

**Inclusive Labour Markets for Job Creation in Georgia  
GEO-17-01-DNK**

**Final Mid Term Evaluation Report  
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Appendix 7.6 Terms of Reference

### **Acronyms and abbreviations**

AA	Association Agreement
ARDA	Agriculture and Rural Development Agency
BDS	Business Development Services
BHR	Business and Human Rights
CSO	Civil Society Organisations
CTA	Chief Technical Advisor
Danida	Danish International Development Agency
DANEP	Danish Neighbourhood Programme
DCFTA	Deep and Comprehensive Free Trade Agreement
DED	Development Engagement Document (DANEP format)
DKK	Danish Kroner
EaP	Eastern Partnership
EU	European Union
ET	Evaluation Team (for this MTE)
FES	Friedrich Ebert Stiftung
GBV	Gender Based Violence
GDP	Gross Development Product
GEA	Georgia Employers' Association
GITA	Georgian Information Technology Agency
GIZ	German Development Organisation
GTUC	Georgian Trade Union Confederation
HSJ	Higher School of Justice
HRBA	Human Rights Based Approach
HRS	Human Rights Secretariat
IDP	Internal Displaced Persons
ILO	International Labour Organisation
ILO DWT/CO	International Labour Organisation Decent Work Team/Country Office (in Moscow)
LCID	Labour Conditions Inspection Department
M&E	Monitoring and Evaluation
MFA	Ministry of Foreign Affairs of Denmark
MoEST	Ministry of Economy and Sustainable Development of Georgia
MOiDPLHSA	Ministry of Internally Displaced Persons, Labour and Social Affairs
MRDI	Ministry of Regional Development and Infrastructure of Georgia
MTE	Mid-Term Evaluation
NEET	Not in Employment, Education or Training
NGO	Non-Government Organisation
NTSEC	National Economic and Social Council
ODIHR	OSCE Office for Democratic Institutions and Human Rights
OSH	Occupational Safety and Health
PMF	Project Monitoring Framework
PMS	Performance Management System
RBC	Responsible Business Conduct
SDC	Swiss Development Corporation
SDG	Sustainable Development Goals
SIYB	Start and Improve Your Business
SME	Small and Medium Enterprises

TBD	To be defined
TC	Trade Council
ToR	Terms of Reference
ToT	Training of Trainers
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNIDO	United Nations Industrial Development Organization
UNPSD	United Nations Partnership for Sustainable Development
WB	World Bank

## 1 Executive Summary

The present project, **Inclusive Labour Markets for Job Creation in Georgia 2017-2021**, has achieved important results since its inception, despite significant initial delays. This internal mid-term evaluation (MTE) aims to undertake a comprehensive review of the project interventions and to draw out the key lessons learned, from its inception until now. (Please refer to Appendix 7.6 for the Terms of Reference for this MTE).

The Inclusive Labour Markets project has been designed within the framework of the Danish Neighbourhood Programme 2017-21 (DANEP) for Georgia, under its thematic Objective 2 “Strengthening sustainable and inclusive economic growth (Inclusive Economic Growth Programme)”. The project is implemented by the ILO and funded by the Government of Denmark, with a total of 4,298 million USD or 28 million DKK from December 2017-December 2021.

The constituents directly involved in implementation and support of the present project are the Ministry of Internally Displaced Persons, Labour Health and Social Affairs (MOiDPLHSA) (and the Labour Conditions Inspection Department (LCID) of that Ministry), Georgian Employers Association (GEA), Georgian Trade Union Confederation (GTUC), as well as the Secretariat of the Tripartite Commission on Social Partnership, TCSP (being a part of MOiDPLHSA). The project has actively cooperated with a wide range of national institutions, regional social partners, UN technical agencies (UNFPA, UNIDO, UNWOMEN), UNDP, as well as EU’s Eastern Partnership Programme (EAP), and bilateral donors such as GIZ, USAID to mention the key ones.

### **Context**

Georgia’s economy employs a high number of informal workers (34.3% in 2019<sup>1</sup>) and protection mechanism of the labour code does not apply to them. This constitutes an important challenge for ensuring equal and non-discriminatory treatment at the workplace.

The current Government of Georgia (GoG) has been working towards a gradual restoration of labour market institutions since 2016. It has undertaken a number of encouraging steps in this regard, including the adoption of a new labour code, re-establishment of the Tripartite Social Partnership Commission, which provide for a better balance between the interest of workers and employers and entering into relevant international agreements: the EU/Georgia Association Agreement (AA), Annex on Employment, Social Policy and Equal opportunities focuses on labour rights and lays out specific directives and timetable and the EU/Georgia Deep and Comprehensive Free Trade Agreement (DCFTA), within which Chapter 13 lays out issues related to Trade and Sustainable Development.

Georgia’s National Action Plan for Human Rights (2018-2020) considers labour issues as one of its 27 priorities (Goal 9.1 – Protecting labour rights in compliance with internationally recognized standards).

The GoG from 2015 onwards adopted a series of measures to create a more inclusive labour market, and bring the national legislation close to International Labour Standards.

The law on Labour Safety, adopted in 2018, creation of the list of the most hazardous, strenuous, injurious, and dangerous jobs, work on mediation)<sup>2</sup> The Labour Conditions Inspection Department has been strengthened both institutionally and in terms of widening its mandate. The National Strategy for Labour and Employment and Action Plan 2019-2023 was approved at the end of 2019<sup>3</sup>. Most importantly, in September 2020, the Parliament of Georgia adopted a package of reforms to The Labour Code and created the Labour Inspection as a separate entity of Public Law (from January 2021). The present project and the ILO have been instrumental in preparing and supporting this law reform.

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<sup>1</sup> <https://www.geostat.ge/>

<sup>2</sup> Beltadze, P. Social Dialogue in Georgia. 2020, Friedrich Ebert Stiftung

<sup>3</sup> <https://matsne.gov.ge/document/view/4761408?publication=0>

### **ILM Project intervention logic and set-up**

#### **Overall objective:**

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.

**Outcome 1:** Regulatory labour market institutions ensure improved enforcement and respect for labour laws and international labour standards.

- Support provided for legislative reform (MOLHSA, TSPC).
- Support provided for improved labour law and ILS compliance (MOLHSA, GEA, GTUC, TSPC, HSoJ).
- Support provided to constituents, including members of the TSPC to improve social dialogue institutions and processes.

**Outcome 2:** Youth entrepreneurship in Georgia promoted and strengthened through capacity building and institutional strengthening of the Georgian Employers' Association (GEA) and relevant government institutions, with the aim of creating new businesses, strengthening and formalizing existing ones and involving the private sector through the implementation of responsible business practices.

- Technical support provided to Employers' Organisations and Government bodies to put in place interventions to promote youth entrepreneurship and improve the business climate for the establishment of new businesses by youth.
- Technical support provided to GEA and Human Rights Secretariat to implement a strategy to promote Business and Human Rights (BHR) and responsible business conduct.

The project is managed by a Chief Technical Adviser (CTA), assisted by a team of project and M&E officers, as well as a project assistant and driver. Financial management support is ensured through ILO's regional office in Moscow.

A Project Advisory Committee (PAC) has been established to guide the work of the project. PAC members include the ILO, the Georgian constituents Ministry of Internally Displaced Persons, Labour, Health and Social Affairs (MoIDPLHSA), the Georgian Employers Association (GEA), and the Georgian Trade Union Confederation (GTUC), as well as the donor, the Danish Ministry of Foreign Affairs.

#### **Overall conclusions**

The ILM project is highly relevant to the needs of the constituents and is responsive to the issues of labour right and youth employment.

The project interventions have built upon the achievements of the previous ILO projects as well as the work of international partners. Coordination mechanisms exist among UN partners (e.g. Gender theme group, Youth group) and the MoIDPLHSA leads a donor coordination group.

The project – designed jointly by ILO experts and Danida team of consultants in 2017 - is ambitious and rather abstract, aiming at medium-long term effects of interventions. In some cases the outcomes and output indicators are beyond the sphere of control of the project.

#### **Constraints**

Based on frequent requests from constituents, the project has sometimes ventured into interventions that were not strictly part of the original work plan and project design. These are relevant and appreciated by partners, while the project framework and M&E system needs to be adjusted, and the interventions need to be well justified in reports. The COVID 19 pandemic and lockdown has seriously

impacted the ILM projects performance an ability to carry out training and direct consultations with constituents and stakeholders throughout most of 2020.

### *Effectiveness & Efficiency*

To a certain extent, the project contributed to the overall objective (at meta-level), with the two main outcomes feeding into this:

- An **improved legislative and social dialogue framework is at an advanced stage** with key elements implemented (Labour Inspection Legislation and LMIS in place), Labour Market and Employment Strategy adopted 2019, and not least the new Labour Act, as well as the new updated law on Labour Inspection, both approved by the Parliament on 29 September 2020. Social dialogue capacity has improved, and social partners have been noted to feed into and participate more actively in policy dialogue and engage in working groups on OSH. Social partners are not yet fully engaging in the national tripartite dialogue. The TSPC functions, but its performance leaves much room for improvement.
- **Positive labour market outcomes (self-employment, entrepreneurship, better wages) as well as improved responsible business conduct** are behind target and are **not likely to be achieved** by end of 2021. The project has been quite proactive in these areas, but the context is difficult, partners have limited capacity and the assumptions have not been fulfilled. This component 2 has in addition been set back substantially by the COVID-19 lockdown.

*Outcome 1* is largely on track at the time of this MTE, with the three outputs contributing to its likely achievement. The project has been instrumental in building capacity and providing technical assistance to Government and social partners towards an improved legislative framework and ILS compliance, with the notable exception of the TSPC, where progress been slow and has not led to a more proactive, inclusive and better performing national tri-partite committee. This is a question of resources in the TSPC secretariat, but also of attention to this important tri-partite mechanism by Government and social partners. While the overall legislative framework is now in place, more engagement by all social partners and commitment by the Government will be necessary.

*Outcome 2* is overall behind targets. The ET finds it is not likely be achieved by end of 2021. The project has been quite proactive in aiming to deliver against the two outputs, but the context is difficult, partners have limited capacity and the assumptions have not been fulfilled.

Overall, in cooperation with a wide range of government institutions, social partners, UN agencies and other partners, the project has been gender responsive, to the extent possible. At the same time, the notion that men and women might have different needs and might benefit (or not) differently from programmatic interventions is not fully understood.

Mobilisation and involvement of Danish partners (where this is specifically relevant) should receive more attention by the project and ILO for the remainder of the project, where a model for defining relevant services and payment should be agreed on. A lump sum arrangement to cater for the cost of such services could be an option.

Frequent requests by social partners and others constitute opportunities for collaboration to provide relevant expertise and engage in valuable policy and social dialogue processes within the mandate of the ILO. However, the implications are that focus and resources are utilised for areas not within the scope of the agreed results framework.

The question remains whether the project will be able to spend the remaining funds in just 13 months, or if ILO and DANEP should consider a no-cost extension into 2022.

The ILM project governance structure has not worked well, as the PAC has not sufficiently assumed its supervisory and guiding responsibilities.

### *Impact and sustainability*

The approval of the new Labour Code and the Law on the Labour Inspectorate by the Parliament of Georgia on the 29<sup>th</sup> of September has marked the achievement of two of the targets of Outcome 1 of the project (on legal base and on establishment of Labour Inspectorate). This can be considered the most fundamental event for the future of the labour relations in Georgia. The project assisted in some aspects of the legislation, although it would be a mistake to fully attribute this success to the project, as many partners were involved in the preparation and adoption of the legislative package.

While the project has prepared a number of trainers for SIYB, it is not clear at the moment how the results of Output 2.1 will be reached and especially if they will be sustainable in the future, in the absence of a training plan and a clear commitment from the 'home institutions' of the trainers. To this needs to be added the challenges in linking the SIYB trainees as potential entrepreneurs to the existing Business Development Services and credit facilities.

### **Recommendations**

1. ILO and DANIDA should consider a no-cost extension of the project into 2022 so that it is enabled to meet the targets and expenditure plan

### **Strategic Fit & Project Design**

2. The ILO team should conduct a workshop with the core constituents and partners on redesign of project results framework – making targets and indicators at output and outcome level more realistic (resources and time). In particular for outputs 1.3, 2.1 & 2.2. In so doing, the indicators should be made more gender responsive and go beyond numbers (see recommendation 4)

### **Involvement of Danish partners**

3. The project, supported by Danida, should increase its efforts mobilise and involve Danish social partners more directly. A lump sum budget could be considered for such services.

### **Gender equality : Go beyond numbers**

4. The ILO project should be more focused on substance, work more w/UN WOMEN, and involve ILO HO Experts and materials, aiming to become more gender responsive. The project trained and certified several persons (GEA, GTUC e.g. in Participatory Gender Auditing ) – these should be used as advisers

### **Start and Improve Your Business**

5. ILO needs to ensure systematic follow up on entrepreneurs and particularly linking them to other services. The project, in cooperation with the relevant partners, should ensure that the relevant services are informed of the SIYB training and potential entrepreneurs
6. A master plan for rolling out SIYB needs to be developed with the implementing organisations – consider converting to on-line
7. The ILO project needs to improve contact to SIYB trainers, or the pool of trainers may be lost

### **Project Advisory Committee**

8. ILO and MoIDPHLSA should ensure that more frequent PAC meetings are organised to provide better guidance and oversight of the project.

### **TSPC**

9. ILO should intensify TA to the TSPC secretariat, to ensure the Tripartite body becomes more proactive and inclusive. Its performance and cooperation with social partners is a cause for concern.
10. ILO needs to enhance support to constituents to address the set-back in TSPC and create room for a more constructive tri-partite dialogue.



11. The Government should allocate minimum human and financial resources to the MOiDPLSA department responsible for labour market & TSPC to enhance its capacity to handle the multiple requirements

#### **ILO Project team**

12. More frequent progress and feedback meetings with constituents. The ILO team should organize quarterly status and feedback meeting with the constituents and other important partners such as GITA and HSOJ, to ensure the partners understand and provide feedback to progress, can suggest changes and request adjustments, and the project able to adjust and adapt its implementation.
13. The project should refocus on its core mandate and defined Results Framework, to ensure the outputs are in focus, delivering as much technical support, training and advice as possible within the indicators defined (cf Recom. # 2)
14. The project team should strengthen its internal capacity in Results Based Management to capture Reporting on Results, not on activities.
15. The Project should reorganise its reporting. Linking actual achievement directly to the indicators under each output, and base this on the M&E system and activity tracking.

## 2 Background and Context

### 2.1 Project background

The evaluated project, **Inclusive Labour Markets for Job Creation in Georgia 2017-2021**, has achieved important results since its inception, despite significant initial delays. This internal mid-term evaluation aims to undertake a comprehensive review of the project interventions and to draw out the key lessons learned, from its inception until now.

The Inclusive Labour Markets project (hereafter the ILM project or simply the project) has been designed within the framework of the Danish Neighbourhood Programme 2017-21 (DANEP) for Georgia, under its thematic Objective 2 “Strengthening sustainable and inclusive economic growth (Inclusive Economic Growth Programme)”. The ILO and the Government of Denmark signed a contractual agreement for the implementation of the present project in November 2017. The total financial allocation is 4,298 million USD or 28 million DKK over period of four years (December 2017-December 2021).

The constituents directly involved in implementation and support of the present project are the Ministry of Internally Displaced Persons, Labour and Social Affairs (MOiDPLSA) (and the Labour Conditions Inspection Department (LCID) of that Ministry), Georgian Employers Association (GEA), Georgian Trade Union Confederation (GTUC), as well as the Secretariat of the Tripartite Commission on Social Partnership, TCSP (being a part of MOiDPLSA). The project has actively cooperated with a wide range of national institutions, regional social partners, UN technical agencies (UNFPA, UNIDO, UNWOMEN), UNDP, as well as EU’s Eastern Partnership Programme (EAP), and bilateral donors such as GIZ, USAID to mention the key ones.

The ILO has since 2014 implemented three key projects in Georgia, focusing on Labour Reform and improving labour law enforcement, dispute settlement and social dialogue (see Table 1).<sup>4</sup>

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<sup>4</sup> For details, please refer to the Development Engagement Document (Project document), signed by ILO and the Danish Ministry of Foreign Affairs, Nov. 2017

Table 1. ILO Projects

ILO Project	Overall Objective
Improved Compliance with Labour Laws in the Republic of Georgia (2014-2018 - extended till end 2019) – donor: US Department of Labour, 3 million USD	Improved Compliance with Labour Legislation consistent with international labour standards by Government of Georgia, workers and employers
Promoting Labour Relations and Social Dialogue in Georgia (2015-2017) – donor: European Union, 400,000 EUR.	Contribute to improving governance of the labour market through application of sound and harmonious labour relations
Human Rights for All – Support to implementation and Monitoring of the National Human Rights Strategy and Action Plan. 2016-2018 – donor: European Union, 499,989 EUR	Establishment and effective functioning of labour administration and industrial institutions and procedures

These interventions prepared the legal framework and established basic and essential institutional capacity in the Government of Georgia (GoG) and amongst the key Social Partners in social dialogue, as well as built up the capacity of TCSP. A wide range of research, technical training interventions, inputs by ILO technical experts, assessments and training of inspectors, mediators and social partners have been realised by these projects. The current ILM project 2017-2021 builds upon the achievements and lessons learnt from the above engagements, aiming to achieve its two main outcomes: 1) Regulatory labour market institutions ensure improved enforcement and respect for labour laws and ILS; 2) Youth entrepreneurship in Georgia promoted and strengthened through capacity building and institutional strengthening of the GEA and relevant government institutions.

The support contributes towards International Labour Standards (ILS) as well as SDG 8 (sub-targets 8.3, 8.5, 8.6, 8.8) Decent work and economic growth, which at the same time is a priority in Danish development assistance. It also contributes towards SDG 5 Achieve gender equality and empower all women and girls (sub-targets 5.a, 5.c)<sup>5</sup>. The ET notes that the Government of Georgia has recently nationalised and officially adopted the SDGs and their targets and indicators.

The core relevant UN Partnership for Sustainable Development (UNPSD) Outcome and indicators for this intervention are:

Table 2

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
Indicator 3.1	# of new policies, systems and/or institutional measures at national and sub-national levels to generate/strengthen employment growth and livelihoods for the most vulnerable groups
Indicator 3.2	Unemployment rate (disaggregated by sex, age groups, rural/urban)
Indicator 3.3	# full-time equivalent jobs supported/created by state agencies and SMEs for women, IDPs, PwD and rural residents
Indicator 3.4	Average Monthly Income (GEL) per Household and per capita in rural and urban settings
Indicator 3.5	% of women among beneficiaries of inclusive economic growth programmes (Rural Development, agriculture Development, area based development and others) and schemes
Indicator 3.6	# and % of registered vulnerable group representatives, including women and IDPs employed through Public Employment Services

<sup>5</sup> This MTE does not repeat the specific SDG sub-indicators but makes reference to the official adjusted SDG targets for SDG 5 and 8 as reported in the 2020 Voluntary National Report on SDG status by the Government of Georgia (see section 2.2). The ET also notes that the ILO project in its reporting does not make reference to the specific sub-indicators under SDG 5 and 8.

Indicator 3.7	% of (self) employment among VET graduates disaggregated by sex, PwD, economic and other vulnerability
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### 2.1.1 Danish Neighbourhood programme framework

The Inclusive Labour Markets for Job Creation (hereafter simply “the project”) forms an integral part programme document for Georgia 2017-2021, consisting of 1) Human Rights and Democracy and 2) Economic Growth thematic programmes. The project document in fact consists of a brief “Development Engagement Document” (DED), which is annexed to the contract agreement between the ILO and the Ministry of Foreign Affairs of Denmark. The project is thus designed as part of the DANEP thematic programme by a team of DANEP specialists in 2017, conforming to Danida standards and requirements. The ET notes that the outcomes and indicators in the project’s Results Framework are designed to deliver against medium term effects with quite demanding indicators of achievement.

The DANEP programme document for Georgia emphasised the following key justification and main intervention areas for this particular engagement/project:

Georgia is [in 2017] only at the early steps of building up its labour market institutions, which is a part of the reform agenda based on the EU Association Agreement and the EU-GEORGIA Deep and Comprehensive Free Trade Agreement, DFCTA, and there is a need to address labour market imbalances.

Support is suggested to address the following thematic areas:

- Strengthening regulatory labour market institutions, by building upon ongoing efforts concerning labour law reform, building effective labour inspection services, training of judges and legal practitioners, training to promote and improve enterprise-level bipartite consultation and negotiation, strengthening of labour mediation services for collective labour disputes and, possibly, establishing a labour court system.
- Promotion and strengthening of youth entrepreneurship and institutional strengthening of relevant institutions for the support to creating new businesses.
- Support to the promotion of responsible business conduct

In September 2019, DANEP carried out a comprehensive mid-term review of the Georgia portfolio, which included the present project under the Economic Growth thematic programme. The findings and recommendations of this donor review report have been drawn upon as relevant by the current Evaluation Team (ET).

## 2.2 Georgian Context

Georgia experienced respectable economic growth during the years of the project operation – 4.8% of GDP in 2018 and 5.1% in 2019. Unemployment rate hovers at 12.7% (2018) and 11.6% (2019)<sup>6</sup> and is relatively high among younger population (with 30.8% unemployment among 20-24 years’ age group in 2018). Unemployment among women is lower (10.1%), than that for men (12.8%), however, substantial gender gap remains in labour force participation with 54.5% for women and 72.6% for men, as of 2019<sup>7</sup>. Agriculture is the largest employer in Georgia (39% of the employed in 2018). Other large employers are retail trade and tourism sectors with 11% of employment each, as of 2018. Manufacturing and education sectors each have a 9% share of employment. The COVID-19 pandemic and subsequent lockdown had a detrimental impact on the economy and resulted in a contraction of

<sup>6</sup> GDP growth figures as well as unemployment figures come from <https://www.geostat.ge/>, accessed on 15.08.2020

<sup>7</sup> Voluntary National Review Georgia 2020

-12.3% in the second quarter of 2020. Unemployment increased to 12.3% in the second quarter of 2020<sup>8</sup>.

The gender pay gap remains a serious challenge in Georgia with 24.8% difference between men and women of similar characteristics<sup>9</sup>. Parental leave after childbirth also remains a problem. Labour legislation allows both maternity and paternity leave after childbirth, however it is not sufficiently used by fathers. Beside the lack of awareness and cultural stigma, one of the contributing factors to this is the lack of benefits and the gender pay gap that disproportionally incentivizes the maternity leave, compared to the paternal leave. Georgia has not ratified ILO Convention # 183, although it complies with the requirements regarding the duration of the maternity leave; compliance with the convention's provisions on the maternity leave benefits is still pending. It should be mentioned that Georgia has ratified Conventions #100 on Equal Remuneration and Convention #111 on Discrimination (Employment and Occupation). Georgia's economy employs a high number of informal workers (34.3% in 2019<sup>10</sup>) and protection mechanism of the labour code does not apply to them. This constitutes an important challenge for ensuring equal and non-discriminatory treatment at the workplace.

By signing the Association Agreement with the EU, Georgia has made a commitment to align the labour relations regulations and practices with the relevant EU directives<sup>11</sup>. The improvement of tripartite dialogue was supposed to be one of the benefits of these commitments. The Tripartite Commission on Social Partnership (TSPC) was created in its present configuration in 2013<sup>12</sup>. Since then, several decrees were issued to streamline its functioning (approving the members of the commission (2014) and in moving the functions of its Secretariat to the MoIDPLHSA (2016)) and some progress has been made (e.g. the Law on Labour Safety, adopted in 2018, creation of the list of the most hazardous, strenuous, injurious, and dangerous jobs, work on mediation)<sup>13</sup>. Whilst some technical work is done at the level of TSPC working groups, more is expected in terms of the political will for social dialogue.

A resolution of the Government of Georgia # 301<sup>14</sup> in 2013 on "Review and resolution of collective disputes with mediation procedures" was a step forward in creating the mediation mechanism. Since then, in July 2020 a registry comprising of 17 mediators was approved by the Ministry (Order #01/3590).

The Department of the Labour Inspection was established in 2015 and carried out hundreds of inspections across the country. In 2018, the Parliament of Georgia has adopted a Law of Georgia on Labour Safety<sup>15</sup>. In the same year, the joint monitoring groups were established in the construction sector to monitor the violation of labour and/or technical/construction safety norms and prevent accidents. The new regulation had a positive impact in terms of improvement of the working conditions and reduction of the fatal cases, although number of cases remains high (in 2019, 45 people died and 168 were injured<sup>16</sup>).

The National Strategy for Labour and Employment 2019-2023 was approved at the end of 2019<sup>17</sup>, the Action Plan was also prepared. The Strategy aims at (1) Employment promotion through: reducing the disbalance between demand and supply of labour, pursuing Active Labour Market Policy (ALMP), promoting inclusion of women and vulnerable groups in the labour market through targeted social and inclusive employment policies; (2) Ensuring effective functioning of the labour market through:

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<sup>8</sup> <https://www.geostat.ge/ka/modules/categories/23/mtliani-shida-produkti-mshp>, accessed 30.09.2020

<sup>9</sup> Voluntary National Review Georgia 2020

<sup>10</sup> <https://www.geostat.ge/>

<sup>11</sup> Beltadze, P. Social Dialogue in Georgia. 2020, Friedrich Ebert Stiftung

<sup>12</sup> <https://matsne.gov.ge/document/view/2037256?publication=0>

<sup>13</sup> Beltadze, P. Social Dialogue in Georgia. 2020, Friedrich Ebert Stiftung

<sup>14</sup> <https://matsne.gov.ge/ka/document/view/2091854?publication=0>

<sup>15</sup> <https://matsne.gov.ge/ka/document/view/4486188?publication=0>

<sup>16</sup> Annual Report of the Labor Inspection Department, 2019.

<sup>17</sup> <https://matsne.gov.ge/document/view/4761408?publication=0>

improvement of the enforcement system for the work safety and rights protection in the workplace, Improving labour migration management.

In September 2020, the Parliament of Georgia adopted a package of reforms to The Labour Code and created the Labour Inspection as a separate entity of Public Law (from January 2021). The reforms have introduced protections for workers not seen since the mass deregulation of labour relations in the early 2000s, such as limits on working hours, mandatory weekly rest time, breaks between shifts, and better protections for interns, part-time employees, and night-shift workers, to name a few. The Labour Inspection Service has been strengthened both institutionally and in terms of widening its mandate. The new department would be able to enter all workplaces, not only those involving heavy and hazardous labour, without a court order or prior notice. They would have a mandate to warn, fine, or in some cases temporarily suspend workplaces over poorly implemented labour rights.

The issue of unemployment is particularly acute for young people in Georgia. The proportion of youth (aged 15-24 years) not in education, employment, or training (NEET Ratio) was 26.9% in 2018, of which 23.2% for males and 31% for females. For the age group 15-19, the NEET ratio reached 31.6% in 2018<sup>18</sup>. In the age group of 15-19 years and 20-24 years, the proportion of the unemployed reached 26.6% and 30.8%, respectively, in 2018<sup>19</sup>.

In 2019, the Government of Georgia established the Georgian Youth Agency with an explicit mandate to undertake, inter alia, development of non-formal and formal education, strengthening of youth economy, create youth start-up friendly ecosystem, support youth initiatives, assist transition of young people from study to workspace<sup>20</sup>. In July 2020, the Parliament approved Georgian National Youth Policy Concept 2020-2030 and requested the Government of Georgia to develop and Action Plan. The Concept was developed with technical assistance from UN agencies, led by UNFPA (ILO also participated in the process).

Economic empowerment of young people is one of the directions of the Youth Policy Concept. It is meant to be achieved through several outcomes: 1) significantly reduce the rate of unemployment among young people; 2) Significantly reduce the proportion of young people not in education, employment or training (NEET); 3) Reduce inequalities in youth employment and labour force participation; 4) Reduce improper youth hiring and employment practices and 5) Strengthen youth entrepreneurship. Based on the Policy Concept, the Georgian Youth Agency already started working on the development of the National Youth Strategy 2020-2025.

Georgia's National Action Plan for Human Rights (2018-2020) considers labour issues as one of its 27 priorities (Goal 9.1 – Protecting labour rights in compliance with internationally recognized standards). The objectives under this goal include: Improving the legislative framework; Compliance with safety regulations in accordance with international standards; monitoring of implementation of the ILO conventions and other international legal instruments; Developing mechanisms required to protect labour rights; Strengthening a social dialogue at the national/regional and enterprise level; Regulation of labour migration; Publication of information relating to the implementation of labour rights. The Action Plan also includes issues of Business and Human Rights as well as several Goals on improvement of the position of women (see 5.3.3)<sup>21</sup>. According to the Progress Report, all activities under Goal 9 are partially implemented<sup>22</sup>.

The Government of Georgia has created institutional mechanisms to pursue the implementation of SDGs in the country, nationalizing all 17 Goals, 93 targets and 200 indicators. Several nationalized SDG indicators that are fully relevant for the ILO project in question include: indicator 5.5.2.3 measures

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<sup>18</sup> Voluntary National Review Georgia 2020

<sup>19</sup> Georgian National Youth Policy Concept for 2020 – 2030

<sup>20</sup> <https://matsne.gov.ge/document/view/4642829?publication=0>

<sup>21</sup> <http://myrights.gov.ge/en/plan/Human%20Rights%20Action%20Plan%20for%202018-2020>

<sup>22</sup> <http://myrights.gov.ge/uploads/files/docs/5726HRAPAnnualReport-2019.pdf>

gender pay gap (baseline (2014) – 37%, target – 20%); indicator 8.5.1 measures hourly wages for women and men (GEL) (women, baseline – 3.9; target- 14.4; men, baseline 6.1, target – 17.4). Indicator 8.6.1. measures young people NEET (baseline – 32.4%, target – reduced by 8%).

## **2.2. Project Set-up**

The project is managed by a Chief Technical Adviser (CTA), who took office in Tbilisi on September 1<sup>st</sup> 2018 (9 months into the project, just after the Inception Report was submitted). The CTA is assisted by a team of one National Project Officer; one Monitoring and Evaluation Officer; one Project Assistant; and one Driver, all based in Georgia, and one Fin/Admin Assistant based in Moscow. The project staff was appointed in December, 2018. The CTA reports to the Director of ILO DWT Office in Moscow.

The project team is guided by the Sr Specialists in Employers' Activities and Workers' Activities for better coordination of activities with GEA and GTUC respectively, as well as by other technical specialists in the ILO DWT Office in Moscow, as well as by the ILO Enterprise and Workers' Departments at ILO HQ in Geneva.

A Project Advisory Committee (PAC) has been established to guide the work of the project. PAC members include the ILO, the Georgian constituents Ministry of Internally Displaced Persons, Labour, Health and Social Affairs (MoIDPLHSA), the Georgian Employers Association (GEA), and the Georgian Trade Union Confederation (GTUC); the Danish Ministry of Foreign Affairs. Other Government agencies may be included in the PAC, as appropriate. The PAC has so far met only once in June 2019 and once in September 2020. (see also section 5.7.3)

Key stakeholders are the Ministry of Economy and Sustainable Development (MoESD), the Human Rights Secretariat of the Administration of the Government of Georgia (HRS), the High School of Justice, the Georgian Bar Association, other government agencies. The UN Agencies involve UNDP, UNIDO, UNFPA and notably UNWOMEN.

The ILO project has an overall budget of DKK 28 million (equivalent to 4,298 million USD according to current exchange rate)<sup>23</sup>. The implementation period is 01 December 2017 to 31 December 2021.

The ILO project and ILO Moscow office maintain regular contact to Danida as donor, while formal financial and narrative reporting is annual, according to ILO standard procedures.

### **2.2.1 Project intervention logic & Theory of Change**

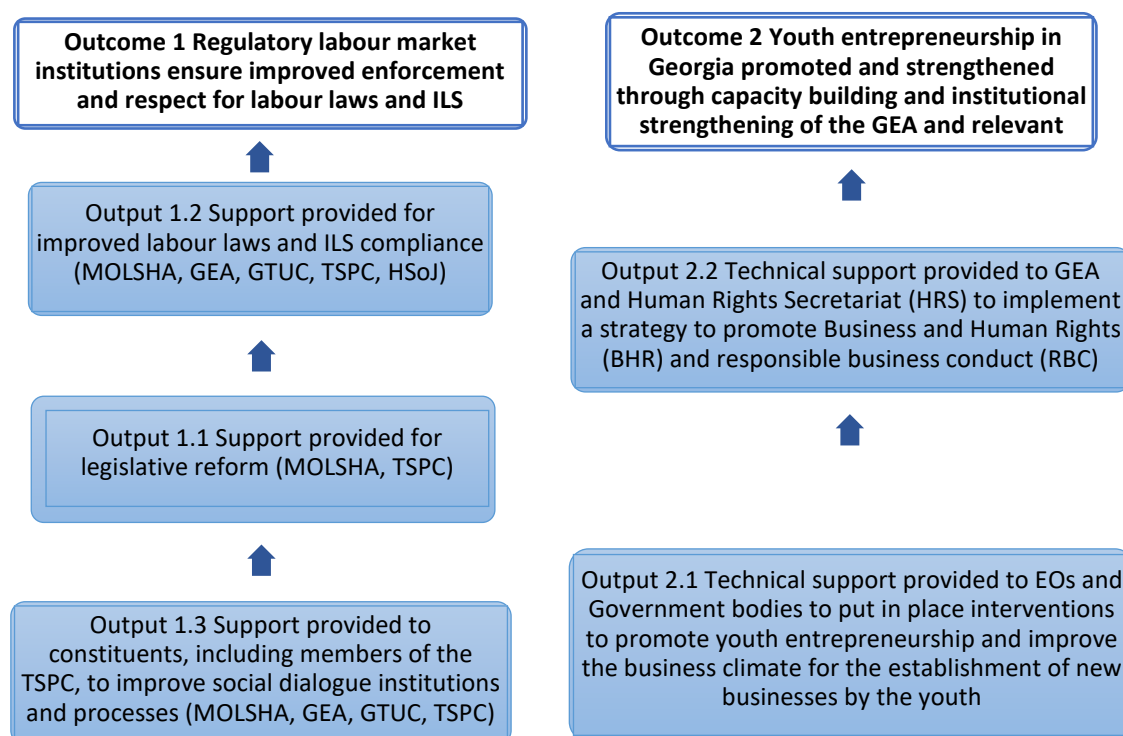
The project intervention logic/results framework is in Annex 7.8. Outcomes and outputs of the project are presented below:

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<sup>23</sup> It is noted that the exchange rate DKK-USD has fluctuated substantially since 2017. According to the DED, contributions from Danida to ILO are at market exchange rate on the day of transaction. This has implied a reduction in the available budget in USD to the ILO. Exchange rate fluctuations are a standard clause in Danida contracts and risks are borne by the beneficiary organisation.



*Intervention Logic - Inclusive Labour Markets for Job Creation in Georgia*



The ET Team notes that the outcomes and indicators are ambitious and at medium-long term impact level; that the outcomes are outside the sphere of control of the project, as are some of the output indicators (e.g. of Output 1.1 - Amendments to the labour code and continued labour law reform, Output 2.1 - 210 new enterprises established by youth across the country in rural and urban areas).

The baselines defined in 2017 are in some cases very specific (example: Outcome 1: 60% success rate in mediation of collective labour disputes), in other cases quite undefined (Output 1.1: Labour Law Reform incomplete; Output 2.1: Need to implement reforms to ameliorate the business climate in the country, particularly for the creation and development of business by youth).

The Inclusive Labour Market project operates with a Theory of Change (ToC) that fits tightly with the ToC for the DANEP component for Sustainable and Inclusive Economic Development, under which specific ToCs have been developed for each of the two outcomes of the project. The ToC is modelled on a simple algorithm: If (input) => then (Outputs) => Leading to (Outcomes).

The essence in the ToC is as follows [the MTE Team's phrasing]: If ILO constituents are capacitated and have sufficient technical capacity in Social and Policy dialogue, as well as youth entrepreneurship skills and possess the right technical skills and systems, this leads to inclusive labour market structures securing decent work for all, as well establishment of new businesses by youth entrepreneurs, and responsible business conduct.

Quite strong assumptions thus exist in the ToC and project logic about what the ILO constituents are able to achieve, contributing towards these medium-long term effects. These include capacity of social partners, their engagement in social dialogue, the legal base for enforcing the labour law, as well as the conditions for establishing SMEs, willingness of entrepreneurs to start up SMEs after SIYB training. These assumptions are not explicit in the project document/DED. Some assumption of this logic, however, can be derived from the project objective targets for 2021 in the DED.

The ET returns to these fundamental questions in section 5.1 on Relevance and strategic fit, as well as 5.2 Validity of project design.

### **2.2.2 Applied M&E system and Reporting**

The project team has developed a comprehensive, systematic M&E matrix, based on the Results Framework, which also informs on annual achievements and milestones. In addition, the team operates an Activity Tracking Matrix, less systematic, but nonetheless useful.

Reporting is done on an annual basis, using ILO standardised format, against outputs and their activities. The reporting does not sufficiently utilise the M&E system for systematic tracking.

The ET notes that the project has, based on requests from its constituents, ventured into interventions that are not strictly part of the original work plan and project design<sup>24</sup>. While these are relevant and appreciated by partners, they need to be well justified in reports and the project framework and the M&E system should be adjusted to reflect them.

#### **Reporting and tracking of progress**

The following section is an assessment of ILO project's reporting in the annual progress reports, the internal Activity Tracking Table (ATT) and the project monitoring framework. The MTE team has carried out an assessment of the reported activities and their connection to indicators and outputs. In Annex 7.8 a thorough review of the different activities reported and their connection to indicators and output is presented. Annex 7.8 thus provides a detailed tracking and overview with the intent to document the project's reporting and M&E. The narrative in this section outlines main findings of the main challenges in reporting.

#### *Description of activities is limited /incomplete*

Based on the ILO progress reports, the ET finds that in many cases (see annex 7.8) it is difficult to link activities with indicators in the ATT. Many of the activities seem relevant for the project, but narratives that qualify the connection between indicators and outputs are often lacking. This problem is especially evident in reporting under outcome 2, on new enterprises and businesses. In general, explanations on how activities contribute to the outputs are missing. The incoherence in reporting and activity tracking makes it difficult to assess the validity of activities and the general progress.

Similar issues, as in the ATT, are present in the project monitoring framework (PMF). A large amount of the targets has not been reported on through milestones, making it difficult to use the PMF as a tool to assess progress made. The outcome indicators under outcome 1 have not been adjusted to present uniformity with the progress reports creating incoherence in reporting. In many cases the reported milestones are presented as activities that are difficult to link with indicators.

#### *Progress Reporting and ATT are not aligned*

The reporting in the annual progress reports and the ATT table is not aligned. Some of the activities listed in the progress reports are not in the ATT and vice versa.

In some instances, the activities in the ATT are formulated as results rather than activities and at other times activities are exactly equal to the indicator.

#### *Use of indicators*

Some outputs have multiple indicators. As an example, output 1.2 has 10 indicators making reporting cumbersome and confusing. According to the ATT, there seem to be no activities connected to indicators 1, 5 and 6 under output 1.2. Based on indicator 1 "Legal basis for labour inspection has been adopted", indicator 5 "Official roster of mediators approved" and indicator 6 "Percentage of success

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<sup>24</sup> While the ILM project team advises the constituents that their requests need to be within the mandate of the project, some of them are in fact outside of the project's design (communication with ILM project team and ILO DWT Moscow)



rate in mediation of collective labour disputes” one would assume these had activities connected to them at this point in time. Output 1.3 has the same issue, no activities are, according to the ATT, connected to indicators 1 and 3.

While the ET appreciates the efforts by the project team to make the best of the indicators in the project document, most are beyond the influence of the project. The Legislative basis for mediation as well as an official roster were approved. The project probably contributed to these, but it would be difficult to attribute. Success rate of mediations is unknown at this point (secondary data not available) but is also beyond the influence of the project. As pointed out above, a good part of these indicators at Output level belong rather at Outcome level.

Rather than linkage between indicators and related activities in the ATT and M&E, the problem is that in reality there would be no activities that the project could have to achieve some of them (examples given above).

#### *Assessment of reporting on outcomes:*

Reporting on **outcome 1** is inconsistent. According to the DED/project document and the project monitoring framework the outcome indicator is “Quality of legislative and institutional reform.” However, in the annual progress reports the four indicators listed are closely linked to some of the end targets of the outcome. Additionally, there are non-conformity issues in the baselines and end targets across the different documents.

It is acknowledged that the original indicator from the DED is not easy to report on and that it is easier to report on the targets as is done in the Progress Reports. However, these do not give much insight into the overall progress of the project, as reporting on the indicator from the DED would provide. The reporting on the adjusted indicators under outcome 1 shows a connection between milestones and connected indicators, but it is difficult to see how the milestones (in several instances formulated as activities) will contribute to end targets – especially for indicator 3 and 4. Overall the inconsistency in reporting makes it difficult to assess the progress made under outcome 1.

Outcome 2 reporting is found to be de-linked from the established indicators in the DED/project document, particularly here:

- Outcome 2 indicator 2.1: "Number of Young Georgians who have established started new businesses as a result of services or training provided by GEA and relevant institutions". The project reports on the SIYB programme (Number of persons trained) - not the number of new small businesses.
- Outcome 2.2 indicator (Number of Responsible Business Practices put in place by Georgian enterprises as a result of actions undertaken either by GEA or the HR Secretariat) has been changed to "Implement BHR and promote RBC". This indicator is not very measurable, but easier to deliver on (by supporting GEA and HRS).

### 3 Evaluation Objectives and Purpose

As defined in the ToR (see Annex 7.6), the overall purpose of the internal midterm evaluation is to promote accountability and strengthen learning among the ILO and key stakeholders.

The specific objectives of the evaluation are:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the project;

- Assess the extent to which the project outcomes will be sustainable;
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs, UNSDCF, etc.);
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

The ToR defines a set of specific evaluation questions for each of the ILO Evaluation criteria:

1. Relevance and validity of design
2. Coherence
3. Project effectiveness
4. Efficiency and management arrangements
5. Impact
6. Sustainability

The specific evaluation questions under each of the criteria are found under the same headings in Section 5 of the present report and are therefore not repeated here.

The main **clients** of the evaluation are the specialists and management of the ILO DWT/CO Moscow, ILO Regional Office for EUROPE, technical departments at the ILO Headquarters, project staff, donors and tripartite constituents in Georgia, relevant Ministries, project implementing partners, trainers and ultimate beneficiaries.

The **scope** of the MTE is on the eighteen months implementation period of the project<sup>25</sup>, assessing all the results and key outputs that have been produced since the start of the project.

The evaluation will integrate gender equality, non-discrimination and social dialogue issues as a cross-cutting concern throughout its methodology and deliverables.

The MTE will give attention to how the project is relevant to ILO's Programme and Budget, UN Cooperation Framework and relevant national development frameworks.

Based on desk research and initial consultations with the ILO Team in Tbilisi and the donor, the MTE team organised and expanded the evaluation questions into an Overall Evaluation Matrix (see annex 7.4). This has been the core guiding document for the present MTE.

## 4 Methodology

The evaluation was conducted in compliance with United Nations' system of evaluation norms and standards, as well as the OECD/DAC Evaluation Quality Standards. It followed the prescribed ethical safeguards, as specified in the ILO's evaluation procedures.

Both qualitative and quantitative evaluation methods were used for the evaluation.

### *Limitations*

As the MTE was conducted entirely on-line due to the COVID 19 lockdown and entry restrictions in Georgia, all interviews and meetings were conducted using virtual platforms. This has obviously

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<sup>25</sup> This is specified in the ToR, but the MTE has in fact assessed progress up until September, 2020, i.e. 32 months of the 48, including the 2019-2020 Technical Progress Report

limited the ET's opportunities of engaging more directly with stakeholders and respondents. Not being able to observe directly, hold face-to-face meetings and physical focus groups discussions has been an impediment, also in terms of verification and triangulation of responses. Partners could not be visited, and the ET could not meet beneficiaries. The ET aimed to make the evaluation as participatory as possible, but the conditions were not conducive.

The MTE was organised in three phases:

1. Desk review of existing documents; Initial interviews with the ILO team in Tbilisi and Danida in Copenhagen (June-July 2020)
2. A range of on-line interviews and meetings (ZOOM, SKYPE, telephone) with constituents and stakeholders, UN, donors, MPs, and NGOs in Georgia as well as ILO's DWT office in Moscow. More than 35 respondents were interviewed. Presentation of preliminary findings (with feedback and comments from constituents) at a PAC meeting mid-September, 2020. (July-October, 2020, with some interviews early November)
3. Further data collection, data analysis synthesis and reporting to produce the final evaluation report. (October-November 2020)

The present MTE was conducted by external consultants Frank Runchel and Nato Alhazishvili.

The evaluation was conducted through a consultative approach (as participatory and transparent as possible) using the following methods and tools: (i) desk review of project documentation, available reports and relevant secondary literature; (ii) working sessions with the ILO project team (iii) semi-structured on-line interviews with key informants and stakeholders; (iv) focus group discussions with SIYB trainers; (v) a debriefing/validation session (part of the second Project Advisory Committee meeting) presenting preliminary findings, conclusions and recommendations.

The ET has paid particular attention to Gender Equality as this is considered a cross-cutting issue by the ILO. It has been found however, that ILO's Guidelines on Integrating Gender Equality in Monitoring and Evaluation (and in project design) have not been applied systematically in design and during implementation.

The MTE has also carried out a thorough assessment of the intervention's underlying theory of change and the project design, to assess the factors that contributed to, or impeded, the achievement of results (as outlined in the results framework), and to assess the extent to which the initiative is still 'fit for purpose'.

#### *Acknowledgements*

The Evaluation team would like to convey its appreciation to all respondents – constituents, partners, donor representatives and NGOs, MPs, and not least the ILO project team in Tbilisi as well as others who have willingly shared their insight and assessment and provided valuable inputs, without which this Mid-Term Evaluation would not have been possible.

## 5 Findings

### 5.1 Relevance and Strategic Fit

#### Evaluation questions:

- Was the project relevant to the related government's strategy, policies and plans, the Country Programme Outcomes for Georgia, DANEP objectives, UNSDCF and SDGs?
- How well has the project complemented and fit with other organizations' programmes and projects in the country?
- Was the project relevant to the needs of the beneficiaries/young people?
- How well has the project complemented and fitted other organizations' programmes and projects? Other UN?

#### Summary of findings:

The project is seen as very relevant and in line with organisational and capacity building needs of the constituents (MoIDPHLSA /TSPC, GTUC, GEA) and collaboration partners such as HRS, GITA, Youth Agency, Higher School of Justice (HSJ), Enterprise Georgia.

**Finding # 1.** The project was co-designed (by Danida & ILO) with the constituents, feeding into the existing Labour Code of Georgia, the Labour Market and Employment Strategy (approved 2019), and the national strategy for micro /SME development.

The project was designed as part of Danida (DANEP)'s Inclusive Economic Growth Programme in Georgia (2 projects: 1) ILO Inclusive labour market 2) Energy Investment

The ILO project is aligned to and feeds into:

- The project is fully aligned with National Action Plan of Human Rights (Chapter 9 on Labour Rights, Chapter 25 on Business and Human Rights),
- SDG 5, 8 and 16 (Georgia has adopted 17 SDGs and attributed national priority to 93 global targets)
- UNDSP - Focus Area 2: Jobs, Livelihood and Social Protection
- UNSDCF 2021-25– Outcome 3 includes an output on: Increased productive employment, decent work, skills development, and effective national social protection for all
- EU-Georgia Association Agreement, Annex on Employment, Social Policy, Equal Opportunities, EU Acquis Communautaire

### 5.2 Coherence

#### Evaluation Questions:

Were synergies created during implementation of the project with other interventions?

Was the project coherent with other ILO activities or led by other organizations and/or partners?

What kind of a roadmap ILO could adapt in the future with project partners and national organizations?

**Summary of findings: The project creatively explores ways to cooperate with UN agencies and other partners.**

The project interventions are built upon the achievements of the previous ILO projects as well as the work of other partners. Coordination mechanisms exist among UN partners (e.g. Gender theme group,

Youth group) and the Ministry leads a donor coordination group. In this context the project has been successful in cooperating with a variety of partners.

**Finding # 2:** The project has been proactive in cooperating with the UN agencies and donor organizations.

The project appears to have found an effective *modus operandi* with the biggest donor in the field – European Union, which funds twinning and TA projects as well as a large Skills Development and Matching for Labor Market Needs Programme (50 million EUR over 4 years), with a broad mandate.

The project has worked closely with UN WOMEN and a MOU on cooperation was signed in March 2020. This cooperation aims to cover the work on social protection system, youth entrepreneurship, labour inspectors and promotion of corporate social responsibility and international labour standards. The project is also a member of UN Youth group chaired by UNFPA. The project cooperated with the UN agencies in working with the Youth Agency and with the relevant Parliamentary Committee and played a significant role in preparing a youth entrepreneurship document together with UNIDO. The project cooperated with UNDP in supporting communication campaign for the new draft labour law. At the same time, it appears that the level of cooperation with the Friedrich Ebert Stiftung and the USDOL Strengthening Government Labour Legislation Enforcement Project is lower than would be expected.

**Finding # 3:** The project has widened the pool of national partners beyond the ILO constituents.

The traditional ILO social partners (trade unions, employer organizations) have benefitted from the project. But the project has been able to work with other partners – for many of them it was the first time they ever worked with ILO. The Human Rights Secretariat (HRS) is an important example - the project worked with the HRS on a concept note of Cooperation between the Government of Georgia and ILO. Some of the activities in the note will comprise training events and Training of Trainers, including with high level managers and will include issues of gender as well as equal participation of men and women.

The project in cooperation with HSOJ conducted training for judges on COVID-related issues. Employees of government agencies (GITA, Enterprise Georgia, ARDA, Livelihood Agency) were included in SYIB trainings and became certified trainers.

### 5.3 Validity of project design

#### Evaluation questions:

- To what extent did the project design identify and integrate specific targets and indicators to capture: i. International labour standards? ii. Social dialogue? iii. Issues of gender equality and different needs of women and men?
- Were the indicators designed and used in a manner that enabled reporting on progress under specific SGD targets and indicators?
- Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?
- To what extent did the project strategies, within their overall scope, remain flexible and responsive to emerging concerns with regards to: Providing support on issues related to the spread of Covid-19 pandemic?
- Did the project design consider a gender dimension of planned interventions?
- Are any changes recommended in project set-up, design (ILO, DANEP) to respond to changes in context, policies or request by stakeholders?

### **Summary of findings:**

The project, jointly designed by ILO experts and Danida team of consultants in 2017 is ambitious and rather abstract, aiming at medium-long term effects of interventions. The project is designed to deliver against a set of Outcome indicators with baseline 2017 and 2021 targets for 2021 that are mostly outside the control of the project, particularly in Outcome 2 on youth entrepreneurship.

**Finding # 4:** While the outputs are mostly specific deliverables, some of their performance indicators are difficult to deliver on for a project that works with social partners) and other institutions, largely depending on their involvement and capacities. In section 2.2.1 the ET points to some of the fundamental assumptions underpinning the project intervention logic.

All five project outputs are designed in the same manner: “Technical support provided to [ILO constituents, partners] for legislative reform (1.1), improved labour laws and ILS compliance (1.2), to improve social dialogue institutions and processes (1.3), to put in place interventions to promote youth entrepreneurship and improve business climate (2.1), to implement a strategy to promote BHR and RBC (2.2)”. This is part of the Theory of Change and is intended to be measured by a set of indicators which are to a large extent outside the control of the project itself.

**Finding # 5:** The ET finds that the correlation between the designed outputs and indicators, the ability of constituents to engage and deliver on these, and the actual deliverables (what the project could achieve) is quite difficult to establish.

This is due to a combination of an ambitious project design, assumptions not being fulfilled, a highly dynamic context, poor or missing labour market data, limited or emerging partner capacity and the project’s response to a range of requests from constituents that fall outside the agreed, formal Results Framework. As will be demonstrated in section 5.4 below, the project has nonetheless been instrumental in contributing to important national policies and strategies as well as substantial capacity building of the Labour Inspection Department, and support and capacity building to core social partners (GEA, GTUC) in particular).

#### **5.3.1 Design of indicators**

**Finding # 6:** A number of the core indicators are outside the control of the project, but it has made important contributions to these.

Several indicators reflect external factors that can influence the attainment of these results and outputs. For example, the project and social partners cannot influence how many SMEs are in fact started up by SIYB trainees (Output 2.1), or which type of BDS are provided. At best, the project can be said to have worked on preparing conditions for or initiated processes that will eventually enable social partners to contribute to more youth entrepreneurs in fact starting up businesses (such as establishing a pool of SIYB trainers, who again have trained a number of potential entrepreneurs and SIYB trainees, including youth and women).

In the very dynamic context of Georgia, social partners such as GEA have been found to have limited capacity to implement ILO’s Start and Improve Your Business package (SIYB) and provide Business Development Services (BDS). The project has worked through institutions such as GITA (Georgian Innovation and Technology Agency), and Regional Employment Agencies (ARDA) to implement SIYB. The reporting so far by the project does not indicate that any BDS have been provided by the project or its partners. An interesting Youth Entrepreneurship research has been done through the new Youth Agency of Georgia<sup>26</sup>, since there was no data available on this. Other partners have also been involved in this area such as UNWOMEN, UNIDO, UNFPA, and USAID.

Another example of the ambitious level of project design pertains to Outcome 1 Indicator: Quality of legislative and institutional reform. This overly broad and undefined indicator is underpinned by six

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<sup>26</sup> Youth Policy Implementation at the Local Level: Imereti and Tbilisi, FES, 2020

baseline values and conditions (examples: Labour law reform incomplete; Less than 1% of enterprise are being inspected; 60% success in mediation of collective labour disputes). The project (as well as the preceding ILO projects) and a concurrent USDOL project have been instrumental in developing and preparing for a labour reform conforming to ILS and ILO's recommendations. The political passing of this reform in September 2020 by the Parliament of Georgia is a breakthrough in terms of an ILS conforming Labour Code and a more inclusive labour market. An important assumption become fulfilled, to which the project certainly contributed.

The success rate of mediation of collective labour disputes in Georgia (Output 1.2, and an Outcome 1 indicator) is similarly not within the project's control sphere. The ILO project has successfully trained a range of mediators (ITCO certified), who have been officially recognised and are on a roster of approved mediators. However, mediation in Georgia can at best be characterised as work in progress (by the official mediators) and has mainly been utilised in individual labour disputes (some collective, however). The constituents will need to come to a consensus on how to utilise this resource in the future. Even having social partners agreeing on the official mediators has been challenging. The ILO project has provided expertise, advice, aiming to convince partners, and of course built up capacity, but has not supported any support with regard to individual mediation. The success rate is beyond the project but has remained an indicator.

The ILO and Danida concur that the overall project results framework and its targets and indicators need adjusting to reality. This is particularly true for Outcome 2, but also elements of Outcome 1, such as the TSPC and its ability to include and engage Social Partners, as well as Mediation of Labour Disputes.

### 5.3.2 Alignment with national gender related targets, reporting against specific SDG indicators

**Finding # 7:** Currently, the project design (outcome indicators, outputs and their indicators) does not reflect national gender targets and SDG targets and indicators. ILO and other international organizations are not responsible for achievement of these indicators, but rather to contribute to selected indicators.

Gender equality is one of the priorities of the National Human Rights Strategy (#14 - Promotion of gender equality, protection of women's rights and prevention of domestic violence) with the objective to promote gender equality, protect women's rights and prevent domestic violence, as well as the consequences resulting from such violence<sup>27</sup>. The activities of the National Action Plan that could be relevant to the project are presented in the table below:

12.2.3.	Gender-disaggregated data
12.6	Increased participation of women in the labour market and gender equality in labour relations
12.7	Acknowledgment, reduction, and redistribution of women's unremunerated labour
12.8	Economic empowerment of rural women
12.9	Equal access of women to economic resources.
12.9.2	Promotion of women entrepreneurship
12.16	Reduce professional segregation

Georgia has ratified ILO Conventions #100 on Equal Remuneration and Convention #111 on Discrimination (Employment and Occupation). Although Georgia has not ratified ILO Convention # 183 (Maternity Protection Convention), it complies with the requirements regarding the duration of the

<sup>27</sup> <http://myrights.gov.ge/en>



maternity leave; compliance with the convention's provisions on the maternity leave benefits is still pending. The MTE team notes that ILO considers the long period of maternity leave currently in force in fact constituting an impediment to women (re)entering the labour market<sup>28</sup>. It should also be mentioned that Georgia has not ratified Convention # 156 (Workers with Family Responsibilities) and Convention # 189 (Domestic Workers Convention)<sup>29</sup>.

Georgia nationalized all 17 Sustainable Development Goals and selected 93 targets and 200 indicators. Nationalized Targets under Goal #5 include reducing all forms of discrimination (5.1), reducing violence against women and girls (5.2) and harmful practices (5.3), increased participation of women in economic and political life (5.5), ensuring access to reproductive health (5.6), to means of economic production (5a) and technology (5b). Nationalized targets under some other goals also may lead to gender equality. For example, target 1.4.2 aims at increasing the proportion on women who have property rights on land, 8.5 calls for effective policy to achieve equal remuneration for equal work for women and men, including young and disabled people; target 10.3.1 deals with the reduction of the number of women-victims of sexual harassment – this is also echoed in target 16.1. Goal 3 on Health and Goal 4 on Education include many targets that cover women's issues. Target 16.7.1 aims at improving the representation of women in political, administrative and judicial positions. A variety of national institutions are responsible for implementation of and reporting on these targets.

#### 5.4 Project progress and effectiveness

##### Evaluation questions:

- To what extent has the project achieved and/or is expected to achieve its objectives in terms of stated targets? Are there any targets that are not likely to be achieved? Why?
- What likely impact did the lock-down and subsequent measures have on the achievement of the targets?
- Has this been done through the planned outputs or new ones have been included, why and how effective have been?
- To what extent did the project contribute (or not) to the identified SDGs and related targets?
- To what extent have the intervention results been monitored and reported in terms of their contribution to specific SDGs and targets (explicitly or implicitly)?
- Within its overall objectives and strategies, what specific measures were taken by the project to address cross-cutting issues relating to:
  - i. Gender equality and non-discrimination?
  - ii. International labour standards?
  - iii. Social dialogue
- How effective were these measures in advancing social dialogue (TSPC) within the context of project's objectives?
- What, if any, unintended results of the project have been identified or perceived?
- Which have been the main contributing and challenging factors towards project's success in attaining its targets?
- What are the main lessons learned and good practices identified, suitable for scaling up?

<sup>28</sup> Information from ILO DWT Support Team and Country Office for Eastern Europe and Central Asia, October 2020

<sup>29</sup> [https://www.ilo.org/dyn/normlex/en/f?p=1000:11210:0::NO:11210:P11210\\_COUNTRY\\_ID:102639](https://www.ilo.org/dyn/normlex/en/f?p=1000:11210:0::NO:11210:P11210_COUNTRY_ID:102639)



### **Summary of findings:**

The ILO through this project (and recent ILO interventions 2014-2018<sup>30</sup>) contributed to Outcome 1: Enhanced capacity of labour market institutions and social partners, ensuring better enforcement and respect for labour laws in line with ILS. The project's contributions towards the more imprecise Outcome 2 on Youth entrepreneurship are less evident: Capacity building of GEA and government institutions, creating new SMEs and involving the private sector in RBC and BHR. The ET notes that the project successfully initiated several processes related to framework conditions of Youth Entrepreneurship and promoting RBC, as well as rolling out SIYB through Training of Trainers and training a number of entrepreneurs. Tangible effects of this outcome, however, are not convincing at this stage. There is no evidence available on businesses being created by youth entrepreneurs.

**Finding # 8:** The project has been responsive to emerging needs from partners and proactive to contextual development and opportunities, even going beyond its formal deliverables and indicators. Examples of this: Gender Pay Gap research by UNWOMEN to improve compliance with ILO Convention 100, and support to Advocacy initiatives on Gender Pay Gap by GTUC (output 1.3), Assessment and Rapid Costing of Social Protection Floor (Output 1.1), Capacity building of partners on ILO's MNE declaration (Output 2.2). The ILO project's efforts supporting partners under COVID 19 are also commendable (see above).

The ET notes that in delivering against its overall results framework, the ILO project is hampered by a project design and an ILO reporting and M&E frameworks that are not conducive. The results framework reporting is mainly activity based. The links between indicators and outputs are not used systematically, making documentation of achievements rather difficult, not least since secondary data (at output level) is often not reliable, incomplete or unavailable. In the dynamic Georgian context, the project has nonetheless done reasonably well in contributing to the loosely defined framework and ambitious indicators, not least in responding to requests and seizing opportunities.

#### **5.4.1 Achievement of outcomes and targets<sup>31</sup>**

As indicated in section 2.2.2, the ET has systematically tracked the reported achievements against targets and indicators at output and activity level (see Annex 7.8). The incoherence in reporting, M&E system and activity tracking, however, has made it difficult for the ET to assess the validity of activities, outputs and hence general progress. To the extent possible (as this entire MTE has been conducted virtually) the ET has verified the reported achievements system against the assessment of progress by social partners, collaboration partners, and ILO project team in Tbilisi.

**Finding # 9:** To a certain extent, the project contributed to the overall objective (at meta-level), with the two main outcomes feeding into this:

- **An improved legislative and social dialogue framework has advanced** with key elements implemented (Labour Inspection Legislation and LMIS in place), Labour Market and Employment Strategy adopted 2019, and the new Labour Act, including provisions on Labour Inspection, were approved by the Parliament on 29 September 2020. Social dialogue capacity has improved, and social partners have been noted to feed into and participate more actively in policy dialogue and engage in working groups on OSH. Social partners are not yet fully engaging in the national tripartite dialogue. The TSPC functions, but its performance leaves much room for improvement.
- **Positive labour market outcomes (self-employment, entrepreneurship, better wages) as well as improved responsible business conduct** are behind target and are **not likely to be achieved** by end of 2021. The project has been quite proactive in these areas, but the context is difficult,

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<sup>30</sup> See overview in section 2.1

<sup>31</sup> The project document (Development Engagement Document, Danida format) defines Objectives as Outcomes. This is also applied by the ILO in reporting

partners have limited capacity and the assumptions have not been fulfilled. This component 2 has in addition been set back substantially by the COVID-19 lockdown.

As pointed out in section 5.2 Coherence, a range of donor supported programmes and projects intervene in thematic areas related to the ILO project: Skills development for labour market needs, youth entrepreneurship, labour law enforcement, women's economic empowerment, SME support and conducive business environment. Donor and Government coordination does take place on a regular basis, with a view to feed into and support Government policies and strategies. The number of actors and modalities is high, and the complexity of this canvas remains a challenge.

<i>Outcome 1: Regulatory labour market institutions ensure improved enforcement and respect for labour laws and ILS</i>
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**Finding # 10:** Outcome 1 is largely on track at the time of this MTE, with the three outputs contributing to its likely achievement. The project has been instrumental in building capacity and providing technical assistance to Government and social partners towards an improved legislative framework and ILS compliance, with the notable exception of the TSPC. The ILO has provided a wide range of technical assistance, system development and capacity building in close coordination with and on request from social partners and MoIDLPSHA. The project has worked closely with technical partners such as HSOJ, Georgian Bar Association as well as other UN agencies.

Output 1.1: Support provided for legislative reform (MOLSHA, TSPC)

The Labour Market and Employment Strategy was adopted by the Government in December 2019, with technical assistance from ILO. The project has successfully utilised the momentum created in 2019 for preparation of the recently approved labour-related legislation. A parliamentary group decided to take the initiative to negotiate the legislative package, and balance views and inputs from the social partners instead of using the formal avenue through the TSPC (which, according to several informants, would have led to a stalemate in the TSPC since these partners could not agree). The legislative package includes changes into the Labour Code and a new Law on the Labour Inspection Department. This package was approved by the Parliament of Georgia on 29 September 2020. ILO's expertise and input to this process has been highly appreciated by Government as well as parliamentarians. This technical support clearly contributes to Outcome 1, Output 1.1 Support to legislative Reform (MoIDLPSHA, TSPC) and its indicators, and is a good snapshot of the goodwill and trust gained by the project team with the constituents and MPs. It needs to be pointed out as well that not all social partners are equally satisfied with the new labour act (GTUC for instance is not satisfied with its provisions on maternity leave and equal pay for equal work). According to ILO DWT Regional Office, not all the original amendments developed and proposed by the ILO were included (in full) in the adopted amendments, mostly due to opposition from business and different parts of the Government.

Output 1.2: Support provided for improved labour laws and ILS compliance (MOLSHA, GEA, GTUC, TSPC, HSOJ)

Management systems and procedures for the LCID to become ILS compliant are established. Labour Inspection Management System (LIMS) web application is developed and is being tested. Labour Inspection Plan, Monitoring framework, Risk Assessment Methodology, and Standard Operating Procedures (SOP) have been developed, substantial capacity building and training of inspectors/OSH inspection checklists translated. An accreditation system for national OSH has been supported as well. The social partners have also participated in a range of capacity building and awareness raising sessions for their affiliates and members in the course of 2020.

Given that the new Law on Labour Inspection has recently been approved, it can safely be concluded that this ILO project has contributed substantially to creating the systems and capacity for the LCID to fulfil its mandate<sup>32</sup>.

On the indicator “Labour dispute resolution through mediation”, the project has conducted a Training programme for judges and legal practitioners on ILS, a mediation certification programme has been launched, and 12 Georgian labour dispute mediators certified by ILO’s Training Centre in Turin (ILTC). Training on labour dispute prevention and resolution has also been provided to GTUC and GEA and their members. The indicator target for this is at least 50% success rate in mediation of collective labour disputes (2021). The project in fact reports on the number of mediations (4 cases out of 5 in 2018, 8 cases out of 15 in 2019, and 5 in 2020). There is no information on the total number of labour disputes and cases settled. A case in point is mediation (Output 1.2), where the project beyond doubt has been instrumental in training and certifying 12 mediators (an official roster of approved mediators is established). These are available and working, while the number of labour mediations is still quite limited, and there is no reliable data. The social partners also did not agree on all of the proposed mediators, so the initial list has been reduced.

Output 1.3 Support provided to constituents, including members of the TSPC, to improve social dialogue institutions and processes (MOLSHA, GEA, GTUC, TSPC)

The indicators for this output are on TSPC meetings and implementation of its bi-annual strategic plans, on the number of legislative, policy and other documents adopted/amended based on TSPC decisions/recommendations, and on the number of regional social dialogue institutions established.

Through a wide range of capacity building and TA, the project has actively contributed to enhanced capacity by social partners to engage in social dialogue. This has included workshops and seminars on OSH, workshops on ILO social security standards and Social Protection Floor mechanism and supporting and advising social partners on SD. GTUC has been supported in conducting an assessment of the existing Gender Pay Gap in Georgia, as a follow up on a national study by UNWOMEN. GTUC considers this to be a core methodology for demanding better salaries for female members.

2019 also saw a number of working groups of the TSPC engaging in the Labour Market Employment Strategy (LMES), in OSH systems and regulations, as well as the preparation of an overall Strategic Plan and annual action plans for the TSPC<sup>33</sup>. However, only one meeting was held by the TSPC in 2019, and one in 2020. This is a cause of some frustration by the social partners, who are neither impressed by the performance of the TSPC nor its content. Social partners are not found to be fully engaging yet in national tripartite dialogue. The Government, presiding the TSPC (MoIDLPSHA), does not seem to be sufficiently committed to a national tripartite dialogue through the TSPC<sup>34</sup>. In brief, the TSPC is functional, but its performance leaves much room for improvement. (“It is there on paper, but in reality little happens. TSPC has only had one meeting in a year”<sup>35</sup>). An indication of the functioning of the TSPC is the fact that Members of Parliament in 2019 took the initiative through a sub-committee to develop and draft the 2020 Labour Reform Act, with substantial support from the ILM project and ILO experts. This was because the social partners and the Government would have had major disagreements if this were to have been processed through the TSPC, again leading the policy preparation process to stall.

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<sup>32</sup> The ET notes that a concurrent project funded by the USDOL (Strengthening Labour Legislation Enforcement Project) was designed to provide software and a database system to the LCID. At the request from MoIDLPSHA, the ILO project continued its TA to the LCID, whilst the USDOL project is intended to refocus on other needs. (Interview w USDOL Country project director, September 2020)

<sup>33</sup> Some improvement in capacity by social partners has been achieved through support from the ILM project, including social partners’ engagement in these technical working groups.

<sup>34</sup> Several informants, including social partners as well as donors and NGOs, have pointed out that the TSPC does not receive sufficient political attention by the Government.

<sup>35</sup> Interviews with constituents, July-September 2020.

Despite this, social partners have been noted to feed into and participate more actively in policy dialogue, not least in connection with issues like maternity leave, reducing serious or fatal working accidents, the passing of the LMES and the recently approved revised Labour Act.

In summary, based on the improved capacity, ILO needs to enhance support to constituents (Employers' and Workers' Organisations as well as the TSPC secretariat), and the MoIDLPSHA needs to more proactively ensure that the national tripartite mechanism receives the attention it requires, all in order to address the set-back and create room for a more constructive tri-partite dialogue.

**Outcome 2:** Youth entrepreneurship in Georgia promoted and strengthened through capacity building and institutional strengthening of the GEA and relevant government institutions, with the aim of creating new businesses, strengthening and formalizing existing ones, and involving the private sector through the implementation of responsible business practices.

**Finding # 11:** Outcome 2 is overall behind targets. The ET finds it is not likely to be achieved by the end of 2021. The project has been quite proactive in aiming to deliver against the two outputs, but the context is difficult, partners have limited capacity and the assumptions have not been fulfilled. The outcome indicator on establishing new enterprises by youth is outside the control of the project and not realistic. Progress on implementation of the outputs under this outcome has been badly affected since April 2020 by the COVID-19 pandemic, in particular deliverables such as SIYB and RBC training, awareness raising as well as TA to GEA, HRS and others. The MTE notes that SIYB tools rely extensively on face-to-face communication.

Output 2.1 Technical support provided to EOs and Government bodies to put in place interventions to promote youth entrepreneurship and improve the business climate for the establishment of new businesses by the youth

This output is behind targets, which are found unrealistic and beyond the project's control. (Indicator 2.1.1: 210 new enterprises established by youth across the country in rural and urban areas. 2.1.2: 300 economic units are provided with business development services (BDS) in order to improve performance and or formalization). There is no data available on BDS records or number of enterprises set-up as a result of SIYB training. It is also difficult for the project to track the SIYB target group. Many of the annual targets set out in the M&E matrix are simply not delivered on or at least not reported.

What has been delivered are: Introducing SIYB in Georgia (mapping and action plan) by ILO Geneva; Solid progress in introducing SYIB and establishing a corps of 13 certified SIYB trainers by Intensive Training of Trainers by ILO master trainers in 2019; rolling out Demonstration SIYB in 2019 by GEA, the Regional Agricultural Development Agencies (ARDA), and Georgian Innovation and Technology Agency (GITA) (60 youth trainees). In 2020, a Pilot SIYB (Training of Entrepreneurs) was delivered in Western Georgia (143 trainees).

A master plan for rolling out SIYB by the certified trainers is needed. A loose plan for this exists, but it needs to be agreed with the responsible institutions how this is to be rolled out, and notably how to continue financing it. The project's contact to SIYB trainers also needs to be improved. No follow up and learning sessions have been organised with the group of trainers<sup>36</sup>.

Capacity building and TA has also been provided to the relatively new Youth Agency of Georgia on developing a youth entrepreneurship study and workshops. No research existed until 2020 on youth entrepreneurship in Georgia. Hence, in order to inform the agency and have a solid knowledge base to be able to conduct evidence-based policies and strategies, the project assisted in developing ToR

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<sup>36</sup> Focus Group Session with 8-9 SIYB certified trainers, September 2020. The trainers felt that no support and no follow up by the project had been provided, and they were not sure that they wanted to continue, despite the fact that SIYB was found to be valuable and interesting to trainees. The trainers had no information on post-training follow up and no data on how many trainees might have established businesses.

and funding a study on holistic entrepreneurship ecosystem in Georgia, specifically focused on youth<sup>37</sup>.

An informal inter agency Business Development Service platform and working group is also reported to have been set up by the project, but it is unclear what have been the results or follow up on this.

Output 2.2 Technical support provided to GEA and Human Rights Secretariat (HRS) to implement a strategy to promote Business and Human Rights (BHR) and responsible business conduct (RBC)

While the project has been very active in assisting HRS and GEA to implement such a strategy, the output is behind target. The output indicators include BHR and RBC services by GEA (development & implementation of tools), as well as a toolkit to promote RBC. These are not reported on at the time of this MTE.

Technical support has included:

- TA to HRS on the development of national Human Rights Strategy 2020 – 2023.
- Conducted inter-ministerial training workshops on business, human rights and decent work.
- Conducted workshop on business and human rights for SMEs advisers
- Training of HRS, social partners on BHR and Decent Work

Support has also been delivered to HRS, GEA and several ministries on RBC, as well as support to HRS in developing its BHR action plan. The national Human Rights Strategy (for which HRS is responsible) includes a chapter 25 on Labour Rights. The HRS and the ILO project have jointly developed a concept note on RBC in 2020. This is seen as very relevant and timely support that will feed into future Human Rights Strategy (2020-23)<sup>38</sup>. As for Output 2.1, the RBC /BHR activities have been severely affected by the COVID 19 lock-down.

#### *5.4.2 COVID response*

**Finding # 12:** The project progress has been profoundly affected by the unfolding COVID 19 crisis. This has stalled and postponed capacity building and entrepreneurship support interventions. A great deal of flexibility has been demonstrated, but delays have been unavoidable. The project deserves credit for its flexibility and support particularly to the LCID by providing advice, relevant guidelines, and TA.

COVID 19 has had a profound impact on the context and overall economy. The safety measures taken by the Government to counter spread of the virus since March 2020 obviously also affected the project's ability to deliver on outputs and engage its partners in implementation. A wide range of planned training interventions had to be postponed or cancelled, while other activities and consultations were organised on-line.

All the project partners (constituents and other technical partners) have had their annual working plans affected, for some this has been quite serious. GEA and GTUC have both struggled to inform and communicate with members, affiliates, and enterprises. The lockdown has hit small and medium enterprises profoundly, and it has been challenging to get messages and information about containment and safety measures across to employers and trade union members at enterprise level. GEA informs for example that the project assisted in designing a rapid assessment of the impact and response by businesses to the lock-down in April. Many enterprises had no contingency or business

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<sup>37</sup> The Parliament of Georgia in July 2020 approved a national Youth Concept, which includes entrepreneurial education. ILO, UNFPA, UNIDO and other agencies participated in its development. The Youth Agency is tasked with developing a Youth Strategy 2020-2025 (interview w Youth Agency, July 2020)

<sup>38</sup> Interview w HRS, August 2020

continuity plans. Social Dialogue training has also been much affected, since virtually all training and support in this area still await a gradual reopening of the Georgian economy.

**Labour Inspection:** The project has provided a very well appreciated response and support to LCID and partners on coping with the pandemic. This included translation of a set of published guidelines on response and containment of COVID 19 in workplaces and sub-sectors<sup>39</sup>. It is understood that the LCID and its inspectors integrated and applied these guidelines and ILO's support actively into OSH provisions, thus assuming a critical role in providing recommendations and best practice on COVID 19 as part of their core functions. According to several sources, this has led to enterprises and government institutions acknowledging the role of the Labour Inspection and appreciating its value.

**SIYB:** Having established a pool of certified SIYB trainers (ToT, certification, demonstration training and supervisions etc) in 2018-2019, the roll out of any entrepreneurship training has been put on hold. Pilot SIYB training events were organised in Western Georgia early in 2020. There is of yet no information when this may resume, but the ILO informs that the ILO TC in Turin is in the process of finalising an on-line version of SIYB training (e-learning) which should be ready in 2021.

As a result of the COVID-19 outbreak and its social and economic repercussions, the project anticipates proposing changes in the agreed outputs and their indicators in the project document. The changes would be reflected by the overall national priorities in response to the outcomes of the crisis. This will have to be considered in the overall revision of the project framework as recommended by this MTE.

## 5.5 Gender equality and inclusion of vulnerable groups

### Evaluation Questions

- Have women and men benefited equally from the project activities?
- To what extent did the project design identify and integrate specific targets and indicators to capture: gender equality and non-discrimination concerns?
- To which extent does M&E framework integrate GE and non-discrimination? Gender disaggregated indicators? Did project use ILO Gender Equality, Human Rights Guidelines?
- What effect expected/unexpected) are the interventions likely to have on power relations between women and men and on women empowerment?
- Were the project's political and implementing partners (ILO's constituents and others) aware of ILO's and the project's gender-related objectives? Were they sensitized and trained on gender issues and non-discrimination? An on inclusion of vulnerable groups?
- Did the project effectively communicate its gender-related objectives, results and knowledge?

### Summary of findings:

The ILM project's approach to gender equality is based on formal gender balance rather than substantive change.

The newly-adopted Constitution of Georgia includes Article 11.3, which obliges the state to provide equal rights and opportunities for men and women; to take special measures to ensure the essential (substantive) equality of men and women and to eliminate inequality<sup>40</sup>. Despite this provision as well as other obligations and commitment of Georgia, both domestically and internationally<sup>[2]</sup>, the overall approach to gender issues is often limited to striving to ensure gender balance. Many ILO partners still

<sup>39</sup> Such as Guidelines from European Centre for Disease Control, WHO, and sector guidelines from several countries

<sup>40</sup> <https://matsne.gov.ge/en/document/view/30346?publication=36>

understand gender equality in terms of equal or close to equal number of women in trainings, employment, etc. The notion that men and women might have different needs and might benefit (or not) differently from programmatic interventions is not fully understood. The activities and reporting challenges of the project should be understood in this context.

ILO considers Gender Equality (GE) to be a cross cutting issue and this approach has been reflected in the project design. Targets for indicators of outputs 1.2, 1.3, 2.1 include numerical values to ensure certain gender balance.

**Finding # 13: The project contributes to the development of policy documents and improvement of gender disaggregated data.**

In close collaboration with the MoIDLPSHA, UNWOMEN, Human Rights Secretariat, as well as the social partners the project has been proactive in ensuring that women's economic empowerment and gender equality is addressed and included in the implementation of a range of activities across the project framework. For example, the project collaborated with UN Women in supporting GTUC on the issues of Gender Pay Gap. Georgian Department of Statistics was supported to improve its work on gender disaggregated data.

**Finding #14: Institutional building efforts of several partners include gender-related issues.**

The project conducted numerous trainings for the Labour Conditions Inspection Department (Output 1.2), social partners GEA and CTUC (Output 1.3) and GeoStat (Output 2.1). Trainings were also conducted for future mediators and to encourage sustainable entrepreneurship development. In many cases, workshop evaluation is available, which includes questions on whether "the activity addressed the specific needs of both women and men within the course's sector or theme". The answers to this question range from 2.7 to 4.8 out of possible 5, pointing to the fact that not all workshop/seminars paid sufficient attention to differentiate the needs of men and women. At the same time, it is clear that some effort was made to ensure the participation of women in the activities (in 13 cases there are more women participants, in 8 cases there are more men and in 2 cases the number of male and female participants are equal.). In 10 SYIB trainings there were more women-participants, in some cases there were only women (possibly as a result of collaboration with UN WOMEN), in three of the trainings most participants were men. One of the GEA trainings was specifically on gender issues: "Tackling gender equality challenge in Georgia – the employer's aspect"

The project has funded several people to receive certificates to conduct Participatory Gender Audits, although there is no indication that this knowledge has been utilized by the project or by social partners.

The ILO informs<sup>41</sup> that some amendments to the Labour Code (proposed by the ILO) included provisions for promoting gender equality (such as paternity leave, equal remuneration for work of equal value, a process for establishing a minimum wage). However, some of the proposals were not (fully) included in the adopted amendments, due to opposition from business and different parts of the Government.

Overall, in cooperation with a wide range of government institutions, social partners, UN agencies and other partners the project has been proactive and gender responsive, to the extent possible. Several respondents to this MTE point out, however, that the project has provided little guidance on gender equality and they were not informed that this may be a requirement in implementing interventions.

**Finding # 15 Monitoring framework of the project does not fully integrate gender equality indicators.**

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<sup>41</sup> Information from ILO DWT Support Team and Country Office for Eastern Europe and Central Asia

The monitoring framework of the project mentions ‘gender’ and ‘women’ in the context of indicators for Outputs 1.2, 1.3 and 2.1.. This is done mainly in the form of equal participation of women and men in various trainings and workshops. This approach does not allow the project to measure and monitor progress in terms of benefits accrued to men and women. Data availability is also a major challenge to reporting and tracking. The ILO’s Guidelines on Integrating Gender Equality in Monitoring and Evaluation, and (presumably) Danida’s Human Rights Based Approach and Gender Equality Screening tool were consulted during project design but have not led to mainstreaming of gender equality. It appears that a specific gender analysis was not done, and the output and outcome indicators are not gender inclusive.

## 5.6 Challenges

- Which have been the main contributing and challenging factors towards project’s success in attaining its targets?
- What, if any, unintended results of the project have been identified or perceived?

### **Summary of Findings:**

The initial design of the complex project has been a challenge from the on-set whilst not modifying this is a missed opportunity. The tripartite mechanisms (TSPC) has unfortunately not performed well, with low engagement by the social partners. While the overall legislative framework for a national tripartite dialogue is now in place, and the capacity for social dialogue by the constituents has now been enhanced, more engagement by the sometimes frustrated social partners as well as by the Government will be necessary. It has also been difficult to involve the Danish social partners more actively for technical and resource reasons, including finding a *modus operandi* internally in the ILO.

A structural challenge to the ILO is that there is no official ILO representation in Georgia and in many ways the ILM Project must play the role of representing ILO. Carefully coordination is thus necessary between ILO’s DWT Regional office in Moscow and the ILM Project CTA in terms of feeding into and participating in various UN coordination and programming tasks.

The project team has been creative in responding to a range of requests by the constituents. However, focus and resources have been utilised for areas that are not within the scope of the agreed results framework. The opportunity arising by the MPs in having the ILO supporting development of the draft Labour Reform Act has been a key decisive factor. Positive effects have also been noted from collaborating with non-traditional partner organisations (UNWOMEN), as well as in rolling out SIYB through institutions that were able to provide relevant resources and had access to the market.

### 5.6.1 Challenges and contributions to attaining targets

**Finding # 16:** Not adjusting the project results framework, in particular the targets and indicators beyond the project’s control has been a challenge from the beginning, as well as a missed opportunity, in the opinion of the ET. As pointed out in section 5.4 and 2.2, the ambitious framework design is one of the reasons why the project has had difficulties in reporting on achievements, which are generally at a lower level in the chain of results (activities and outputs) than assumed in the framework. Other challenges are ILO’s reporting format and the incoherence in reporting and utilising the M&E framework and indicators systematically.

**Finding # 17.** As pointed out in section 5.4, progress on improvement of the TSPC has been slow and has not led to a more proactive, inclusive, and better performing national tri-partite committee. This is a question of resources in the TSPC secretariat, but also of attention to this important tri-partite mechanism by Government and social partners. This again raises the question of whether MoIDLPSHA is sufficiently committed to TSPC to improve the national tripartite dialogue. While the overall legislative framework is now in place, more engagement by the sometimes frustrated social partners



as well as by the Government will be necessary. It is appreciated that there is a close collaboration and trust between MoIDLPSHA and the ILO team, which is conducive and goes well beyond the specific deliverables. The project also has good collaboration with the social partners, but more work is needed with all partners to overcome the current challenges. The ILO project will need to pay attention to this and continue to support the constituents on improving the TSPC until end of 2021.

**Finding # 18.** Involvement of Danish social partners<sup>42</sup> was assumed in the DED/project document (and is a specific request by Danida). This is an important element of the Danish Neighbourhood Programme (DANEP). ILO was to seek involving Danish Social partners where relevant, (sharing good practices, peer review, knowledge, experience, and capacity building). This has proven challenging for several reasons. Firstly, resources and priorities have not allowed DI or DATD to engage in supporting the Georgian counterparts, apart from initial contacts and discussion. The ILO has in fact tried to engage them more actively, but it seems to be difficult (also beyond social partners, like training of judges and employment services)<sup>43</sup>. Both GEA and GTUC do have regular contacts to their sister organisations but involving them actively has not materialised in the framework of this ILO project. Secondly, despite the good intentions it has been difficult to agree with the ILO on involving Danish social partners organisations. This is related to the costs (Danish partners will not provide services and advice without compensation) where it seems to be a problem agreeing on a reasonable fee. The ET also notes some hesitation to the arrangement on the part of ILO (ILO ACTRAV and ACTEMP divisions in Geneva have the mandate to assist and advice to Employers' and Workers' Organisations).

The ET further notes that the three key Danish social partners cooperate on a multi-annual global Strategic Partnership Agreement with Danida (the Labour Market Consortium), with strategic interventions in areas truly relevant to this present project. To the knowledge of the ET, DI has provided advice and some support to GEA under this agreement, outside the present ILO project. While TA and capacity building should not be assumed to be provided free of charge by the consortium partners, they nevertheless constitute an important resource concerning the "Danish Model".

A study tour to Denmark was planned in 2019 for the social partners (labour market, social dialogue, and visits to relevant institutions), but this had to be postponed and is now slated for 2021 also due to the Coronavirus.

Mobilisation and involvement of Danish partners (where this is specifically relevant) should receive more attention by the project and ILO for the remainder of the project, where a model for defining relevant services and payment should be agreed on. A lump sum arrangement to cater for the cost of such services could be an option.

**Finding # 19.** A structural challenge to the ILO is that there is no official ILO representation in Georgia. This is obviously a political and diplomatic issue. The implications, however, are noticeable given that the project in many ways must play the role of representing ILO, since the CTA is de facto the only resident official. The ILM project plays a role as coordinating platform between the ILO DWT Support Team and Country Office for Eastern Europe and Central Asia and the UN Country Team in Georgia. The mandate of ILO's Development Cooperation allows the CTA to communicate with all UN agencies on issues related to the project implementation. ILO's DWT Regional office is responsible for all other representation, and engagement, such as in development of the UNSCDF. Carefully coordination is necessary in terms of feeding into and participating in various UN coordination and programming tasks between ILO's DWT Regional office in Moscow and the CTA. One direct implication of the present set-up is how the project team has to balance the requests and opportunities coming from its constituents (see finding # 22 below under unintended effects). Such requests as valid as they may be do divert attention and focus from delivering on the formal project results framework. The ET takes note of this dilemma while its resolution is beyond the mandate of the MTE.

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<sup>42</sup> DI: Association of Danish Industries; Danish Trade Union Development Agency (DATD).

<sup>43</sup> ILO and Danida interviews, September 2020

### 5.6.2 Unintended positive and negative effects

**Finding # 20.** A request was received from a group of members of Parliament to the ILO to provide support to development of new draft labour act in 2019-20. This should have been the role of TSPC, but due to the disagreements between social partners (even in the technical working groups under TSPC, and the low number of formal TSPC meetings), Parliamentarians decided to take the lead on the labour act.<sup>44</sup>

This provided an opportunity and impetus to development of the package and gave ILO unique access to the policy development process. It is the assessment of several respondents that without the initiative by MPs and the unusual fast tracking of the act, it may not have been passed in September 2020.

**Finding # 21.** An issue that has surfaced again and again during the MTE has been the ILO project team's attention to and response to requests by social partners and collaborators that were unplanned for, slightly outside the scope of the defined project framework.

The collaboration with UNWOMEN in 2019-2020 on Gender Pay Gap<sup>45</sup> has also been valuable and unplanned for. A memorandum of understanding has been signed between ILO and UNWOMEN, which has given access and expertise that is outside the scope of ILO's normal line of work. UNWOMEN thus provided TA and training RBC and Social Floor protection, as well as training of the Labour Inspection on sexual harassment and protection at the workplace. It is also intended that UNWOMEN will train women entrepreneurs (Output 2.1). An indirect result of this is can be said to be GTUC's work on developing a methodology on measuring the gender gap at the workplace /with members, which the project supported. This built on the Gender Pay Gap research.

In the same vein, the project has worked with organisations like GITA and ARDA in rolling out the first round of SIYB in 2019 and 2020. GEA and the central ministries had limited experience or capacity to take on this role, so TA was provided to the agencies on introducing SIYB and trainers had to be trained, certified and selected from these other partners<sup>46</sup>. GEA (the designated partner for this) has also been part of this process and nominated several trainers. While this has been positive unintended effects and valuable to the project, it has also been demanding. Several assumptions were made in the project document about some level of capacity existing with GEA and government institutions in entrepreneurship training as well as BDS. These assumptions could not be fulfilled so the ILO project had to work with available resources. This process has cost time and efforts and set back Outcome 2 considerably.

**Finding # 22.** The ET notes and the ILO project team agrees that the frequent requests by social partners and others constitute opportunities for collaboration to provide relevant expertise and engage in valuable policy and social dialogue processes within the mandate of the ILO. However, responding to such requests (like examples quoted above) also imply that focus and resources are utilised for areas that are not within the scope of the agreed results framework and can be difficult to fit under the various outputs. More importantly, seizing such opportunities also mean that planned interventions could not be implemented on time or were simply not undertaken. While requests may be perfectly legitimate and relevant, the agreed overall work plan and results framework need to be fed into systematically if the project is to deliver on all its outputs and contribute to the outcomes. More attention by the ILM project team as well as ILO's DWT regional office needs to be paid to fulfilling and working on targets and deliverables for the remainder of the project. This again points

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<sup>44</sup> ILO also worked with the Parliament of Georgia on amending the 2018 Occupational Health and Safety act

<sup>45</sup> ANALYSIS OF THE GENDER PAY GAP AND GENDER INEQUALITY IN THE LABOUR MARKET IN GEORGIA. UNWOMEN (funded by SDC and AUSAID), March 2020

<sup>46</sup> Information from ILO, and FGD with trainers, interview w GITA, July -September 2020

to the need for adjusting the project design and ensuring a closer guidance from ILO's DWT regional office in Moscow for provision of relevant advice and technical assistance.

## 5.7 Efficiency and Management Arrangements

- Have the available technical and financial resources been adequate to fulfil the project plans? If not, what other kind of resources may have been required?
- How did the management and governance arrangement of the project contribute to the project implementation?
- Has the project created good relationship and cooperation with relevant national and local level government authorities and other relevant stakeholders, including the implementation partners, to achieve the project results?
- Do project partners find the TA support and services by project team reasonable, timely; do they provide value added? What is the added value?
- Has the project received adequate technical and administrative support from the ILO DWT/CO-Moscow, ILO HQ and partners?

### **Summary of Findings:**

The project has been affected by logistic and planning challenges from the onset (recruitment of team and financial management system). Overall, 63 % of the budget has been spent with 61% of resources allocated to implementation of interventions and 39 to staff and operations. It is noted that activities include international and national experts. By far the largest investments in terms of technical assistance has been on Outputs 1.2 and 2.1 (two thirds of all costs allocated to outputs). The project expertise (team and external experts) is well appreciated and regarded as flexible and relevant. The Project Advisory Committee is not found to provide sufficient direction, guidance, and oversight, leaving the project team to seek constant guidance and feedback from constituents.

**Finding # 23.** During the Inception phase and due to initial challenges in recruiting a suitable CTA, ILO's Decent Work Team in Moscow had to assume the role as acting CTA in 2018. This was far from ideal, as the CTA only joined in August 2018. In the Inception phase, broad and useful consultations with constituents and donors took place, introducing the main themes of the project like mediation, SIYB and social dialogue. This initial delay during the inception has affected work plans and implementation.

The entire local project team was recruited by the CTA late 2018. It is noted that the Georgian team members were new to the ILO operating environment and systems. This does not seem to have caused a problem, but there was a certain lead-in time before the project team was fully operational and could engage with the constituents on project implementation. The ILO project team has done its best and been quite proactive in involving constituents and speeding up implementation, but valuable time was lost.

A new ILO financial and resource management system called IRIS was rolled out to Europe and Central Asia Region at the end of 2017<sup>47</sup>. This led to delays in project implementation as funds were not available for use until early March 2018. (ILO rules of operation do not allow for incurring expenses if no specific budget line exists). ILO's Moscow office (ILO DWT/CO), covering Georgia, is thus handing all relevant services in terms of payments, financial management and contracting directly, while the project staff in Tbilisi receive funds against request and budget from the Moscow Office. An

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<sup>47</sup> ILO Enterprise Resource Planning system (Oracle-based, called IRIS). Allows for better control and oversight and supporting output/outcome based budgeting and management (ILO Inception report, August 2018)

administrative/financial officer in ILO/DWT CO is paid 50% of her working time from the project for the services.

### 5.7.1 Overall efficiency

The overall budget for the project as per the contract agreement between Danida and ILO is DKK 19 million for phase I, and 8 million USD for phase II, total of 28 million DKK or 4,298 million USD, based on the current exchange rate of 6.5 DKK = USD (exchange rate fluctuations (DKK/USD) have affected the available budget considerably).

#### Finding # 24

- The overall budget implementation end of October 2020 was at 67 % (either spent or committed as work-in-progress)
- 73 % of the 48 months implementation time has elapsed end October 2020, so the expenditure is slightly behind (not surprisingly, in view of the COVID-19 restrictions)
- Overall, 61% of budget is allocated directly to implementation of the two main outcomes and the 5 outputs, while 39 % is for staff and operational costs.
- The largest investments in consultancy input (national and international), as well as direct costs are for Labour Inspection (Output 1.2) and SIYB/Youth Entrepreneurship development (Output 2.1)

Table 3

<b>Project expenditure per cost category</b>					
<b>USD (as of end October, 2020)</b>	<b>Amount spent (prior years)</b>	<b>Spent + committed Oct. 2020</b>	<b>Available future funds</b>	<b>Total budget</b>	<b>% of overall budget</b>
Outcome 1 (including experts, TA)	415.414	607.445	429.559	1.452.418	34%
Outcome 2 (including experts, TA)	224.430	501.793	433.215	1.159.438	27%
Personnel & operations	368.834	444.807	378.716	1.192.357	28%
Programme support	131.128	202.026	161.394	494.548	12%
<b>Total USD</b>	<b>1.139.806</b>	<b>1.756.071</b>	<b>1.402.884</b>	<b>4.298.761</b>	<b>100%</b>

Source: ILO data, ET's calculations

Most of the cost under outputs are directly for technical assistance (external national and international experts, subcontracts (including the ILO Training Centre in Turin) and other related cost items under each activity (translation, seminars etc).

It is noted that fees for ILO's experts (staff) used for ILS, SIYB training or labour inspection, labour legislation etc. are not charged to the project budget but paid from the ILO programme support cost (11,5% of total budget =494,548 USD (2020)), thus below the threshold allowed by the donor. Costs for travel and per diem of the ILO experts are paid from the project budget, however.

The overall question remains whether the project will be able to spend the remaining funds by the end of 2021, or if ILO and DANEP should consider a no-cost extension into 2022.

### 5.7.2 Efficiency of external technical experts

The project has until October 2020 used 225 days (estimated ) of international consultancy input, distributed as follows:

Table 4

International consultants	Est Days used	Actual cost	Available funds 2020+21
Output 1.1 Support to Legislative reform	38	14.661	63.644
Output 1.2 Support to improved labour laws & ILS compliance	76	29.742	120.114
Output 1.3 Support to constituents, TSPC on Social Dialogue	0	-	18.000
Output 2.1 Support to EOs and govt' institutions to promote youth entrepreneurship	140	54.597	109.303
Output 2.2 Technical Support to GEA and HRS on BHR and RBC	0	0	62.546
<b>Total</b>	<b>255</b>	<b>99.000</b>	<b>373.607</b>

Note: Consultant days are estimated based on average fee of USD 350/day, less 10% for travel & direct costs

Source: ET's estimates based on project's Financial Status report per October 2020

The calculated average fee for international external consultants is at 350 USD/day, which is a low to modest rate on the international market. The average daily rates for national consultants vary considerably from 30-70-200 USD/day.

**Finding # 25.** The ET notes that the available future funds for international consultants 2020-21 (373,607 USD) constitute 74,5 % of the total budget allocation for this item. This is equivalent to approx. 4 man years<sup>48</sup>, based on the same average costs as used above.

By far the largest allocation of technical assistance is for Outputs 1.2 and 2.1. (229,000 USD) of which 75 % is still programmed for 2021<sup>49</sup>. This begs the question whether it is realistic for the ILM project to spend so many international consultant days in just 13 months, the national and direct cost allocations notwithstanding.

It is not possible to assess cost efficiency based on this, but the ET notes that development of an LMIS and Inspection SOPs, guidelines and Monitoring System are relatively costly, as well as adaption, training and of trainers and roll out of SIYB and support to entrepreneurship development. Given the low number of trainees so far on SIYB, the project needs to increase the pace of roll out and the target groups of SIYB as soon as the COVID situation allows.

It is not possible for the ET to determine the specific number of international consultant days based on the available budget details, but it constitutes 15% of the total budget allocation for the two outcomes (excluding ILO internal experts). Other major cost categories are national consultants and subcontracting for training and support in Georgia or in ILO TC Turin.

Based on feedback of the respondents, there is general appreciation of the support and flexibility by the project team as well as the value and technical expertise provided by external consultants as well as ILO experts for technical assistance, training and guidance.

### 5.7.3 Governance structure

The project team in Tbilisi is small, consisting of a CTA, and M&E officer, an administrative assistant and a driver, as well as a financial assistant posted in ILO Moscow. The CTA reports to the Director of the Moscow office.

**Finding # 26.** Formally, the Project Advisory Committee (PAC) (consisting of ILO; GEA, GTUC, Danida, and chaired by the MoIDLPSHA) has as its mandate to “provide advisory guidance for project implementation”. It is supposed to review progress and facilitate implementation through at least two annual meetings. In reality, there has been two meetings only since the start of this project. While the

<sup>48</sup> The budget financial status does not permit to distinguish between per diem and fee, but the bulk of costs is for fees.

<sup>49</sup> If 220 working days per year is taken as norm, 229,000 USD remaining for Outputs 1.2 and 2.1 equals 589 days or 2,5 man years

PAC does receive the formal annual reports and briefings on progress and challenges, its function and character does not serve the purpose of providing meaningful advice and guidance. It appears that the PAC does not make formal decisions on approving work plans, budgets and changes in focus and output delivery.

There is no other more operational supervisory or management body for the project that could provide regular feedback and guidance. This is a challenge because it requires constant interaction and consultation with its constituents. The project team (the CTA in fact) therefore has to show a great deal of flexibility and frequently interact with and report to constituents on plans and implementation and obtain their feedback. The infrequent PAC meetings also imply quite frequent consultations with ILO Moscow and Danida, seeking their guidance and direction.

The MTE notes that in October, 2020, as agreed between the donor and the ILO, a small steering group has been established for the ILM project, consisting of the Senior Specialist in Workers' and Employers' Activities in ILO's DWT Office in Moscow and the CTA. This steering group is intended to monitor progress more closely and develop quarterly implementation plans, as well as balancing requests from constituents in Georgia. The steering group will report to the PAC who in turn is to approve implementation plans.<sup>50</sup>

## 5.8 Impact

### Evaluation questions:

What is the project tangible impact on target groups, systems, institutions? What is the likelihood that the project will have a long-term impact? Which outputs have benefitted women as well as men?

### Summary of findings: The project is unlikely to fully achieve its outcome-level results.

According to the theory of change of the project the overall outcome of the project is supposed to be: "Leading to inclusive market structures that secure the creation of decent work, especially for youth; a flexible, stable labour market with sustainable and competitive enterprise able to compete in the new post-DCFTA environment while generating growth and jobs". This clearly is an ambitious undertaking, which was distributed among two outcomes and five outputs. The challenges of the project design – such as a certain divergence between outcome- and output-level indicators - are considered in a Section 2 of the report, although it should be mentioned here that the design challenges contributed to the difficulties in achieving the results. The disruption caused by the covid-19 pandemic was also a contributing factor.

**Finding# 27:** The most important target of Outcome 1 has been achieved.

The approval of the amendments of the Labour Code and the Law on the Labour Inspectorate by the Parliament of Georgia on the 29<sup>th</sup> of September 2020 marked the achievement of two of the project targets under Outcome 1 (on legal base and on establishment of Labour Inspectorate). This can be considered the most fundamental event for future labour relations in Georgia. The ILM project, backed by ILO experts, provided substantial assistance in preparing the legislation throughout 2019 and 2020. While several donors and partners were involved in the preparation of and support to the Labour Law Reform, there is solid recognition of the ILO as the main contributor to its development<sup>51</sup>. Most of the interventions under the outputs 1.1 and 1.2 were devoted to the legislative amendment.

<sup>50</sup> Information from ILO DWT Support Team and Country Office for Eastern Europe and Central Asia , November 2020

<sup>51</sup> Interviews with UN, ILO DWT Support Team and Country Office for Eastern Europe and Central Asia, MPs, MoDLPSHA, social partners and other informants July-October 2020

Output 1.3 aimed at improving social dialogue and processes and was not fully successful. While a number of seminars improved social dialogue processes, especially in the regions, the effectiveness and improved performance of TSPC has not been achieved. Rather than an institutional issue, this is due to a limited commitment by the Government to a maintaining a national Tripartite Dialogue, as well as a certain reticence by social partners to fully engage in the tripartite process, despite their enhanced capacity.

Targets for Outcome 2 are unlikely to be achieved, even though many SIYB activities/training events took place in 2019 and early 2020.

## 5.9 Sustainability

### Evaluation Questions:

What is the likelihood of sustainability of outcomes? Are the results and benefits likely to be durable?

Are national partners able to continue the project agenda and results after the end of the project (capacity of people and institutions, laws, policies)?

What more should be done to improve sustainability?

What is needed to leave sustainable results in the thematic areas addressed by the project?

To which extent are results of the intervention likely to have a long term, sustainable positive contribution to the SDGs and relevant targets (explicitly or implicitly)?

How can the gaps in sustainability strategy be addressed by the stakeholders?

**Summary of findings:** Sustainability of results are supported by relevant legislation and government commitment. The approval of the amendments of the Labour Code and the Law on the Labour Inspectorate by the Parliament of Georgia on the 29<sup>th</sup> of September will have a positive effect on sustainability of the results achieved by the project. This legislative package enjoys the support of the Government and is expected to be followed by necessary by-laws and regulations.

**Finding # 28:** The approval of the Law on Labour Inspectorate makes project interventions sustainable.

The Labour Conditions Inspection Department will become a separate entity under Public Law as of January 2021. It is expected that the mandate of the organization will increase along with its budget and staffing. This will mean that the work conducted by the project to train the staff of the Department will be sustainable. The Labour Inspectorate recently hired 44 new inspectors, bringing the total number to 60 (some respondents pointed out that the inspectors often leave – perhaps the new situation will stem this process). The Inspectorate has worked on the rules and regulations that are approved at the level of the Government and this will stay in place, providing the sustainability of results.

The project supported the system of dispute mediation and provided certification training. In July 2020, a registry of mediators was approved – appointing 17 mediators for three years. Thus, necessary legislative measures were put in place, although it is still not clear whether the services of the mediators will be used by the interested parties. Overall, the activities of the project related to legislative reform and ILS compliance (Outputs 1.2 and 1.3) are supported by the MoDPLHSA.

**Finding #29:** The support provided to social partners is reflected in their strategic plans, although the effectiveness of TSPC remains under doubt.

The project assists GTUC and GEA to support social dialogue as well as their institutional development. For example, the project conducted seminars on social dialogue in several regions of Georgia which



helped in the institutional building process of GTUC, increasing the number of union members and making the unions stronger. Social dialogue along with the issues of occupational safety has become a part of organizational strategy of both institutions.

Despite some progress, TSPC does not function effectively at the moment. In 2019, only one plenary TSPC meeting was held on November 1st, although much of the activities were moved to the working groups (6 meetings took place). The working group meetings were dedicated to the Labour and Employment National Strategy; Revision of TSPC action plan; OSH issues - technical regulations. The works-plan for 2020-2022 was approved in July 2020. Social partners have pointed out that TSPC was not convened during the lockdown despite the obvious need.

**Finding # 30.** The project is not likely to reach the results of Output 2.1

The project trained 13 people to be SYIB certified trainers. They were able to conduct 2 trainings each in various regions of Georgia before the pandemic. At the moment, it is not clear how this activity will be continued (there is an expectation that this might be done online) or whether and how the trainees (future entrepreneurs) have gotten or will get any funding for their business-plans – there seems to be no systematic follow-up. The trainers seem very committed and their ‘home institutions’ will need to demonstrate how exactly they will be able to use this commitment and knowledge. The capacity of trainers has been improved, but the planned results (e.g. 210 new enterprises established by youth across the country in rural and urban areas) are not likely to be achieved, let alone be sustainable.



## 6 Conclusions and Recommendations

### 6.1 Overall conclusions

The following main conclusions are based on the evaluation findings.

#### 6.1.1 *Relevance and Coherence*

The ILM project is highly relevant to the needs of the constituents and is responsive to the issues of labour right and youth employment.

The project interventions have built upon the achievements of the previous ILO projects as well as the work of international partners. Coordination mechanisms exist among UN partners (e.g. Gender theme group, Youth group) and the MoIDPHLSA leads a donor coordination group. The project was able to widen the pool of partners beyond the 'traditional' institutions. The MTE notes that not all constituents are in agreement with this widening of collaboration partners.

The project has been responsive to emerging needs from partners and proactive to contextual development and opportunities, even going beyond its formal deliverables and indicators. Examples of this: Gender Pay Gap research by UNWOMEN to improve compliance with ILO Convention 100, and support to Advocacy initiatives on Gender Pay Gap by GTUC (output 1.3), Assessment and Rapid Costing of Social Protection Floor (Output 1.1), Capacity building of partners on ILO's MNE declaration (Output 2.2).

#### 6.1.2 *Project Design and Reporting*

The project – designed jointly by ILO experts and Danida team of consultants in 2017 - is ambitious and rather abstract, aiming at medium-long term effects of interventions. In some cases the outcomes and output indicators are beyond the sphere of control of the project - e.g. Output 1.1 (Amendments to the labour code and continued labour law reform), Output 2.1 (210 new enterprises established by youth across the country in rural and urban areas).

The ET notes that in delivering against its overall results framework, the ILO project is hampered by a project design and an ILO reporting and M&E frameworks that are not conducive. The results framework reporting is mainly activity based. The links between indicators and outputs are not used systematically, making documentation of achievements rather difficult, not least since secondary data (at output level) is often not reliable, incomplete, or unavailable. In the dynamic Georgian context, the project has nonetheless done reasonably well in contributing to the loosely defined framework and ambitious indicators, not least in responding to requests and seizing opportunities.

The reporting is annual, in the ILO standardised format, and does not sufficiently utilise the existing M&E system for systematic tracking. Based on the ILO progress reports, the ET finds that in many cases (see annex 7.8) it is difficult to link the activities with indicators. Many of the activities seem relevant for the project, but narratives that qualify the connection between indicators and outputs are often lacking. The incoherence in reporting and activity tracking makes it difficult to assess the validity of activities and the general progress.

The project design (outcome indicators, outputs and their indicators) does not reflect national gender targets and SDG targets and indicators.

#### 6.1.3 *Project Constraints*

Based on frequent request from constituents, the project has sometimes ventured into interventions that were not strictly part of the original work plan and project design. These are relevant and appreciated by partners, while the project framework and M&E system needs to be adjusted, and the interventions need to be well justified in reports. Responding to such requests also implies that focus

and resources are utilised for areas that are not within the scope of the agreed results framework and can be difficult to fit under the various outputs.

The global COVID-19 pandemic of 2020 had a profound impact on the context and overall economy. The lockdown implemented by the Government in March-May 2020 and subsequent online work have affected the project's ability to deliver on outputs and engage its partners in implementation. A wide range of planned training interventions had to be postponed or cancelled, while other activities and consultations could be organised on-line.

#### 6.1.4 Effectiveness and Efficiency

To a certain extent, the project contributed to the overall objective (at meta-level), with the two main outcomes feeding into this:

- **An improved legislative and social dialogue framework is at an advanced stage** with key elements implemented (Labour Inspection Legislation and LMIS in place), Labour Market and Employment Strategy adopted 2019, and not least the new Labour Act, as well as the new law on Labour Inspection, both approved by the Parliament on 29 September 2020. Social dialogue capacity has improved, and social partners have been noted to feed into and participate more actively in policy dialogue and engage in working groups on OSH. Social partners are not yet fully engaging in the national tripartite dialogue. The TSPC functions, but its performance leaves much room for improvement.
- **Positive labour market outcomes (self-employment, entrepreneurship, better wages) as well as improved responsible business conduct** are behind target and are **not likely to be achieved** by end of 2021. The project has been quite proactive in these areas, but the context is difficult, partners have limited capacity and the assumptions have not been fulfilled. This component 2 has in addition been set back substantially by the COVID-19 lockdown.

*Outcome 1* is largely on track at the time of this MTE, with the three outputs contributing to its likely achievement. The project has been instrumental in building capacity and providing technical assistance to Government and social partners towards an improved legislative framework and ILS compliance, with the notable exception of the TSPC, where progress been slow and has not led to a more proactive, inclusive and better performing national tri-partite committee. This is a question of resources in the TSPC secretariat, but also of attention to this important tri-partite mechanism by Government and social partners. While the overall legislative framework is now in place, more engagement by social partners as well as by the Government will be necessary. Based on the improved capacity of the constituents (Employers' and Workers' Organisations as well as the TSPC secretariat), ILO needs to enhance its support to them. MoIDLPSHA also needs to more proactively ensure that the national tripartite mechanism receives the attention it requires, all in order to address the set-back and create room for a more constructive tri-partite dialogue.

*Outcome 2* is overall behind targets. The ET finds it is not likely be achieved by end of 2021. The project has been quite proactive in aiming to deliver against the two outputs, but the context is difficult, partners have limited capacity and the assumptions have not been fulfilled. The outcome indicator on establishing new enterprises by youth is outside the control of the project and not realistic. The deliverables (SIYB and RBC training, awareness raising as well as TA to GEA, HRS and others) have also been set back substantially by COVID-19.

Overall, in cooperation with a wide range of government institutions, social partners, UN agencies and other partners, the project has been gender responsive, to the extent possible. At the same time, the notion that men and women might have different needs and might benefit (or not) differently from programmatic interventions is not fully understood.

Mobilisation and involvement of Danish partners (where this is specifically relevant) should receive more attention by the project and ILO for the remainder of the project, where a model for defining

relevant services and payment should be agreed on. A lump sum arrangement to cater for the cost of such services could be an option.

The project has been proactive in seizing emerging opportunities, such as collaborating with UNWOMEN on the Gender Pay Gap analysis, promoting SIYB through alternative partners, and most importantly, working directly with the legislature on supporting the development of new draft labour act in 2019-20. The ET notes and the ILO project team agrees that the frequent requests by social partners and others constitute opportunities for collaboration to provide relevant expertise and engage in valuable policy and social dialogue processes within the mandate of the ILO. However, the implications are that focus and resources are utilised for areas not within the scope of the agreed results framework that could only be fitted with difficulty under the various outputs. More importantly, seizing such opportunities also mean that planned interventions could not be implemented on time or were simply not undertaken. While requests may be perfectly legitimate and relevant, the agreed overall work plan and results framework need to be fed into systematically if the project is to deliver on all its outputs and contribute to the outcomes.

The overall budget expenditure is slightly behind the time lapsed. 61% of resources have been utilised for the two main outcomes and their five outputs (direct technical assistance, experts, subcontracting, seminars etc) while 39 % is used for ILO staff and operational costs (including the 12% management fee agreed with Danida). Fees for ILO experts are part of this and not charged to the outputs. The question remains whether the project will be able to spend the remaining funds in just 13 months, or if ILO and DANEP should consider a no-cost extension into 2022.

The ILM project governance structure has not worked well, as the PAC has not sufficiently assumed its supervisory and guiding responsibilities. A small steering group has been established between ILO DWT office in Moscow and the CTA to ensure closer monitoring and planning in line with the project's mandate, ILO's role and capacities and wider mandate.

#### *6.1.5 Impact and Sustainability*

The approval of the amendments of the Labour Code and the Law on the Labour Inspectorate by the Parliament of Georgia on the 29<sup>th</sup> of September 2020 has marked the achievement of two of the targets of Outcome 1 of the project (on legal base and on establishment of Labour Inspectorate). This can be considered the most fundamental event for the future of the labour relations in Georgia. The project assisted in some aspects of the legislation, although it would be a mistake to fully attribute this success to the project, as many partners were involved in the preparation and adoption of the legislative package.

While the project has prepared a number of trainers for SYIB, it is not clear at the moment how the results of Output 2.1 will be reached and especially if they will be sustainable in the future, in the absence of a training plan and a clear commitment from the 'home institutions' of the trainers. To this needs to be added the challenges in linking the SIYB trainees as potential entrepreneurs to the existing Business Development Services and credit facilities.

The COVID pandemic has slowed down implementation plans considerably in 2020, impeding the project from being more proactive and notably stalled support to and further roll of SIYB and RBC.

## 6.2 Recommendations

#	Recommendation	Notes/Background
1.	<b>ILO and DANIDA should consider a no-cost extension</b> of the project into 2022 so that it is enabled to meet the targets and expenditure plan	In view of the delays due to COVID 19 and the available funds to be spent in 2021
2.	<b>Strategic Fit &amp; Project Design</b> The ILO team should conduct a workshop with the core constituents and partners on redesign of project results framework – making targets and indicators at output and outcome level more realistic (resources and time). In particular for outputs 1.3, 2.1 & 2.2. In so doing, the indicators should be made more gender responsive and go beyond numbers (see recommendation # 4). Additionally, ILO and the constituents should explore further technical assistance on building the capacity of employment services.	This would require an external facilitator/specialist in RBM with knowledge about ILO
3.	<b>Involvement of Danish partners:</b> The project, support by Danida, should increase its efforts mobilise and involve Danish social partners more directly. A lump sum budget could be considered for such services.	There is considerable interest for this from social partners (not only GEA). ILO Moscow also needs to consider this is a priority area for the donor. The ET appreciates that there are resource limitations in the Danish partners
<b>Gender equality : Go beyond numbers</b>		
4.	The ILO project should be more focused on substance, work more w/UN WOMEN, and involve ILO HO Experts and materials, aiming to become more gender responsive. The project trained and certified several persons (GEA, GTUC e.g. in Participatory Gender Auditing ) – these should be used as advisers	The ILO gender experts in Geneva could also be mobilised to provide advice and input
<b>SIYB</b>		
5.	ILO needs to ensure <b>systematic follow up on entrepreneurs</b> and particularly linking them to other services. The project, in cooperation with the relevant partners, should ensure that the relevant services are informed of the SIYB training and potential entrepreneurs	Access to Credit is a key element, as well as Business Development Services
6.	A <b>master plan</b> for rolling out SIYB needs to be developed with the implementing organisations – consider converting to on-line	
7.	The ILO project needs to <b>improve contact to SIYB trainers</b> , or the pool of trainers may be lost	
<b>Project Advisory Committee</b>		
8.	ILO and MoIDPHLSA should ensure that more frequent PAC meetings are organised to provide better guidance and oversight of the project.	Annual reports from ILO are insufficient as monitoring tool for the PAC. More frequent consultations with the project

#	Recommendation	Notes/Background
		team and core constituents and partners (recommendation 12) would also improve the PAC meetings
	<b>TSPC</b>	
9.	ILO should intensify TA to the TSPC secretariat, to ensure the Tripartite body becomes more proactive and inclusive. Its performance and cooperation with social partners is a cause for concern.	Thematic working groups under TSPC are useful, but the number of TSPC meetings is insufficient - at least two per year should be a minimum.
10.	ILO needs to enhance support to constituents to address the set-back in TSPC and create room for a more constructive tri-partite dialogue.	
11.	The Government should allocate minimum human and financial resources to the MoIDPHLSA department responsible for labour market & TSPC to enhance its capacity to handle the multiple requirements	
	<b>ILO Project team</b>	
12.	<b>More frequent progress and feedback meetings with constituents</b> The ILO team should organize quarterly status and feedback meeting with the constituents and other important partners such as GITA and HSOJ, to ensure the partners understand and provide feedback to progress, can suggest changes and request adjustments, and the project able to adjust and adapt its implementation.	The ILO Team is found to be quite proactive and communicative. There is still a need to formalise this and ensure regular feedback and coordination with its partners. This would also create better ownership
13.	<b>The project should refocus on its core mandate and defined Results Framework</b> , to ensure the outputs are in focus, delivering as much technical support, training and advice as possible within the indicators defined (cf Recom. # 2)	The establishment of a Steering group with ILO's office in Moscow and the CTA should for a large part ensure that the ILM project remains in focus
14.	<b>ILO Team capacity &amp; reporting</b> The project team should strengthen its internal capacity in Results Based Management to capture Reporting on Results, not on activities.	The weak linkages between tracking, the narrative reporting and M&E is a problem.
15.	<b>Reorganize project reports</b> The Project should reorganise its reporting. Linking actual achievement directly to the indicators under each output, and base this on the M&E system and activity tracking.	A cumulative M&E system instead of year-on-year would be a key element in this to demonstrate overall progress.

## 7 Annexes

Appendix 7.1 Evaluation Work Plan

Appendix 7.2 List of Informants

Appendix 7.3 List of documents reviewed

Appendix 7.4 Evaluation Matrix

Appendix 7.5 Assessment of reporting against indicators and targets (Project Results Framework)

Appendix 7.6 Terms of Reference

## Appendix 7.1 Evaluation Work Plan

	July	Aug			Sept				Oct				
		3-14	17-21	24-28	31-4	7-11	14-18	21-25	28-02	5-9	12-16	19-23	26-30
Review available documentation													
On line interviews GEO social partners, ILO Tbilisi, Intl. partners etc													
<b>Documents reviewed and all interviews undertaken</b>													
Analyse collected data													
Organise workshop on-line with constituents - present preliminary findings													
Drafting report													
<b>Submission draft report</b>													
Comments by ILO, constituents, Danida to MTR Report													
<b>Submission final report</b>													

## Annex 7.2 LIST OF INFORMANTS

UN and international donors/INGOs						
	Org	Name	Title	Gender	Date interviewed	mail
1	UNWOMEN	Mrs Mehjabeen Alarakhia	Programme Specialist Women's Economic Empowerment)	F	7 August	mehjabeen.alarakhia@unwomen.org
2	UNIDO	Mr Georgi Todua	National Project Coordinator, UNIDO Focal Point	M	17 August	g.todua@unido.org
3	UNFPA	Mrs Natalia Zakareishvili, MD, MPH	Programme Analyst/HIV	F	27 August	zakareishvili@unfpa.org
4	EU/EEAS	Ms Jurate Juodsnukyte		F	26 August	Jurate.JUODSNUKYTE@eeas.europa.eu
5	EU/EEAS	Ms Nino Samvelidze	Programme Manager Digital, Youth, Culture, M&E, EaP European School	F	31 August	Nino.SAMVELIDZE@eeas.europa.eu
5	FES	Mr Felix Hett	FES representative, Georgia	M	13 August	felix.hett@fesgeo.ge
6	Danida	Ms Lotte Mindedal	Sr. adviser, Danida, DANEP secretariat	F	17 August	lotmin@um.dk
7	ILO	Mr Kinan Albahnasi	CTA, Inclusive Labour Markets for job creation	M	27 July, 07 Sept	albahnasi@ilo.org
8	ILO	Ms Kheladze Tamar	M&E officer, Inclusive Labour Markets for job creation	F	27 July, 07 Sept	kheladze@ilo.org
9	ILO Moscow	Mr Lejo Sibbels	Sr ILS adviser, former CTA in Georgia	M	09 Sept.	sibbel@ilo.org
10	IMPAQ/USDOL	Ms Elza Jgerenaia	IMPAQT – USDOL project	F	17 Sept.	ejgerenaia.ctr@impactint.com
11	ILO Moscow	Ms Olga Koualeva	Director of ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia	F	23 October	mailto:koulaeva@ilo.org
12	ILO Moscow	Mr. Gocha Aleksandria	Senior Specialist in Workers' Activities	M	21 October	aleksandria@ilo.org
13	ILO Moscow	Mr. Vladimir Curovic-	Senior Specialist in Employers' Activities	M	21 October	



Government Partners					
	Name	Organization, Post	Gender	Date	email
14	Ms. Lika Klimiashvili	Secretariat of TSPC, Ministry of Labor, Head of Division of Labor and Employment Policy and Labor Disputes	F	21.07	<a href="mailto:lklimiashvili@moh.gov.ge">lklimiashvili@moh.gov.ge</a>
15	Ms. Kristine Kapanadze	Youth Agency, Deputy Head	F	22.07	kristina.kapanadze@gmail.com
16	Mr. Kartlos Karumidze	Youth Agency, Head of Research and Analysis Department	M	22.07	kkarumidze@gmail.com
17	Ms. Nino Mikhanashvili	Youth Agency, Head of International Department	F	22.07	nino.mikhanashvili@gmail.com
18	Ms. Tamar Gavasheli	Director, Livelihood Agency	F	03.08	<a href="mailto:t.gavasheli@livelihood.gov.ge">t.gavasheli@livelihood.gov.ge</a>
19	Mr. Vasil Tsakadze	Head of Department of Social Statistics	M	05.08	vtsakadze@geostat.ge
20	Ms. Irma Gvilava	Head of Division of Labor Statistics	F	05.08	<a href="mailto:igvilava@geostat.ge">igvilava@geostat.ge</a>
21	Mr. Beka Peradze	Head of Labor Inspection Department	M	06.08	<a href="mailto:bperadze@moh.gov.ge">bperadze@moh.gov.ge</a>
22	Ms. Shorena Kubaneishvili	Main Specialist of the Division for Monitoring and Oversight	F	06.08	shkubaneishvili@moh.gov.ge
23	Ms. Lela Akiashvili	Adviser to the Prime Minister on Human Rights and Gender Equality- Human Rights Secretariat	F	10.08	<a href="mailto:lakiashvili@gov.ge">lakiashvili@gov.ge</a>
24	Ms. Meriko Kajaia	Specialist, Human Rights Secretariat	F	10.08	<a href="mailto:mkajaia@gov.ge">mkajaia@gov.ge</a>
25	MP, Dmitri Tskitishvili	Member of Parliament of Georgia	M	09.09	dimitrits@parliament.ge
26	Ms. Tamuna Barkalaya	Deputy Minister, MOiDPLHSA	F	14.09	<a href="mailto:tbarkalaia@moh.gov.ge">tbarkalaia@moh.gov.ge</a>
27	Mr. Avtandil Kasradze	Chairman, Georgia's Innovation and Technology Agency (GITA)	M	23.07	<a href="mailto:akasradze@gita.gov.ge">akasradze@gita.gov.ge</a>
28	Ms. Mariam Lashkhi	GITA, Deputy Chair	F	23.07	Mlashkhi@gita.gov.ge
30	Ms. Aniko Parjiani	Head of Sector for Analysis and International Affairs, HSOJ	F	24.07	<a href="mailto:aparjiani@hsoj.ge">aparjiani@hsoj.ge</a>

Social Partners					
	Name	Organization, Post	Gen-der	Date	email
31	Ms. Raisa Liparteliani,	Vice-President, Georgian Trade Unions Confederation (GTUC)-	F	03-08-20	rliparteliani@yahoo.com
32	Mr. Lasha Labadze,	Executive Director, Georgian Employers Association (GEA)-	M	22-07-20	employer@employer.ge
33	Elene Makharashvili,	GEA Department of International Relations and Projects	F	22-07-20	international@employer.ge

Other Partners					
	Name	Organization, Post	Gender	Date	email
34	Mr. Irakli Kandashvili	Georgian Bar Association and Mediators Association	M	30.07	<a href="mailto:iraklikandashvili@gmail.com">iraklikandashvili@gmail.com</a>

SIYB Trainers: Meeting/focus group discussion (held 17 September 2020)				
	Name	Surname	Gender	Mail
35	Teona	Babunashvili	F	<a href="mailto:tbabunashvili@enterprise.gov.ge">tbabunashvili@enterprise.gov.ge</a>
36	Tamar	Japaridze	F	<a href="mailto:tjaparidze@enterprise.gov.ge">tjaparidze@enterprise.gov.ge</a>
37	Tornike	Jobava	M	<a href="mailto:tornikejobava@gmail.com">tornikejobava@gmail.com</a>
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39	Sophia	Samadashvili	F	<a href="mailto:Sophiasamadashvili@gmail.com">Sophiasamadashvili@gmail.com</a>
40	Mariam	Chachua	F	<a href="mailto:m.chachua@iset.ge">m.chachua@iset.ge</a>
41	Ketevan	Latsabidze	F	<a href="mailto:ketevan.latsabidze@apma.ge">ketevan.latsabidze@apma.ge</a>
42	Giorgi	Tsagareishvili	M	<a href="mailto:Giorgi.tsagareishvili@apma.ge">Giorgi.tsagareishvili@apma.ge</a>
43	Otar	Absandze	M	<a href="mailto:otaridi07@gmail.com">otaridi07@gmail.com</a>

### **Appendix 7.3 List of documents reviewed**

#### Project-related documents

1. Development Engagement Document (Project document), signed by ILO and the Danish Ministry of Foreign Affairs, Nov. 2017
2. Project Inception Report
3. First Progress Report
4. Second Progress Report

#### Laws and other Government Documents

5. A Law of Georgia on Labour Safety
6. The National Strategy for Labour and Employment 2019-2023
7. Georgian National Youth Policy Concept 2020-2030
8. National Strategy for the Protection of Human Rights 2014-2020
9. Georgia's National Action Plan for Human Rights (2018-2020)
10. Human Rights Action Plan, Annual Report 2019
11. Voluntary National Review Georgia 2020
12. Annual Report of the Labour Inspection Department, 2019
13. TSPC Work-plan 2018-2019 (in Georgian)
14. Georgia's SDG Nationalization Matrix

#### DANIDA-related documents

15. Strategic Framework for the Danish Neighborhood Program 2017-2021
16. Danish Support to Civil Society: A Monitoring and Evaluation Framework to demonstrate Results, and related synthesis papers, MFA, 2017
17. Desk review of Danish CSO summary results frameworks, MFA 2019
18. Recent review of innovation funds
19. CSOs' annual reporting (who to do what)
20. Civil Society Policy 2014
21. Danida evaluation guidelines (2018)
22. 2019 desk review of Danish CSOs' results

#### UN Documents

23. Analysis of the Gender Pay Gap and Gender Inequality in the Labour Market in Georgia, UN WOMEN, 2020
24. UNPSD Georgia
25. UNSDF 2021-2025
26. ILO evaluation guidelines

#### Other Partners' Documents

27. Beltadze, P. Social Dialogue in Georgia. 2020, Friedrich Ebert Stiftung
28. Youth Policy Implementation at the Local Level: Imereti and Tbilisi. 2020, Friedrich Ebert Stiftung
29. Association Agenda between EU and Georgia 2017-2020
30. OECD-DAC standard criteria for evaluations including quality standards (2019)



## Appendix 7.4 Evaluation Matrix

	Evaluation questions	Answers
<b>A</b>	<b>Relevance and validity of design</b>	
<b>1</b>	Was the project relevant to the related government's strategy, policies and plans, the Country Programme Outcomes for Georgia, DANEP objectives, UNSDCF and SDGs? Was the project relevant to the needs of young people?  Sub-question: How has the project contributed to changes in any of the strategies, legislation?	
<b>1a</b>	Does the project align with national gender-related goals? If yes, how?	
<b>2</b>	How well has the project complemented and fitted other organizations' programmes and projects? Other UN?	
<b>3</b>	To what extent did the project design identify and integrate specific targets and indicators to capture: i. International labour standards? ii. Social dialogue? <b>iii. Issues of gender equality and different needs of women and men?</b>	
<b>4</b>	To what extent did the project design identify and integrate specific targets and indicators to capture: gender equality and non-discrimination concerns?  Sub-question: To which extent does M&E framework integrate GE and non-discrimination? Gender disaggregated indicators? Did project use ILO GE, Human Rights Guidelines? Was a GE analysis done? Do M&E indicators align w ILO standards? What were the results of ILO Gender Audit Facilitator certification course (2018)? Have the trained facilitators been used for gender audits? Are they actively engaged in gender issues by the project?	
<b>5</b>	Were the indicators designed and used in a manner that they enabled reporting on progress under specific SGD targets and indicators?	
<b>6</b>	To what extent did the project strategies, within their overall scope, remain flexible and responsive to emerging concerns with regards to: i. Providing support on issues related to the spread of Covid-19 pandemic Sub-question: How well did project respond to requests from MoLSHA, social partners for specific support?	
<b>7</b>	Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets? Sub-question: Review of DED, progress reports, M&E framework; What baselines existed, based on previous ILO implemented projects? Does project follow DED Results Framework design, and does it systematically report against them?	
<b>7a</b>	Did the project design consider a gender dimension of planned interventions? Which activities specifically aim to promote gender equality and inclusion of vulnerable groups?	
<b>8</b>	Any recommended changes in project set-up, design (ILO, DANEP) to respond to changes in context, policies or request by stakeholders?	

	Evaluation questions	Answers
<b>B</b>	<b>Coherence</b>	
9	Were synergies created during implementation of the project with other interventions?	
10	Was the project coherent with other ILO activities or led by other organizations and/or partners?	
11	What kind of a roadmap ILO could adapt in the future with project partners and national organizations?	
<b>C</b>	<b>Effectiveness</b>	
7	To what extent has the project achieved and/or is expected to achieve their objectives in terms of stated targets?  Sub-question: Are there any targets that are not likely to be achieved? Why? What likely impact did the lock-down and subsequent measure have on the achievement of the targets?	
8	Has this been done through the planned outputs or new ones have been included? why and how effective have they been?  Sub-question: Has the project been able to contribute to its RFW (outputs, targets and outcome indicators) How effective has the SYIB and Youth component been to NEET Youth and women? What instruments are used to measure this? Did the GEA and Govt employment service Which relevant services do they provide to job seekers? Skills matching ? Any tracking of # of new SMEs started by young entrepreneurs?	
9	Level of pre- and post-training support to participants – what is the success rate ?  Sub-question: What documentation exists on participants becoming self-employed or employed? What skills are imparted ?	
10	To what extent has the project contributed (or not) to the identified SDGs and related targets? Sub-question: Are project indicators relevant to the indicators included in the SDG Matrix by the GoG.	
11	To what extent have results been monitored and reported in terms of their contribution to specific SDGs and targets (explicitly or implicitly)?	
12	Within its overall objectives and strategies, what specific measures were taken by the project to address cross-cutting issues relating to: i. Gender equality and non-discrimination? ii. International labour standards? iii. Social dialogue?  Sub-question: Are project indicators relevant to the indicators included in the SDG Matrix by the GoG. Has the project been able to contribute to its RFW (outputs, targets and outcome indicators) - specifically to address the i ,ii, iii issues ?	
13	Have women and men benefited equally from the project activities? Sub-question: Review to which extent outputs 1.2, 1.3, 2.1 (SIYB) have integrated GE? What have been the results of the interventions, and are they addressing needs of both sexes adequately? Were any analyses /baselines done to ensure this? Any results of Gender Audit training?	

	Evaluation questions	Answers
13a	What effects (expected/unexpected) are the interventions likely to have on power relations between women and men, and on women's empowerment?	
14	What, if any, unintended results of the project have been identified or perceived?  Sub-question: <i>Unintended positive or negative results? As seen by key project stakeholders/partners ?</i>	
14a	Were the project's political and implementing partners (ILO's constituents and others) aware of ILO's and the project's gender-related objectives? Were they sensitized and trained on gender issues and non-discrimination? <b>An on inclusion of vulnerable groups?</b>	
15	Which have been the main contributing and challenging factors towards project's success in attaining its targets?	
16	What are the main lessons learned and good practices identified, suitable for scaling up?	
<b>C</b>	<b>Efficiency and management arrangements</b>	
17	How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?  Sub-question: <i>Have the project funds been utilised in a cost-efficient manner? (i.e. unit costs, overhead by ILO, costs of management and ILO Turin training etc)</i>	
18	To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why yes and why not?	
19	Have the available technical and financial resources been adequate to fulfil the project plans? If not, what other kind of resources may have been required?	
20	Assess how the management and governance arrangement of the project contributed to the project implementation	
20a	Does the project have an M&E system in place that collects sex-disaggregated data and monitors gender-related results?	
20b	Did the project effectively communicate its gender-related objectives, results and knowledge?	
21	Has the project created good relationship and cooperation with relevant national and local level government authorities and other relevant stakeholders, including the implementation partners, to achieve the project results?  Sub-question: <i>Do project partners find the TA support and services by project team reasonable, timely, do they provide value added? What is the added value?</i>	
22	Has the project received adequate technical and administrative support from the ILO DWT/CO-Moscow, ILO HQ and partners?  Sub-question: <i>Did MoHLS provide relevant in kind contribution? Cooperation w TSPC; GEA, GTUC and Labour Inspection?</i> <b>Was technical backstopping sought and received from ILO gender specialists when needed?</b>	
<b>D</b>	<b>Impact</b>	
23	What is the project tangible impact on target groups, systems, institutions? What is the likelihood that the project will have a long-term impact?	

	Evaluation questions	Answers
	Sub-question: <i>At outcome indicator level, what are the documented changes in engagement in social dialogue by project partners, improved Labour Inspection system, functioning of TSPC, improved skills by entrepreneurs, success rate of new SMEs etc.</i>	
24	Which outputs have benefitted women as well as men ? What can be said about the effects of these outputs on men and women?	
E	<b>Sustainability</b>	
25	What is the likelihood of sustainability of outcomes? Are the results and benefits likely to be durable? Sub-question: <i>Are specific elements, systems, results replicable, can they be continued by partners?</i>	
26	Are national partners able to continue the project agenda and results after the end of the project (capacity of people and institutions, laws, policies)? Sub-question: <i>Are specific elements, systems, results replicable, can they be continued by partners?</i>	
27	What more should be done to improve sustainability? What is needed to leave sustainable results in the particular thematic areas addressed by the project?  Sub-question: <i>What do project partners consider the project should work on to deliver sustainable specific results?</i>	
28	To which extent are results of the intervention likely to have a long term, sustainable positive contribution to the SDGs and relevant targets (explicitly or implicitly)?	
29	Identify and discuss gaps in the sustainability strategy. How can these gaps be addressed by the stakeholders?	



## Appendix 7.5 Assessment of reporting against indicators and targets (Project Results Framework)

Notes: In the column “Reported achievements 2020” in the results framework below, the MTE team has used the following legend to describe the connection between activities carried out and their contribution to indicators and outputs (The same exercise was carried out for the outcomes to assess reported milestones and their connection to indicators)

1. There is a clear and tangible connection between the activity, the connected indicator and the output
2. The activity or milestone is within the framework of “inclusive labour markets for job creation” but how the activity or milestone in a tangible way contributes to the indicator is unclear. It may contribute to the **output**.
3. How the activity or milestone contributes directly to “inclusive labour markets for job creation” is unclear and the activity or milestone does not, in a tangible way, contribute to the indicator.
4. Inconsistencies in reporting – e.g. activity not listed in activity tracking table (ATT), activity reported as connected to different indicators in different documents or contrasting achievements in ATT and progress reports, no narrative description of activity in progress reports, indicators have been altered, baselines or targets have been altered etc.

Each activity can have more than one legend as some activities are reported as contributing to more than one indicator.

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
<b>Project Objective: 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</b>			
	<ul style="list-style-type: none"> <li>Improved legislative and social dialogue framework (a. labour law harmonised w ILS b) improved business compliance systems c) improved functioning of TSPC and regional tripartite mechanisms</li> <li>Improved responsible business conduct (RBC) among Georgian businesses</li> <li>Positive labour market outcomes (wage and self-employment, earnings, or activation) for young beneficiaries in target areas compared to adults, disaggregated by gender</li> </ul>	(Not repeated here as these are quite comprehensive – cf Development Engagement Document DED)	(Not repeated here as these are quite comprehensive – cf Development Engagement Document DED)

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
<b>Outcome 1 Regulatory labour market institutions ensure improved enforcement and respect for labour laws and international labour standards.</b>			
	<p>(DED &amp; project monitoring framework)</p> <p>i) Quality of legislative and institutional reform</p> <p>Progress report</p> <p>i) Labour law reform</p> <p>ii) Labour inspection system established and functioning well</p> <p>iii) Labour dispute resolution through mediation</p> <p>iv) TSPC strategic plan</p>	<p>Milestone reporting on outcomes from PR2:</p> <p><b>General comments:</b> The outcome reporting in the PR and the indicators listed do not match the indicator listed in the DED. Reporting on the outcome indicator from the DED has not been done. It is acknowledged that, the original outcome indicator from the DED is difficult to report on. As a whole, the milestones reported on contribute to the altered indicators, however these indicators are formulated more as targets making them easier to report on. For indicator iii) and iv) the milestones are activities – progress towards targets is unclear.</p> <p>i) The National Labour Market and Employment Strategy has been adopted by the government.</p> <p>Indicator has been changed</p> <p>ii) Labour Inspection Management System (LIMS) prototype developed.</p>	<ul style="list-style-type: none"> <li>• The legal base for enforcing labour legislation is adopted in line with ILO recommendations</li> <li>• Labour Inspectorate has been established in conformity with relevant ILO standards</li> <li>• At least 50% success rate in the mediation of collective labour disputes per year</li> <li>• At least 70% of the agenda items of the TSPC Strategic Plan implemented</li> </ul>

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
		<p>Indicator has been changed</p> <p>Labour Inspection Plan developed and utilized by the inspectorate.</p> <p>Indicator has been changed</p> <p>Comprehensive capacity building programme of the inspection started.</p> <p>Indicator has been changed</p> <p>iii) Capacity-building activities on labour dispute prevention and resolution mechanisms of social partners. Connected to indicator, but milestone is an activity and contribution to end target is unclear. Indicator has been changed</p> <p>iv) Capacity-building activities in Social Dialogue Connected to indicator, but milestone is an activity and contribution to end target is unclear. Indicator has been changed</p>	
<b>Output 1.1 Support provided for legislative reform (MOLSHA, TSPC)</b>	i) The legal base for enforcing labour legislation as per ILO recommendation is adopted	<p><i>General comments: In general activities contribute to indicators and output. However, the reporting</i></p>	Adoption of legislative reforms (Labour Inspection, OSH)

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
	ii) Amendments to the labour code and continued labour law reform iii) Adoption of the labour inspection related legislative package currently being considered, including OSH law	<p><i>is unclear /unsystematic: e.g. the ATT lists an activity that is exactly the same as the indicator.</i></p> <p><b>Activities</b></p> <p>1.National Labour Market and Employment Strategy developed 1.ii</p> <p>2. Development of the initial strategy to contribute to improving the overall working conditions 1.ii</p> <p>3. Rapid assessment and costing analysis. 1.i</p> <p>4.Need for technical assistance to support State Employment Service Agency assessed. 2. Indicator? 4.</p> <p>5. Adoption of the labour inspection related legislative package 1. Same as indicator? 4.</p> <p>Labour law reform incomplete Labour Inspection and OSH laws still to be adopted</p>	Review of Impact of legislative reform undertaken

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
<b>Output 1.2 Support provided for improved labour laws and ILS compliance (MOLSHA, GEA, GTUC, TSPC, HSoJ)</b>	i) Legal basis for labour inspection has been adopted ii) Management system of the inspectorate has been developed and is operational iii) Number of interventions/inspections undertaken is approaching the minimum recommended 5 % of enterprises iv) Improved understanding amongst relevant actors concerning Georgian labour legislation and the judicial use of International Labour Standards v) Official roster of mediators approved vi) Percentage of success rate in mediation of collective labour disputes # of trainings of mediators # of mediators trained # of mediators on the roster # of employers and workers trained	<p><b>General comments:</b> The output has 10 indicators, making reporting difficult and rather confusing. Indicator 1,5 and 6 have no activities attached. Some activities are formulated as results e.g. activity 6. Activities in ATT and annual reports are not aligned in all cases.</p> <p><b>Activities</b></p> <p>1.Developed complete assignment description and terms of reference for hiring two consultants  <b>2. Indicator?</b>  <b>4.Not described in ATT</b></p> <p>2.Building national capacity (22 roster mediators) on alternative dispute resolutions through labour mediation.  <b>1. vii, viii, ix, x</b></p> <p>3. Discussions on establishing a labour mediation division in the ministry and to increase the number of roster mediators.  <b>2. Indicator? ix?</b>  <b>4. Not in ATT</b></p> <p>4. Training for Assistant Judges.  <b>1.iv</b></p>	iii) Increase in number of enterprise inspections iv) Increased % of judges trained (gender balanced) iv) 20 additional legal practitioners trained <b>v) Improved frequency in the use of mediation</b> vi) Success rate in mediation maintained at stable level

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
		<p>5. Participation in the ILO Participatory gender Audit.</p> <p>1.X</p> <p>6. Increased number of inspection visits of enterprises</p> <p>1.vi</p> <p>4. Not in ATT. Seems like a result</p> <p>7. Developed Labour Inspection Management System (LIMS) prototype</p> <p>1.ii</p> <p>2.iii</p> <p>8. Developed the Standards Operating Procedures (SOP)</p> <p>1.ii</p> <p>9. Developed national capacity on collecting data and reporting on occupational accidents and diseases.</p> <p>2.ii</p> <p>10. Academy on Workplace Compliance through Labour Inspection.</p> <p>2.ii</p> <p>11. The project translated seventy-seven OSH checklists into Georgian</p> <p>2.Indicator? Link to ATT and reporting not clear</p>	

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
		<p>12. Comprehensive capacity building programme has been designed for labour Inspection 2.ii</p> <p>13. Supported the development of the national OSH accreditation system 1. ii</p> <p>14. Strengthened the organizational capacity of GEA in OSH by supporting EOSH ToT certification to its members 1. X</p> <p>15. Supported GEA to organize a workshop to present employers' position paper on the labour safety law and its implementation. 2.X</p> <p>16. Twelve mediators (8 women and 4 men) have been assessed and certified by ITCILO as mediators. 1. v</p> <p>17. Training of judges in Covid-19 1. iv</p> <p>18. Awareness raising on Covid-19 2.iii</p> <p>19.Supported development of Covid-19 guide</p>	

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
		<p>2.X</p> <p>20. Cycle of webinars on OSH Management during Covid-19</p> <p>1. X</p> <p>21. Capacity building session on LIMS for LCID staff.</p> <p>4.</p> <p>2.ii</p> <p>22.Public awareness campaign for labour inspection activities.</p> <p>2.iii Not clear to which indicator this activity relates. Started March 2020, therefore not reported yet.</p> <p>23.Questions bank on national legislation for the Health and safety specialists Examination.</p> <p>2.iii</p> <p>4. Not clear to which indicator this relates</p>	
<b>Output 1.3 Support provided to constituents, including members of the TSPC, to improve social dialogue institutions and processes (MOLSHA, GEA, GTUC, TSPC)</b>	<p>i) Effectively functioning TSPC</p> <p>i) # of frequency of meetings of the TSPC and its working groups</p> <p>ii) Percentage of implementation of agenda items in the bi-annual strategic plan of the TSPC</p> <p>iii) # of legislative, policy and other documents adopted/amended based on TSPC decisions/recommendations</p> <p>iv) # of regional social dialogue institutions established</p>	<p><b>General comments:</b> The activities are not matched with indicators; the activities seem relevant but how they contribute to the indicators is not clear from the reporting. There seem to be no activities connected to indicators 1 and 3.</p> <p><b>Activities</b></p> <p>1.Workshops on social dialogue and labour relations (2019&amp;2020)</p>	<p>i) TSPC Strategic Plan for 2022-2023 adopted</p> <p>ii) 70% of agenda items in TSPC Strategic Plan for 2020-2021 implemented</p> <p>iv) Y 2020: One regional social dialogue institution established</p>



Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
		<p>2. v</p> <p>2. Supported GTUC to carry out an assessment on the gender wage gap. ILO Convention 100</p> <p>2. ii &amp; iv</p> <p>3. Workshop on ILO social security standards to GTUC members</p> <p>2. ii &amp; iv</p> <p>4. Translated the ILO Global Commission on the Future of Work for a Brighter Future into Georgian.</p> <p>2. . Not clear to which indicator this relates</p> <p>5. Supported the development of national social protection profile.</p> <p>2. iv</p> <p>6. Labour and Employment National Strategy; Revision of TSPC action plan; OSH issues</p> <p>4. Not in ATT</p> <p>7. Regional conference – EU associations</p> <p>2. iv</p> <p>8. Promoting Social Dialogue and international labour standard</p> <p>2. iv</p> <p>9. Social Dialogue and labour relations Seminars for GEA</p>	

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
		<p>4. Not in PR</p> <p>10. Labour relations during Covid-19</p> <p>1. iv</p> <p>11. GEA survey</p> <p>2. iv</p>	
<b>Outcome 2 Youth entrepreneurship in Georgia promoted and strengthened through capacity building and institutional strengthening of the GEA and relevant government institutions, with the aim of creating new businesses, strengthening and formalizing existing ones, and involving the private sector through the implementation of responsible business practices.</b>			
	<p>i) Number of young Georgians who have established new businesses as a result of the services or training provided by GEA or relevant government institutions</p> <p>ii) (DED) Number of responsible business practices put in place by businesses in Georgia as result of the actions undertaken either by GEA or the HR secretariat. ii) (PR) Implement Business and Human Rights Chapter and promote responsible business conduct (RBC</p>	<p>Milestone reporting on outcomes from PR2:</p> <p><b>General comments:</b> It is difficult to connect indicators with its milestones, making progress towards targets difficult to assess.</p> <p>i) The SIYB programme has launched in the western part of Georgia to support young entrepreneurs in the development of business ideas. Has relevance but how it contributes directly to the indicator is not clear.</p> <p>ii) 1. Analysis of institutions involved in the promotion of responsible business conduct Has relevance but milestone does not help indicate progress towards milestone. Indicator has been changed</p>	<p>Y2021: GEA and the Ministry of Labour possess technical knowledge and tools necessary to put in place youth entrepreneurship programmes. Programmes tailored to needs and characteristics of youth are designed and implemented by government institutions and GEA, easing the creation of new businesses and their linkage with markets economic potential. HRS develops and implements a chapter on Human Rights and businesses, which includes the productive inclusion of youth entrepreneurs in the Economy. RBCs are promoted, in particular those aimed at linking established businesses with new youth entrepreneurs. Government institutions and GEA have the technical knowledge to carry out assessments to identify promising economic sectors and market opportunities, as well as the bottlenecks and inefficiencies (...)</p> <p>Y2019: Youth (20-24 age) unemployment rate 30.5%;</p>

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
		<p>2) Technical support provided to GEA and government to put in place RBC promotion strategy and training activities</p> <p>Has relevance but milestone does not help indicate progress towards milestone.</p> <p>Indicator has been changed</p> <p>3) promote responsible business practices to support youth entrepreneurship</p> <p>Sounds relevant but contribution is unclear</p> <p>Indicator has been changed. And the formulation of the milestone is not very concrete.</p>	<p>LEPL Youth Agency Created</p> <p>Labour and Employment Strategy Adopted with components on NEET and youth and women employment</p> <p>Y2020: National Youth Policy Concept 2020-2030 to be adopted by the parliament; National Youth Strategy to be developed and adopted by parliament;</p> <p>National Human Rights Strategy under development</p> <p>Public Awareness Raising Campaign (PAC) on promotion of youth entrepreneurship agreed with Youth Agency;</p>
<p><b>Output 2.1 Technical support provided to EOs and Government bodies to put in place interventions to promote youth entrepreneurship and improve the business climate for the establishment of new businesses by the youth</b></p>	<p>i) 210 new enterprises established by youth across the country in rural and urban areas</p> <p>ii) 300 economic units are provided with business development services (BDS) in order to improve enterprise performance and/or formalization. BDSs will be provided by GEA and relevant public and private institutions identified in the inception phase</p> <p>iii) Number of SIYB trainers and master trainers completed training.</p> <p>iv) 350 youth (men and women) trained by GEA and relevant government institutions on entrepreneurship, who start their own business</p> <p><b>Note: The third indicator (See e.g. DED) has been split into two separate indicators, as</b></p>	<p><b>General comments:</b></p> <p><i>It is generally difficult to see how the activities under output 2.1 contribute to the output indicators from the progress reports. Especially in regard to the indicators related to new enterprises and businesses.</i></p> <p><b>Activities:</b></p> <p>1. The project organized an information session on ILO Start and Improve Your Business (SIYB).</p> <p><b>2.iii &amp; iv</b></p> <p>2. Three officials from MoLHSA, MoESD, and GTUC to participate in the Academy on the Transition to the Formal Economy.</p>	<p>i) 210 new businesses established by youth trained on SIYB</p> <p>iii) 50 trainers trained in Start and Improve Your Business (SIYB)</p> <p>iv) 350 youth (men and women) trained by GEA and relevant public and private institutions on entrepreneurship, who start their own business</p> <p>v) Technical support to the Ministry of Labour to promote entrepreneurship among women as part of the active labour policies framed in the national employment strategy</p>

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
	two different targets were included in one indicator. The third indicator is now iii and iv.	<p>3.ii</p> <p>3. Strengthened the capacity of GEOSTAT</p> <p>3.ii</p> <p>4. Workshop on building a holistic entrepreneurship ecosystem.</p> <p>2. Contributing indicator?</p> <p>4.</p> <p>5. ILO Start and Improve Your Business (SIYB).</p> <p>1. iii &amp; iv</p> <p>2. i</p> <p>4.</p> <p>6. Demo sessions of GYB/SYB trainings.</p> <p>2. Contributing indicator? Iii?</p> <p>4.</p> <p>7. Pilot SIYB ToE for youth</p> <p>1. iii</p> <p>2. iv</p> <p>2. i</p> <p>8. Webinar on Enterprises Resilience</p> <p>2. ii</p> <p>4.</p> <p>9. Research on Youth Entrepreneurship.</p> <p>2. i</p>	

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
		<p>10. Sponsored two officials from LEPL Georgia's Innovation and Technology Agency to attend course.</p> <p>3. i</p> <p>4. Connection to which output? 2.1/2.2?</p>	
<p><b>Output 2.2 Technical support provided to GEA and Human Rights Secretariat (HRS) to implement a strategy to promote Business and Human Rights (BHR) and responsible business conduct (RBC)</b></p>	<p>i) Number of trainings, seminars or conferences organized by GEA to engage its affiliates on a responsible business conduct</p> <p>ii) Support provided to the Human Rights Secretariat to build their capacity to implement its action plan on Business and Human Rights</p> <p>iii) Number of services developed by GEA for the development and implementation of tools to promote the Business and Human Rights approach as well as RBC among Georgian companies</p> <p>iv) Number of actions undertaken by ILO constituents to promote and raise awareness on the importance of RBC and human right in businesses</p> <p>v) A toolkit to promote responsible business conduct</p>	<p><i>General comments: The targets under output 2.2. are not very well defined. The targets should be more specific with e.g. actual numbers as targets. The reporting on activities is insufficient – some activities in the ATT has no mention in the progress reports and vice versa.</i></p> <p><b>Activities:</b></p> <p>1.Training on Responsible Business Conduct in Borjomi</p> <p>1.ii</p> <p>2. Translation of the ILO Tripartite Declaration</p> <p>iv. Not clear if this correct indicator 4.</p> <p>3. Two participants from HRS took course on decent work.</p> <p>1.ii</p> <p>4. "Stakeholder engagement and planning Workshop"</p> <p>1.iv</p>	<p>i) A portfolio of services developed by GEA for the development and implementation of tools</p> <p>ii) Technical support to the HR Secretariat to implement its action plan on Business and Human Rights to promote RBC among Georgian companies</p> <p>(iii) An institutional framework created to provide private business with information and capacity building to implement RBC</p> <p>iv) Both GEA and HR Secretariat count with the knowledge to roll out their respective agendas on RBC and Human Rights and Businesses</p> <p>v) A toolkit developed by GEA to promote RBC in the context of ILO MNE Declaration and following UN Guiding Principles for BHR</p>

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
		<p>5.4-days inter- ministerial and social partners training on Responsible Business Conduct in Borjomi.</p> <p>1.ii</p> <p>6.Translation of training manual for GEA.</p> <p>Iv Link indicator is not clear</p> <p>7. "Promotion of Corporate Social Responsibility and Responsible Business Conduct CSR/RBC in Georgia".</p> <p>1.i</p> <p>8."Promoting Green jobs and Business Opportunities in the Waste Sector"</p> <p>3. Which output?</p> <p>4. ATT and yearly reports not aligned</p> <p>9. GEA workshop on "Tackling the gender equality challenge in Georgia - The employers' aspect".</p> <p>1.i</p> <p>10.The interim assessment report seminar.</p> <p>3. Activity not understood</p> <p>4.</p> <p>11. "Promotion of Corporate Social Responsibility and Responsible</p>	

Description	Indicators	Reported achievements 2020	Targets-2021 (selected)
		<p>Business Conduct in Georgia CSR/RBC"</p> <p>1.i</p> <p>4. Not mentioned in PR</p> <p>12.CRM Membership database installation and training in ECAM.</p> <p>3.Assessment not possible.</p> <p>4. Not mentioned in PR</p> <p>13. Seminar on Business, Human rights and Decent Work for SME Advisors.</p> <p>1.ii Not clear to which indicator this activity relates</p>	

## Annex 7.6 Terms of Reference for Midterm Internal Evaluation

<b>Project Title</b>	Inclusive Labour Market for Job Creation in Georgia
<b>Project Code</b>	GEO-17-01-DNK
<b>Implementer</b>	ILO
<b>Backstopping units</b>	ILO DWT/CO-Moscow
<b>Technical backstopping unit</b>	DWT/CO-Moscow
<b>Donor</b>	The Government of Denmark, represented by the Danish International Development Agency
<b>Budget</b>	Total allocation USD 2,963,054
<b>Duration</b>	01 December 2017 – 31 December 2021
<b>Type of Evaluation</b>	Internal Evaluation
<b>Timing of evaluation</b>	Midterm
<b>Evaluation Manager</b>	Kinan Albahnasi

### I. Background of the Project

Despite positive trends in the economy, Georgia is struggling with poverty, unemployment, gaps in social protection and poor employment and entrepreneurial prospects for youth. Data from 2017 showed youth unemployment at (30.8%), considerably higher than the general unemployment rate. The rate for youth (15-24 years) not in education, employment or training in Georgia is 30.2%, and 36% and 24.5% for women and men respectively. In this context, entrepreneurship training and support for setting up a business emerges as an intervention to support youth access to the labour market and to train themselves on skills helpful for their productive inclusion; this promises to have a higher impact on women.

Informality, and what it implies (low levels of productivity, low wages, low working conditions, and poor access to social protection) counts for a big share of the Georgian labour market. Productive linkages of micro, small and medium enterprises with large and productive enterprises remain one of the main challenges to increase productivity, create knowledge and spread know-how. In this context, responsible business conduct is a key tool.

Fundamental principles and rights at work, as well as other conditions that determine the quality of jobs, are important factors in ensuring that jobs are attractive to job seekers, and play a key role in driving productivity. In 2006, the then-Government of Georgia adopted a new labour code that was based on the assumption that deregulation of labour would attract investment and create jobs. The current Government, elected in 2012, re-elected in 2016, has been working towards the gradual restoration of labour market institutions. It has undertaken a number of encouraging steps in this regard, including the adoption of a new labour code, re-establishment of the Tripartite Social Partnership Commission, which provide for a better balance between the interest of workers and employers and entering into relevant international agreements: the EU/Georgia Association Agreement (AA), Annex on Employment, Social Policy and Equal opportunities focuses on labour rights and lays out specific directives and timetable and the EU/Georgia Deep and Comprehensive Free Trade Agreement (DCFTA), within which Chapter 13 lays out issues related to Trade and Sustainable Development.



Against this backdrop, the ILO has been implementing a technical cooperation project “Inclusive Labour Market for Job Creation in Georgia”, funded by the Government of Denmark, since 2017. The project has been designed within the framework of the Danish Neighbourhood Programme for Georgia, with its objective of sustainable and inclusive growth.

The project objective:

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.

The expected results are:

Outcome 1: Regulatory labour market institutions ensure improved enforcement and respect for labour laws and international labour standards.

- Support provided for legislative reform (MOLHSA, TSPC).
- Support provided for improved labour law and ILS compliance (MOLHSA, GEA, GTUC, TSPC, HSoJ).
- Support provided to constituents, including members of the TSPC to improve social dialogue institutions and processes.

Outcome 2: Youth entrepreneurship in Georgia promoted and strengthened through capacity building and institutional strengthening of the GEA and relevant government institutions, with the aim of creating new businesses, strengthening and formalizing existing ones, and involving the private sector through the implementation of responsible business practices.

- Technical support provided to EOs and Government bodies to put in place interventions to promote youth entrepreneurship and improve the business climate for the establishment of new businesses by youth.
- Technical support provided to GEA and Human Rights Secretariat to implement a strategy to promote Business and Human Rights (BHR) and responsible business conduct.

During the implementation of the project, the project has made the following major achievements:

**Support provided for legislative reform to constituents:**

The National Labour Market and Employment Strategy has been adopted by the government<sup>52</sup>.

Social protection rapid assessment finalized with UN Women to describe and analyse the current social protection schemes.

**Support provided for improved labour law and ILS compliance:**

The demo version of Labour Inspection Management System (LIMS) has been developed and tested by the Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia.

Labour Inspection Plan & Monitoring framework, Risk Assessment Methodology, and Standard Operating Procedures (SoP) has been developed for Labour Conditions Inspecting Department (LCID).

The national institutional coordination working group has been set up for development of data collection and reporting on occupational accidents.

12 mediators (8 female and 4 male) have been certified as a result of ITC ILO certification course on mediation of labour disputes.

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<sup>52</sup> Government of Georgia Ordinance N662 On the Approval of the National Strategy 2019-2023 for Labour and Employment Policy of Georgia 30 December 2019

Technical support provided on the improvement of labour dispute mediation mechanisms.

Finalized research on the reasons for significant gender pay gap and development of a methodology of labour cost assessment and policy recommendations to improve compliance with the ILO Convention 100.

Strengthened the organizational capacity of GEA in OSH by supporting EOSH ToT certification to its members and translation of EOSH materials and modules.

**Support provided to constituents, including members of the TSPC, to improve social dialogue institutions and processes:**

Strengthened social partners capacity in social dialogue and labour relation issues in the regions of Georgia.

**Technical support provided to put in place interventions to promote youth entrepreneurship and improve the business climate for the establishment of new businesses by the youth:**

12 trainers (8 female and 4 male) have been certified by the ILO SIYB programme to train young entrepreneurs in Georgia.

Approximately, 143 (108 F and 35 M) youth have been trained by GEA and relevant government institutions on entrepreneurship.

**Technical support provided to implement a strategy to promote Business and Human Rights (BHR) and responsible business conduct:**

Delivered capacity building seminars to Government agencies on Responsible Business Conduct (RBC) and ILO MNE declaration.

**Support provided to national COVID-19 response:**

Providing support to LCID on issues related to the spread of Covid-19 pandemic<sup>53</sup>. Through translation of relevant technical documents, technical advise and information campaign.<sup>54</sup>

Providing support to GEA through translation of relevant technical documents, development of response policy documents.

Providing support to GTUC through information campaign.

The project results are linked to SDG 08 Decent Work and Economic Growth and SDG 16 Peace, Justice and Strong Institutions. And related to global targets 8.3 Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services; 8.5 By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value; 8.6 By 2020, substantially reduce the proportion of youth not in employment, education or training; 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; 16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all and related national indicators: 8.5.2 Unemployment rate, by sex and age group target: 9.5%; 8.6.1: Proportion of youth (aged 15-24 years) not in education, employment or training target: reduced by 8%; 8.8.1: Frequency rates of fatal and non-fatal occupational injuries, by sex and migrant status target: By 2030, the total number of non- fatal and fatal injuries to be reduced by at least 25%; 8.8.1.1. Number of companies visited by labour inspectors per year target: by 2030, at least

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<sup>53</sup> Ministerial decree № 01-149/მ on the approval of the recommendations for the prevention of the spread of new coronavirus in the workplace

<sup>54</sup> The message video of the MOIPLHSA, EUD and ILO on World Day for Safety and Health at Work

1.5 % of companies are visited by inspectors; 8.8.1.2 Number of complaints in courts on labour labor disputes, per 1000 employees target: to be determined once baseline indicator is defined; 8.8.2. Level of national compliance of labour rights (Freedom of Association and Collective Bargaining) based on International Labour Organization (ILO) textual sources and national legislation, by sex and migrant status;

The project links to following Country Programme Outcomes (CPOs): GEO801 - Strengthened institutional capacity of employers' organizations; GEO802 - Strengthened institutional capacity of workers' organizations; GEO803 - Strengthened mechanisms for tripartite social dialogue; GEO826 - Strengthened capacity of member States to ratify and apply ILS and to fulfil their reporting obligations; GEO104 Improved comprehensive programmes that enable the implementation of OSH Management Systems at national, sectorial and enterprise level.

Gender responsive indicators have been integrated into project results framework. Gender equality is a cross cutting issue of project activities: one representative each from the Ministry of IDPs from Occupied Territories, Labour, Health and Social Protection, the GTUC and GEA participated in the ILO Participatory Gender Audit Facilitators' Certification course. The course is aimed at enabling participants to promote institutional learning and reinforcing an organization's collective capacity to analyse its activities from a gender perspective, verifying its achievements and deficiencies. Discussions have been initiated to see how the newly acquired skills can best be used within the framework of the project. The project training activities are designed to emphasize the importance of considering gender issues.

The duration of the project is 4 years.

The project is managed and technically backstopped by the ILO DWT and Country Office for Eastern Europe and Central Asia, based in Moscow, which also provides the necessary administrative support and technical and project-backup services. The project team is comprised of one Chief Technical Adviser (CTA); one National Project Officer; one Monitoring and Evaluation Officer; one Project Assistant; and one Driver, which are all based in Georgia, and one Fin/Admin Assistant based in Moscow.

## **II. Purpose and objectives of the evaluation**

The overall purpose of the internal midterm evaluation is to promote accountability and strengthen learning among the ILO and key stakeholders.

The specific objectives of the evaluation are:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the project;
- Assess the extent to which the project outcomes will be sustainable;
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs, UNSDCF, etc.);
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

The evaluation will be used to adjust the project approach and strategy as relevant and appropriate for the remaining duration of the project, particularly in view of the challenges posed by COVID-19 crisis.

The evaluation is part of the Monitoring and Evaluation Plan of the project and of the ILO Regional Office for Europe and Central Asia.

### III. Clients and scope of the evaluation

The main clients of the evaluation are the specialists and management of the ILO DWT/CO Moscow, ILO Regional Office for EUROPE, technical departments at the ILO Headquarters, project staff, donors and tripartite constituents in Georgia, relevant Ministries, project implementing partners, trainers and ultimate beneficiaries.

The midterm evaluation will focus on the eighteen months implementation period of the project, assessing all the results and key outputs that have been produced since the start of the project.

The evaluation will integrate gender equality, non-discrimination and social dialogue issues as a cross-cutting concern throughout its methodology and deliverables.

The evaluation will give attention to how the project is relevant to ILO's Programme and Budget, UN Cooperation Framework and relevant national development frameworks.

### IV. Evaluation criteria and questions

The evaluation will follow the OECD-DAC framework, criteria and principles for evaluation. For all practical purposes, these ToR and ILO Evaluation policies and guidelines<sup>55</sup> define the overall scope of this evaluation. Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

The evaluation will cover the following evaluation criteria:

1. Relevance and validity of design
2. Coherence
3. Intervention progress and effectiveness
4. Efficiency and management arrangements
5. Impact
6. Sustainability

#### Key Evaluation Questions

The evaluator shall examine the following key issues:

##### 1. Relevance and validity of design

- Was the project relevant to the related government's strategy, policies and plans, the Country Programme Outcomes for Georgia, DANEP objectives, UNSDCF and SDGs?
- Was the project relevant to the needs of the beneficiaries?
- How well has the project complemented and fit with other organizations' programmes and projects in the country?
- To what extent did the project design identify and integrate specific targets and indicators to capture: i. International labour standards? ii. Social dialogue?
- To what extent did the project design identify and integrate specific targets and indicators to capture: gender equality and non-discrimination concerns?
- Were the indicators designed and used in a manner that they enabled reporting on progress under specific SGD targets and indicators?
- To what extent did the project strategies, within their overall scope, remain flexible and responsive to emerging concerns with regards to:
  - i. Providing support on issues related to the spread of Covid-19 pandemic
- Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?

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<sup>55</sup> [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_571339.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf)

## 2. Coherence

- Were the synergies created during the implementations of the project with other interventions?
- How coherent was the project when compared with other activities run by ILO or led by other organizations and/or partners? What kind of a roadmap ILO could adapt in the future with project partners and national organizations?

## 3. Project effectiveness

- To what extent has the project achieved and/or is expected to achieve their objectives in terms of stated targets?
- Has this been done through the planned outputs or new ones have been included, why and how effective have been?
- To what extent the project contribute (or not) to the identified SDGs and related targets?
- To what extent have the intervention results been monitored and reported in terms of their contribution to specific SDGs and targets (explicitly or implicitly)?
- Within its overall objectives and strategies, what specific measures were taken by the project to address cross-cutting issues relating to:
  - i. Gender equality and non-discrimination?
  - ii. International labour standards?
  - iii. Social dialogue?
- How effective were these measures in advancing social dialogue (TSPC) within the context of project's objectives?
- Which have been the main contributing and challenging factors towards project's success in attaining its targets?
- What, if any, unintended results of the project have been identified or perceived?
- Have women and men benefited equally from the project activities?

## 4. Efficiency and management arrangements

- How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
- To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why yes and why not?
- Have been the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may have been required?
- Assess how the management and governance arrangement of the project contributed to the project implementation
- Has the project created good relationship and cooperation with relevant national and local level government authorities and other relevant stakeholders, including the implementation partners, to achieve the project results?
- Has the project received adequate technical and administrative support from the ILO DWT/CO-Moscow, ILO HQ and partners?

## 5. Impact

- What is the project **tangible impact on target groups, systems, institutions**? What is the likelihood that the project will have a long-term impact?

## 6. Sustainability

- What is the likelihood of sustainability of outcomes? Are the results and benefits likely to be durable?
- Are the national partners able to continue the project agenda and results after the end of the project (capacity of people and institutions, laws, policies)?
- What more should be done to improve sustainability? What is needed to leave sustainable results in the particular thematic areas addressed by the project?
- To which extent the results of the intervention are likely to have a long term, sustainable positive contribution to the SDGs and relevant targets (explicitly or implicitly)?
- Identify and discuss gaps in the sustainability strategy. How can these gaps be addressed by the stakeholders?

The evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed between the evaluation manager and the evaluator.

## V. **Methodology**

The evaluation will be conducted in a participatory, consultative and transparent manner by engaging various groups of stakeholders. **The evaluation will use a mix of qualitative and quantitative methods to gather and analyse data which will be disaggregated by sex to the extent possible. It will capture project's contributions to the achievement of both expected and unexpected outcomes. It will pay attention to which groups benefit from and which groups contribute to the project and provide an assessment of how the project has performed in regards to gender equality and non-discrimination.** The evaluation will also examine the project's Theory of Change.

The evaluation will be carried out through a desk review, skype interviews with ILO specialists in Moscow and in Georgia with the ILO project staff, ILO constituents, project beneficiaries, development partners and other key stakeholders. Due to COVID-19 crisis the interviews will be conducted remotely, by skype or phone, unless the situation allows face-to-face meetings.

The methodology should clearly state the limitations of the chosen evaluation methods, including those related to representation of specific group of stakeholders. The methodology should ensure involvement of key stakeholders in the implementation as well as in the dissemination processes

## VI. **Main deliverables**

1. **Draft and Final version of evaluation report in English** (maximum 30 pages plus annexes) with the following proposed structure in accordance with ILO Evaluation Office Checklist 5. Preparing the evaluation report:

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Project background: Description of the project
- Purpose, scope and clients of the evaluation
- Evaluation criteria and questions
- Methodology and limitations
- Clearly identified findings for each criterion
- Conclusions
- Recommendations (i.e. for the different key stakeholders)
- Lessons learned and good practices
- Annexes:
  - TOR
  - List of people interviewed
  - Schedule of the interviews
  - Documents reviewed
  - Project outputs and unexpected results achieved versus planned as per the Project logical framework targets
  - Lessons learned and good practice templates

The quality of the report will be assessed against the relevant EVAL Checklists #5 and 6.

## **2. ILO templates for the Executive summary, Lessons learned and Good practices completed.**

All reports, including drafts, will be written in English.

## **VII. Management arrangements and work plan**

The internal evaluation will be conducted by an evaluation consultant.

### Requirements

The Evaluation Consultant will have experience in the evaluation of development or social interventions, i.e. in the UN system, an understanding of the ILO's mandate, tripartite foundations. The Evaluation Consultant should have an advanced degree in social sciences or economics, expertise in evaluation methods, knowledge of the technical subject matters covered by the project. Knowledge of the region and research history in the region would be preferable. Full command of English is required. Working knowledge of the local language would be an advantage.

The evaluator will report to the evaluation manager Kinan Albahnasi with whom he/she should discuss any technical and methodological matters. The evaluation manager will supervise the evaluator.

The evaluation will be carried out with full logistical support of the project staff in Georgia and with the administrative support of the ILO/DWT/CO Moscow.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided to the evaluation manager in electronic version compatible with Word for Windows.

The first draft of the report will be circulated by the evaluation manager to all partners for a two weeks review. Comments from stakeholders will be presented to the evaluator by the evaluation manager for its integration into the final reports as appropriate or to document why a comment has not been included.

**The Evaluator is responsible** for conducting the evaluation according to the terms of reference (TOR). He/she will:

- Review the TOR and provide input, propose any refinements to assessment questions, as necessary

- Review project background materials (e.g., project document, progress reports)
- Develop and implement the assessment methodology (i.e., prepare interview guides, conduct interviews, review documents) to answer the assessment questions
- Conduct preparatory consultations with the ILO prior to the assessment mission
- Analyze interview recordings
- Prepare an initial draft of the assessment report
- Conduct briefing on findings, conclusions and recommendation of the assessment
- Prepare a final report based on comments obtained on the initial draft report

**The Evaluation Manager is responsible for:**

- Drafting the TOR
- Finalizing the TOR with input from colleagues
- Selecting the evaluator, sharing the top candidate CV with the Regional Evaluation Officer and informing the DWT/CO Moscow Director and Deputy Director
- Providing the Evaluator with the project background materials
- Participating in preparatory meeting prior to the assessment
- Assisting in the implementation of the assessment methodology, as appropriate (i.e., participate in online meetings, review documents)
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback
- Reviewing the final draft of the report
- Submitting the final draft report to REO, RO Europe evaluation focal point and EVAL
- Disseminating the final report to all the stakeholders
- Coordinating follow-up as necessary

**The Project Manager and staff is responsible for:**

- Reviewing the draft TOR and providing input, as necessary
- Providing project background materials, including surveys, studies, analytical papers, reports, tools, publications produced
- Participating in preparatory meeting prior to the assessment
- Scheduling all meetings
- Reviewing and providing comments on the assessment report
- Participating in debriefing on findings, conclusions, and recommendations

**Timeline**

Task	Time frame	Responsible Unit/ person	Consultations
1. Draft TORs shared for consultations	By 20 May	Kinan Albahnasi	EUROPE, Regional Evaluation Officer, ILO DWT/ CO Moscow / Project team Georgia.



Task	Time frame	Responsible Unit/ person	Consultations
2. Finalize TOR	By 27 May	Kinan Albahnasi	DWT/CO Moscow/ Regional Evaluation Officer
3. Identification of independent evaluator	By 29 May	Kinan Albahnasi	DWT/CO Moscow/EUROPE /Regional Evaluation Officer/EVAL (for final approval)
4. Preparation of background documents, materials, reports and studies by outcomes	By 29 May	DWT/CO Moscow/ ILO CTA Georgia	EUROPE
5. Meetings scheduled for the evaluator to get inputs from national stakeholders	By 03 June	National Project Staff/DWT CO Moscow	EUROPE
6. Documents reviewed and meetings/ interviews with stakeholders completed	By 17 June	Evaluator (11 working days)	/DWT/CO Moscow, National tripartite stakeholders, national partners.
7. Draft evaluation report submitted	By 25 June	Evaluator (6 working days)	DWT/CO Moscow
8. Consultations with constituents and other stakeholders on the draft report, as appropriate	By 27 June	Kinan Albahnasi	CTA/ DWT/CO Moscow
9. Final evaluation report submitted	By 30 June	Evaluator (3 working days)	Kinan Albahnasi (evaluation manager) Regional Evaluation Officer (review) EUROPE (approval) EVAL (final approval)

Number of working days for the evaluator: 20 working days.

## VIII. Resources

Estimated resource requirements at this point:

- Evaluator fee

#### IX. LEGAL AND ETHICAL MATTERS

The evaluation of the project outcomes will be conducted in accordance with UN Evaluation Group (UNEG, 2016) Norms and Standards and the Organisation for Economic Co-operation and Development (OECD/DAC) principles for evaluation of development cooperation in order to examine the results achieved and their contribution to broader ILO and UN programming and country cooperation frameworks and UNSDCF.

The project evaluation is undertaken in accordance with the ILO Evaluation Policy (Oct. 2017) and ILO Policy Guidelines for Evaluation (Aug. 2017, 3rd edition), which provide for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making process and support constituents in forwarding decent work. It is also the part of the Office's Evaluation Work Plan.

The evaluation consultant should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation. Also, in carrying out the evaluations the evaluation consultant will abide by EVAL's Code of Conduct. Key actors in the evaluation process should aspire to conduct high quality work guided by professional standards and ethical and moral principles as enshrined in UNEG Ethical Guidelines.

## **Annex I. Relevant ILO evaluation guidelines and standard templates**

1. Code of conduct form (To be signed by the evaluator)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)

2. Checklist 5 Preparing the evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)

3. Checklist 6 Rating the quality of evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)

4. SDG related reference material:

<http://www.ilo.ch/eval/eval-and-sdgs/lang--en/index.htm>

5. Template for lessons learned and Emerging Good Practices

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)

6. Guidance note 7 Stakeholders participation in the ILO evaluation

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165982/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm)

7. Guidance note 4 Integrating gender equality in M&E of projects

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

8. Template for evaluation title page

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)

9. Template for evaluation summary:

<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>