evaluation.
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<ul style="list-style-type: none"> ▪ Delays in project implementation ▪ Overburden of project staff due to high volume of work

ILO Emerging Good Practice No 1: Approach Policy Change as a Continuing Process

Project Title: ICLLG Project

Project TC/SYMBOL: GEO/13/02/USA

Name of Evaluator: Katerina Stolyarenko

Date: June 2019

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Policy reform is an evolving, iterative, multistage process that requires patience, mutual respect, and enduring commitment. When one difficulty or problem has been solved, another will likely surface. Quick and easy progress on one or several fronts does not ensure similar success on other fronts. Nor can we assume that early success ensures durability and long-run success in policy outcomes. Similarly, the lack of immediate institutional change (reform) does not necessarily imply failure. The policy process is one of incremental changes in ideas, in visions, in goals, and in objectives of diverse and widely scattered individual interests. To support and facilitate such a process, the government, social partners and donors must make a long-term commitment to work with and sustain the entities that must participate in policy formulation and implementation.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<ul style="list-style-type: none"> ▪ Using of adaptive management approaches and donor's support for periodic revision of the ICLLG project's design, duration and budget ▪ Clear articulation of the goals of policy dialogue and the specific issues or obstacles to be addressed and resolved ▪ Maintaining flexibility in the mode, pace, and level of dialogue to ensure that local circumstances and lessons are taken into account
Establish a clear cause-effect relationship	The key achievements of the practice were the strengthening of the labour administration in Georgia, including through technical assistance to improve upon labour inspection and labour dispute resolution practices, establishing a tripartite consultative structure, and reforming the labour law.
Indicate measurable impact and targeted beneficiaries	<ul style="list-style-type: none"> ▪ Tripartite constituents ▪ Parliament ▪ Supreme Court
Potential for replication and by whom	<p>Necessary condition for replication</p> <ul style="list-style-type: none"> ▪ Conduct an analysis of the degree and extent of political commitment to policy reform measures, including identifying factors in the lack of commitment and the feasible options for increasing commitment. ▪ Engage higher level policymakers when the support of an implementing ministry is not adequate to promote the policy. ▪ Monitor progress of the reform process, including assessing the effectiveness and commitment of champions, participating ministries, and organizations ▪ Engage key players at the level closest to where the changes will be felt most, as well as at higher decision-making levels in order to bridge potentially conflicting interests early in the policy process ▪ Presence in the country for provision of timely support
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<p>Country Programme Outcomes:</p> <ul style="list-style-type: none"> ▪ GEO801: Strengthened institutional capacity of employers' organizations ▪ GEO826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations ▪ GEO104: Improved labour administration system to ensure effective labour law compliance
Other documents or relevant comments	<p>UN Partnership for Sustainable Development:</p> <ul style="list-style-type: none"> ▪ Output 1 on democratic governance

ILO Emerging Good Practice No 2: Usage of labour law reform and international commitments as a vehicle for teaching tripartite social dialogue

Project Title: ICLLG Project

Project TC/SYMBOL: GEO/13/02/USA

Name of Evaluator: Katerina Stolyarenko

Date: June 2019

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Usage of labour law reform and international commitments as a vehicle for teaching tripartite social dialogue.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The tripartite constituents requested support in tripartite social dialogue and labour law reform. Therefore, the project sought to address this through two project objectives, namely (1) review and reform labour laws and regulations to provide a legal framework in full compliance with ILO standards; and (2) improve social dialogue by re-activating of TSPC.
Establish a clear cause-effect relationship	The ICLLG project helped to re-activate a Tripartite Social Partnership Commission (TSPC) first in a tripartite format and on later stage in tripartite plus format. Through this body, the tripartite constituents learned first-hand how to consult with one another through analyzing the gaps in the existing labour laws with respect to international labour standards, and by agreeing on major principles for labour law reform. The outcome of this process thus far is a new OSH law, and ratification of ILO C144. As Georgia remains the country with the lowest rate of ratification of ILO standards, tripartite social dialogue is one of the instruments to address the existing huge gap in this regard.
Indicate measurable impact and targeted beneficiaries	<ul style="list-style-type: none"> ▪ Tripartite constituents ▪ Other Ministries ▪ Parliament
Potential for replication and by whom	<p>Necessary condition for replication</p> <ul style="list-style-type: none"> ▪ The need to have stakeholder commitment in the project is paramount as it holds the key to whipping up interest of constituents and other key stakeholders to process labour law reform ▪ Continued need of international pressure to advance forward labour rights in the country (either through the EUAA, US GSP, the ILO, the high-level EU and US officials, international NGOs, and multinational businesses). To avoid potential backsliding and continue momentum around an ILS-consistent labour regime, the continuance of this international pressure is seen as an absolute necessity ▪ Availability of high quality of technical support from both international and national experts ▪ Development of strategic plans for TSPC which would guide the agenda of tripartite discussion
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<p>Strategy Policy Framework of the ILO under the P&B:</p> <ul style="list-style-type: none"> ▪ Outcome 2: Ratification and application of ILS <p>Country Programme Outcomes:</p> <ul style="list-style-type: none"> ▪ GEO801: Strengthened institutional capacity of employers' organizations ▪ GEO826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations ▪ GEO104: Improved labour administration system to ensure effective labour law compliance
Other documents or relevant comments	<p>UN Partnership for Sustainable Development (UNPSD):</p> <ul style="list-style-type: none"> ▪ Output 1 on democratic governance