

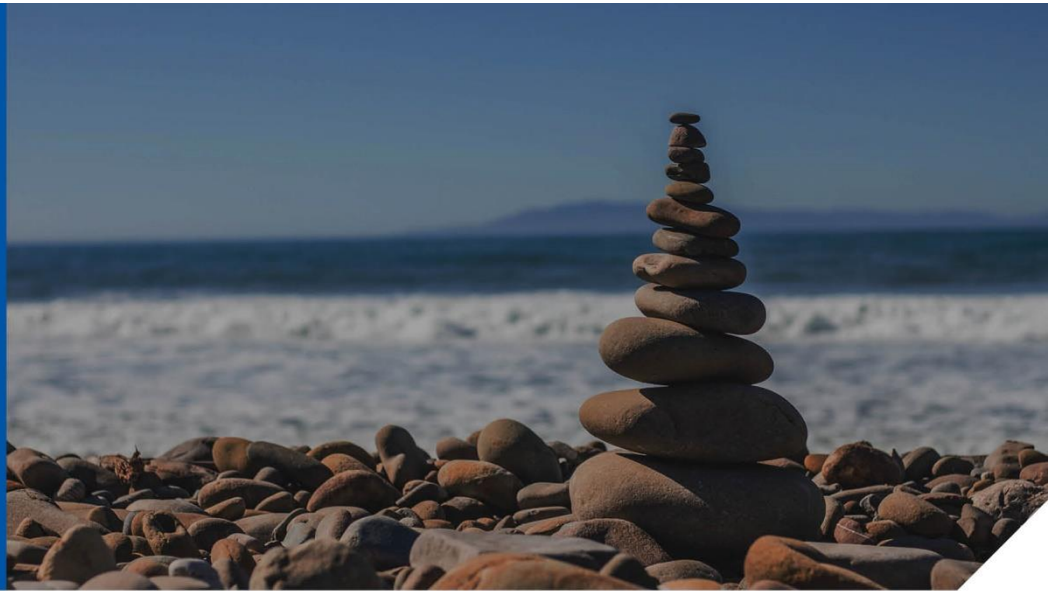


International
Labour
Organization

► Evaluation Office



i-eval Discovery



Inclusive Labour Market for Job Creation in Georgia

ILO DC/SYMBOL : GEO/17/01/DNK

Type of Evaluation: Project

Evaluation timing: Final

Evaluation nature: Independent

Project countries: Georgia

P&B Outcome(s): Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue; Outcome 2: International labour standards and authoritative and effective supervision

SDG(s): SDG 8 - Decent Work and Economic Growth

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ILO Administrative Office: ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia

ILO Technical Office(s): ENTERPRISES

Joint evaluation agencies: No

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List of Acronyms

AA	Association Agreement
ACTEMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
AOG	Administration of the Government
BBM	Bench/Bar Meetings
BHR	Business and human rights
CTA	Chief Technical Advisor
CTA	Chief technical advisor
DANEP	Danish Neighborhood Programme
DWT/CO-Moscow	Decent Work Technical support team / Country Office
EM	Evaluation manager
Eos	Employment organizations
GE	Gender equality
GoG	Government of Georgia
HR	Human Rights
ILM	Inclusive Labour Market
ILO	International Labour Organization
ILS	International Labour Standards
ITC	International Training Centre in Turin
LE	Lead Evaluator
LIO	Labour Inspection Office
LMIS	labour market information systems
MIA	Ministry of Internal Affairs
MoIDPLSA	Occupied Territories, Labour, Health and Social Affairs of Georgia
MTE	Mid-term evaluation
NAP	National Action Plan
NE	National Evaluator
OECD DAC	Organization for Economic Cooperation and Development Assistance Committee
OSH	Operational health and safety
PAC	Project Advisory Committee
RBC	Responsible business conduct
SIYB	Start and Improve your business
TOC	Theory of Change
TOR	Terms of reference
TOT	Training of trainers
TSPC	Tripartite Commission on Social Partners
UNCT	United Nations Country Team

UNPSD	United Nations Partnership for Sustainable Development
UNSDCF	United Nations Sustainable Development Cooperation Framework
WED	Women's entrepreneurship development

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Executive Summary

Project Background

The “Inclusive Labour Market for Job Creation in Georgia” project with the implementation period of 1st December 2017 to 30th June 2023 was launched as a joint effort of ILO and the Government of Denmark represented by the Danish International Development Agency. The project is designed to aid the efforts of the Georgian Government to strengthen institutions and mechanisms for inclusive labour market. It is aligned with the strategic framework of the Danish Neighbourhood Programme (DANEP) for Georgia to achieve stability, democracy and inclusive growth. To achieve this, the theory of change (ToC) of the project suggests two pathways, namely, through (i) enforcement and respect for labour laws and international labour standards (ILSs); and (ii) promotion of youth entrepreneurship in Georgia through a capacity building and institutional strengthening of the (GEA) and relevant governmental institutions. Special focus is on promotion of social dialogue among ILO’s constituencies, the Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia (MoIDPLSA),¹ the Georgian Employers Association (GEA),² and the Georgian Trade Union Confederation (GTUC).³

For the purpose of this final evaluation, the evaluation team slightly modified the initial ToC of the ILM project as presented below in Exhibit 1: Reconstructed ToC. The LogFrame of the project that was revised in 2022 following the recommendations of the evaluability assessment does not reflect on the ToC’s assumptions (see Addendum 2 of the ILO-DANIDA contract). This suggests that the initial assumption hold true for the project and include the following:

Project outcome is achievable **if** Denmark supports labour market institutions and mechanisms, including social dialogue; addressing aspects such as the possible social lop side of the business environment reform and growth agenda; mechanisms to stimulate youth employment, including entrepreneurship development; support to SMEs in the reform process, in particular concerning adjustments related to the DCFTA.

The project intermediary outcome 1 is achievable **if** Denmark supports labour market institutions and mechanisms, including social dialogue, responsible for ensuring labour law enforcement and compliance with international labour standards.

The project intermediary outcome 2 is achievable **if**

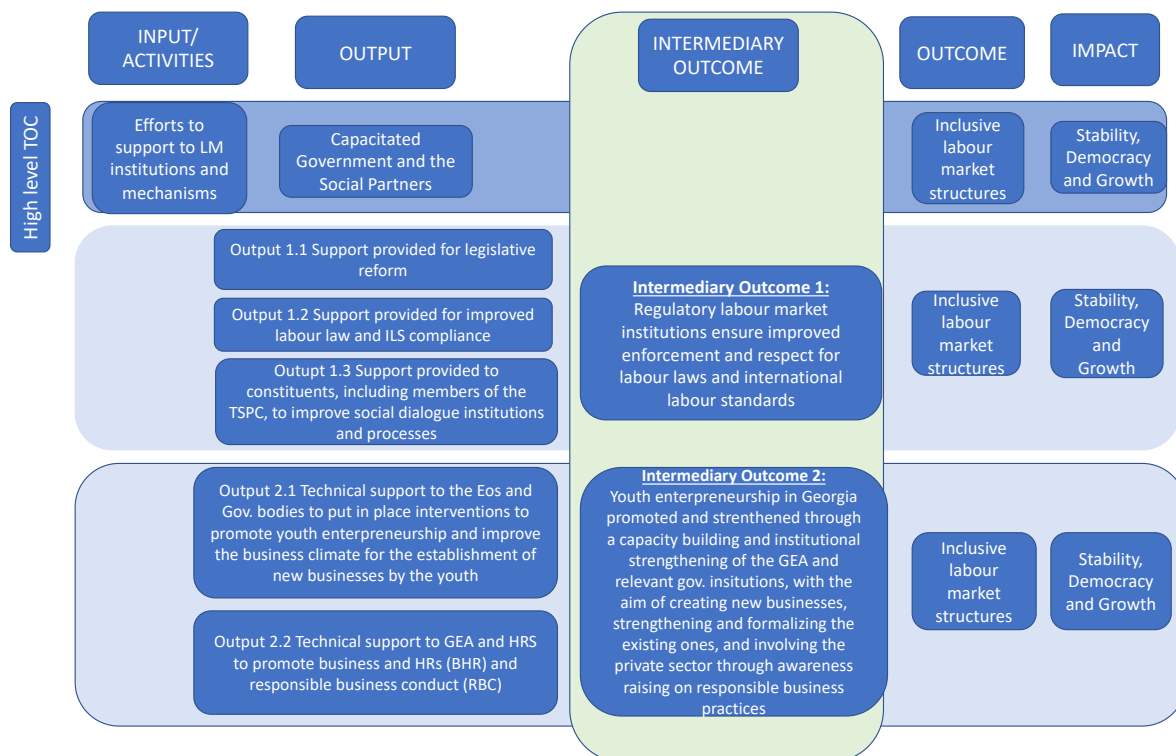
¹ <https://www.moh.gov.ge>

² <https://employer.ge/?lang=en>

³ <https://gtuc.ge>

- Technical support is provided to GEA and relevant government institutions to strengthen their capacity to provide business development services (BNDs) to young entrepreneurs.
- Technical support to GEA and the Human Rights Secretariat to promote responsible business conduct and engage the private sector to productively include enterprises of the youth in Georgia.
- Technical support provided to ILO social partners to engage and lead policy dialogue to improve the business climate for the creation and growth of business of young entrepreneurs.

Exhibit 1: Reconstructed ToC



Evaluation purpose and primary use

The **purpose** of this final evaluation is to provide both *accountability* on what has been achieved and *learning* through lessons learned and strategic recommendations for the future programming in Georgia. The evaluation took place during March – April 2023 and covered the whole country with specific focus on the Guria, Samegrelo, Adjara regions of Georgia, which is explained by the specifics of the project design and implementation. The **primary clients** of this evaluation include ILO’s constituents, national partners, funding partners, as well as the ILO’s management including ILM team, the ILO DWT/CO Moscow, ILO Regional Office Europe and Central Asia, ENTERPRISES, ACTRAV, ACTEMP.

Evaluation methodology

The proposed evaluation methodology used a mix of qualitative and quantitative methods, including *desk review, (individual and group) stakeholder interviews, survey and micro-narratives among youth entrepreneurs engaged in the project*. To the extent possible, all categories of project participants were consulted.

The **data** was **analysed** through two compatible strategies:

- *change analysis* to compare the results indicators over time and provided a status of achievement towards results at the time of the evaluation as achieved, partly achieved or not achieved.
- context-sensitive *contribution analysis* to provide evidence to support **reasonable conclusions about the contribution** made by the project to the desired outcomes based on evaluation criteria.

Evaluation ensured gender-responsiveness throughout its implementation process and analysis, by factoring gender-related considerations during data collection and analysis across each evaluation criteria.

Evaluation findings

The evaluation concluded that the project results framework does not provide sufficient ground to conclude about the scope and scale of the project activities as well as about the magnitude of the results achieved.

The findings of the evaluation per evaluation criteria are listed below:

Relevance and strategic fit

Finding #1: The project design is highly relevant to the needs and priorities for labour market reform in Georgia

Finding #2: Project is built on previous experience of the ILO in Georgia providing solid continuation of ILO's efforts at policy level; yet, investing in youth entrepreneurship is rather novel direction of activities for ILO in Georgia

Validity of design

Finding #3: The project is based on comparative advantages of ILO, with rather consistent Theory of Change (ToC), yet, somewhat weak mechanism to support the realization of outcome 2 to promote youth entrepreneurship and employment

Finding #4: Both the initial results framework and the revised results framework of the project are poorly designed and could not allow project monitoring to inform project decisions

Finding #5: The project design missed exit strategy and strategy for sustainability

Coherence

Finding #6: The project demonstrated high level of coherence with other initiatives in support to on-going reforms of labour market in Georgia, however, much lower coherence was found with the on-going efforts to improve youth entrepreneurship and employment

Finding #7: While the approach chosen for the realization of Outcome 2 is viable, lack of adequate mechanism prevents building coherence with key partners

Effectiveness

Finding #8: Significant progress is made by the project to improve Georgia's compliance with the ILS

Finding #9: Important triggers are activated to promote culture of collective bargaining in Georgia, however, there is a large room for improvement (e.g. to strengthen their mandates by more legal instruments, to provide more space for the social dialogues, to increase representation of each social partner, to demonstrate transfer of knowledge from international partners to their constituencies, etc.)

Finding #10: Efforts are invested in shaping social dialogue in Georgia at the TSPC platform, however, there is a large room for improvement by strengthening the political and administrative leadership of TSPC as the main platform for social dialogue in Georgia and by creating more space for social partners to engage in dialogue with each other

Finding #11: While the project stimulated culture of labour rights protection through building capacities of Labour Inspection, as well as Georgian Trade Union Confederation (GTUC) and Georgian Employers Association (GEA), there is a large room for further improvement

Finding #12: Efforts are made to contribute to the promotion of youth entrepreneurship and improved responsible business climate in Georgia, however, lack of adequate implementation mechanism limited expected results

Finding #13: Effectiveness of the project, specifically in its efforts under Outcome 2, are affected by the lack of adequate communication strategy and outreach efforts in local language

Finding #14: The implementation of the project was influenced by the Covid-19 pandemic, however, the project management addressed the evolving challenges in adequate manner

Finding #15: The recommendations of MET were sufficiently addressed by the project team

Efficiency

Finding #16: The project implementation demonstrate efficiency without major unjustified budget shifts, overspendings or underspending

Finding #17: The level of seniority and the number of staff involved in the project implementation is adequate, though, outcome 2 lacked consistent attention and management

Impact orientation and sustainability

Finding #18: The project implementation created lasting impact at the level of policy and legal and regulatory framework, however, continuous efforts are required to keep the pace of the reforms on-going

Finding #18: The project implementation created lasting impact at the level of policy and legal and regulatory framework, however, continuous efforts are required to keep the pace of the reforms on-going

Finding #19: The achievements related to the promotion of youth entrepreneurship and employment as well as promotion of responsible business climate in Georgia raise strong questions of their sustainability and impact

Finding #21: There are few factors that contributed to the smooth project implementation and one that hampers its implementation across some dimensions

Finding #22: Unexpected positive developments: Creation of the SIYB Association of Georgia, several examples on how elements of SIYB training and RBC training are used by various stakeholders

Finding #23: Unexpected negative developments: Not found

Conclusion

This is a highly successful project of ILO initiated and implemented in Georgia during a very challenging period defined by the efforts of the GoG to introduce a regulated labour market, limited history of social dialogue in the country, a pandemic, and the war in Ukraine that shifted some major priorities across various international actors. In this context, the project managed to strategically engage with the social partners and deliver major results at the policy level. A significant progress is noted with regards to advanced social dialogue and a system of checks and balances built around the labour market to improve compliance with ILS.

Modest results achieved with regards to promotion of SIYB and BHR knowledge, however, strong interest is triggered from all stakeholders engaged and important lessons learned are identified to support the next programming rounds in Georgia.

A set of important recommendations is identified, though, one recommendation should be reiterated again – there is a heightened expectation from the ILO's constituencies and its national and international stakeholders towards having ILO's permanent representation in Georgia as a critical precondition to keep the labour reform on-going.

The legacy of ILO's efforts in Georgia is strong and is already appreciated by all its constituencies and stakeholders. The flagship results achieved within this project are the outcomes of the combined efforts of the project team in Tbilisi and in DWT/CO-Moscow. There is a critical mass of change triggered by the project and these efforts need to be

continued to ensure longer-term sustainability and a full range of benefits for the labour market system in Georgia.

Lessons learned

Lessons learned 1: Using ILO's mandate, expertise and reputation opens multiple prospects for leveraging substantial improvements in labour market in Georgia

Lessons learned 2: Only by using ILO's unique mandate it is possible to elevate labour rights to the political agenda of national and international partners in Georgia, as is the case with human rights agenda.

Lessons learned 3: ILO's presence and convening power creates space that is otherwise missing for the promotion of culture of social dialogue in Georgia

Lessons learned 4: The effective learning within the project, informed decision-making, and continuous increase of synergy between project activities can be seriously impeded by the lack of a strong results framework

Lessons learned 5: Stand-alone efforts (e.g. SIYB, RBC training) that are not sufficiently linked with the existing landscape of institutions and initiatives, remain deprived from sustainability perspectives

Lessons learned 6: Learning from the experience of the countries that undergone similar reform process is a unique value-added practice highly praised and much expected by the ILO's constituencies

Good practices

Good practice 1: Ensuring ILO's constituencies (GEA, GTUC and MOLSHA) engagement in shaping labour reform as the *sine qua non* of legitimation.

Good practice 2: Equipping ILO's constituencies (GEA, GTUC and MOLSHA) with tools (e.g. methodologies, frameworks, knowledge, etc.) to uphold labour rights as human rights in Georgia

Good practice 3: BBM meetings became a good practice to stimulate exchange of understanding and interpretation between lawyers and judges and thereby increase compliance with the ILS in the court decisions

Good practice 4: Study tours to observe and learn on the experience of Denmark as an EU Member State (MS), yet the expectations have grown to observe practices of those EU countries that have undergone similar reform processes.

List of all recommendations

Recommendation 1: Ensure ILO's residence presence in Georgia to solidify efforts in labour market reform and to strengthen UNCT in upholding labour rights and human rights in Georgia

Recommendation 2: Intensify efforts towards building checks and balances for labour rights protection in Georgia (e.g. institutions, processes, frameworks, BBM, TSPC, etc.); consider training SIYB Master trainer in Georgia.

Recommendation 3: Intensify efforts to strengthen social dialogue in Georgia by strengthening ILO's constituencies at national and regional levels, through *inter alia* continuous improvement of the legal framework to give more substance and importance to bilateral and tripartite social dialogue.

Recommendation 4: Revise ILO's project appraisal and project reporting processes to identify and address gaps

Recommendation 5: Apply partnership modalities to mobilize comparative advantages of various partners and ensure scalability and sustainability of efforts

Recommendation 6: Improve understanding of labour rights and the role of ILO among UN team to increase synergies of UNCT efforts in Georgia in upholding labour rights and human rights

Recommendation 7: Given the transition from the regional office to a sub-regional one and the closure of the project, design a broader exit and sustainability strategy for the project supporting it with the institutional memory on ILO's previous engagements in Georgia.

1. Project Background

1.1 Project context

The project was designed in response to specific needs in Georgia defined by a complex interplay of economic, political, historical, and cultural factors. Georgia's economy was defined by the high unemployment rate,⁴ high informal economy,⁵ highest in the region gender pay gap,⁶ poor productive linkages of micro, small and medium enterprises with large ones,⁷ serious gaps in social protection⁸ and poor employment and entrepreneurial prospects for youth (31% of unemployment rate compared to average 17% in the Eastern Europe and Central Asia region).⁹

The political context was defined by Georgia's foreign policy priority towards 'full integration' into EU by 2024 and the commitments under the association agreement (AA)¹⁰ with the EU signed in June 2014. The AA introduced a preferential trade regime¹¹ by focusing on having better-matched regulations to allow for increased market access between the EU and Georgia. As a member of ILO since 1993, Georgia is also expected to respect ILO conventions and recommendations that constitute the core of the International Labour Standards (ILS). By 2017 Georgia has ratified (hence, made it legally binding) 17 conventions including eight Fundamental Conventions.

Since 2006 Georgia used a new Labour Code designed with the assumption that deregulation of labour market would attract investors and create jobs. This approach contradicted the preconditions for Georgia's EU membership and its commitments towards ILS. Since 2016, with the new Government in office, Georgia embarked upon a new strategy to gradually introduce regulated labour market and increase employment among various groups. This implied shaping legal landscape, building institutional capacities, and addressing critical unemployment challenges in Georgia.

ILO was supporting the Government's efforts in this direction through various interventions. In 2017 an agreement was reached between ILO and the Government of Denmark to implement the four-year country-wide "Inclusive Labour Market for Job Creation in Georgia" project. The project is based on the results already achieved by the ILO's previous interventions and is tailored to the strategic priorities defined in the Danish Neighbourhood Programme (DANEP) for Georgia, namely, to achieve stability, democracy and inclusive growth.

⁴ Project document

⁵ Project document

⁶ Project document

⁷ Project document

⁸ Project document

⁹ Project document

¹⁰ [https://eur-lex.europa.eu/legal-content/EN/LSU/?uri=CELEX:22014A0830\(02\)](https://eur-lex.europa.eu/legal-content/EN/LSU/?uri=CELEX:22014A0830(02))

¹¹ https://policy.trade.ec.europa.eu/eu-trade-relationships-country-and-region/countries-and-regions/georgia_en

1.2 Project logical model

The theory of change (ToC) of the project suggests two pathways towards this high-level goal: (i) enforcement and respect for labour laws and international labour standards (ILSs); and (ii) promotion of youth entrepreneurship in Georgia through a capacity building and institutional strengthening of the GEA and relevant governmental institutions.

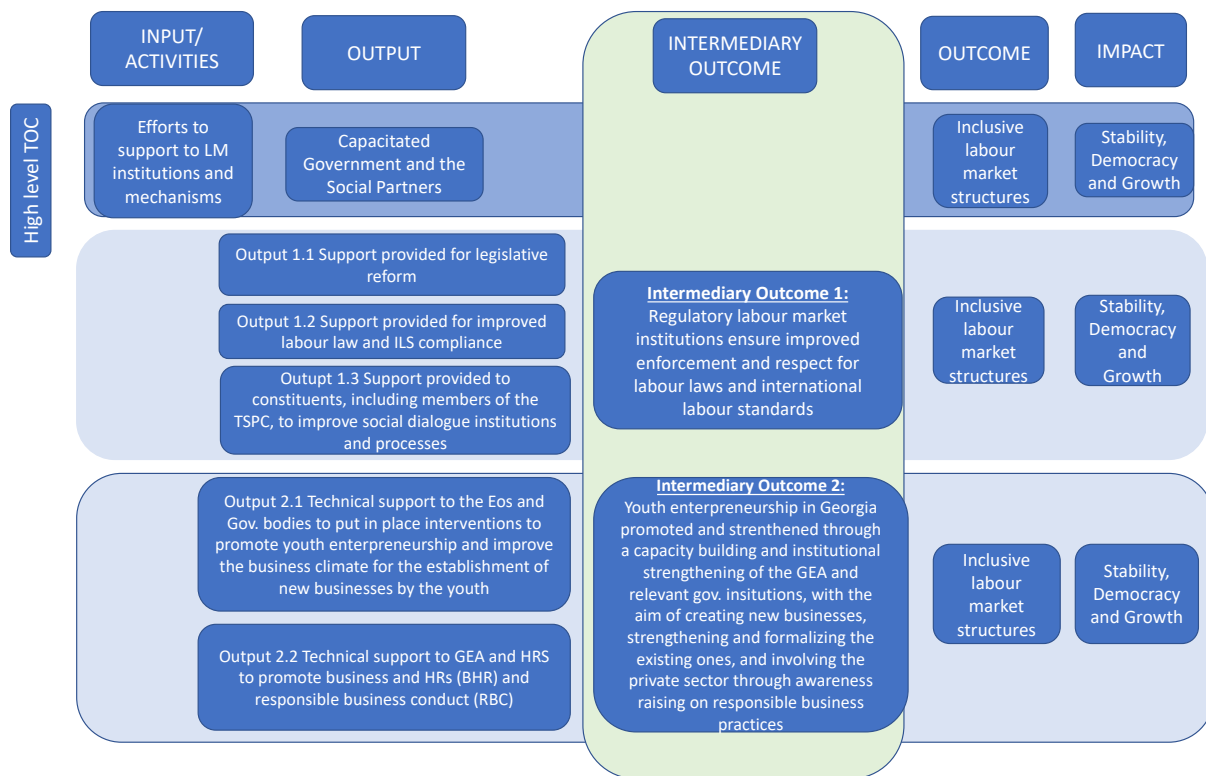
In September 2021, the project results framework was revised following the recommendations from the Mid-term evaluation (MTE) completed in November 2020. At the level of outcome and outputs only a minor correction was introduced in Outcome 2. Additional corrections were introduced at the level of indicators, including some changes in the baselines and targets.

Table 1: Revised outcome 2

Initial formulation of outcome 2	Revised formulation of outcome 2
Youth entrepreneurship in Georgia promoted and strengthened through capacity building and institutional strengthening of the GEA and relevant government institutions, which the aim of creating new businesses, strengthening and formalizing existing ones, and involving the private sector <i>through the implementation of responsible business practices</i>	Youth entrepreneurship in Georgia promoted and strengthened through capacity building and institutional strengthening of the GEA and relevant government institutions, which the aim of creating new businesses, strengthening and formalizing existing ones, and involving the private sector <i>through awareness raising on responsible business practices</i>

Prior to the evaluation, the evaluation team reconstructed the ToC to ensure coherence with DANIDA strategic priorities the project aimed to contribute to. The reconstructed ToC of the ILM project is presented below in Exhibit 1: Reconstructed ToC, while the initial ToC (i.e. the one developed during the project design) is provided in Exhibit 2 below.

Exhibit 1: Reconstructed ToC



The LogFrame of the project that was revised in 2022 following the recommendations of the evaluability assessment does not reflect on the ToC's assumptions (see Addendum 2 of the ILO-DANIDA contract). This suggests that the initial assumption hold true for the project and include the following:

Project outcome is achievable **if** Denmark supports labour market institutions and mechanisms, including social dialogue; addressing aspects such as the possible social lop side of the business environment reform and growth agenda; mechanisms to stimulate youth employment, including entrepreneurship development; support to SMEs in the reform process, in particular concerning adjustments related to the DCFTA.

The project intermediary outcome 1 is achievable **if** Denmark supports labour market institutions and mechanisms, including social dialogue, responsible for ensuring labour law enforcement and compliance with international labour standards.

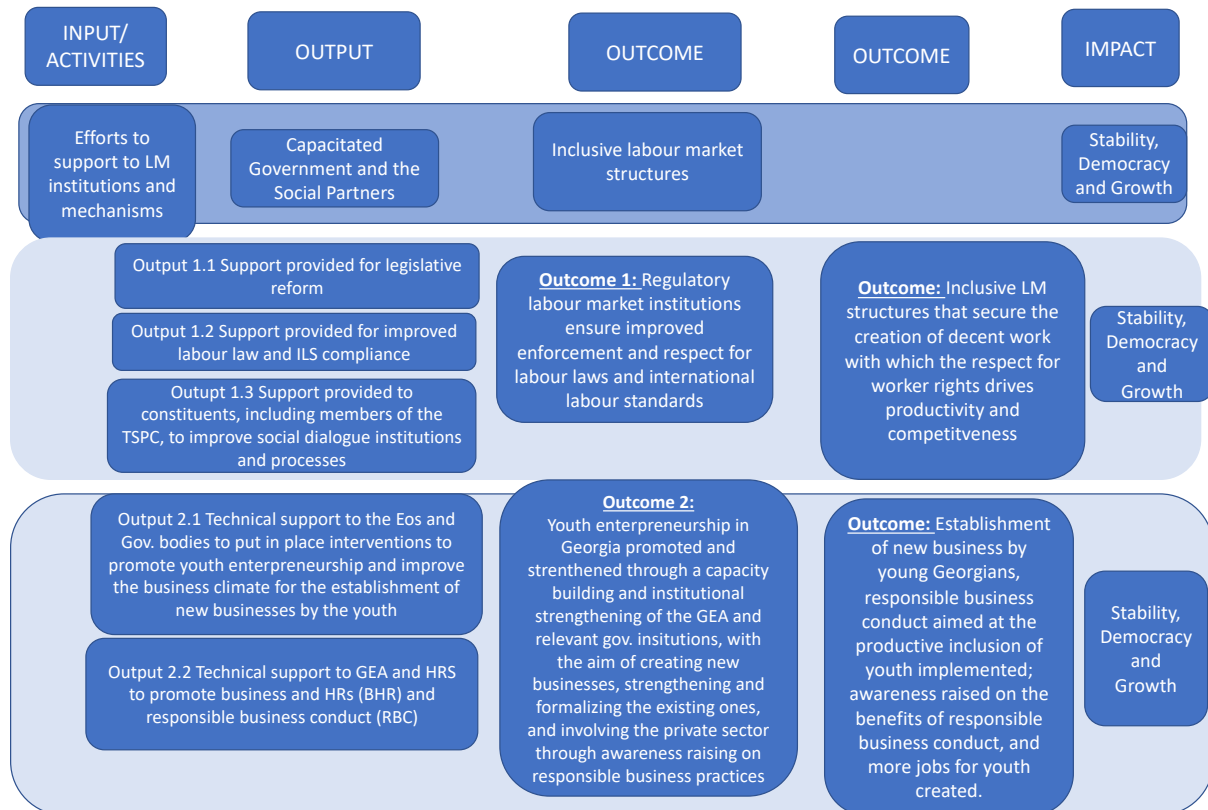
The project intermediary outcome 2 is achievable **if**

- Technical support is provided to GEA and relevant government institutions to strengthen their capacity to provide business development services (BNDs) to young entrepreneurs.

- Technical support to GEA and the Human Rights Secretariat to promote responsible business conduct and engage the private sector to productively include enterprises of the youth in Georgia.

- Technical support provided to ILO social partners to engage and lead policy dialogue to improve the business climate for the creation and growth of business of young entrepreneurs.

Exhibit 2: Initial ToC



1.3 Project budget

The overall budget of the project is DKK 28,000,000 (USD 4.298.762,14), with two commitments paid respectively in 2017 (DKK 19,000,000) and in in 2019 (DKK 9,000,000). The budget includes project expenditures and support costs calculated at the rate of 13% of direct project costs, as of the agreement between the ILO and the Donor.

1.4 Project main events and milestones

The project implementation covered various dimensions under the project outcomes, however, the main milestones and events might be summarized as follows:

- Under Outcome 1: major efforts were introduced to support labour policy reform in Georgia. More specifically the following was achieved (i) Labour code reform 2020; (ii) revision of several bylaws; (iii) contribution to various thematic reports and strategic documents such as National Employment Strategy 2019-2023 or Assessment of the Social Protection System in Georgia; (iv) series of capacity development events for legal practitioners, judges; (v) establishment of the vetted roster of mediators, and many more.
- Under Outcome 2: efforts were made to build capacities of young entrepreneurs by promoting SIYB training courses and to promote the culture of responsible business conduct through strengthening capacities of HR Secretariat and GEA. More specifically, the following was achieved: (i) 12 people were certified as SIYB Trainers; (ii) 400 youth were trained in SIYB; (iii) 31 micro-businesses opened; (iv) training organized for 93 representatives of business community on Human rights and Business (BNR) and on Corporate Social Responsibility (CSR); (v) e-course on BHR is developed, and more.

1.5 Project management and reporting

ILO is not a resident UN Agency in Georgia, meaning, that ILO Sub-Regional Office for Eastern Europe and Central Asia based in Moscow is responsible for the implementation of the project and provides the technical and administrative oversight. The project team based in Tbilisi is representing only this one project and is comprised of the following members: Georgia includes Chief Technical Adviser (CTA), one National Project Officer, one Monitoring and Evaluation Officer, one Project Assistant. The project Fin/Admin Assistant (part-time) is based in Moscow.

Technical backstopping support for the project is provided by the DWT/CO-Moscow and directly by the ILS and Labour Law Specialist, Senior Specialist in Workers' Activities, Senior Specialist in Employers' Activities, Labour Administration, Labour Inspection and Occupational Safety and Health (OSH) Specialist. Also, the SME Unit at ENTERPRISES at the ILO HQ provided technical backstopping for the project.

The project implementation is guided by the Project Advisory Committee (PAC), with a general mandate to provide advice on the strategic orientation of the project as well as guidance on the project implementation.

The project provides annual narrative and financial reports as well as quarterly reports provided to the project partners.

2. Evaluation Background

This section provides an overview of the purpose, objectives, scope, and intended users of the evaluation.

2.1 Purpose, objectives and scope

The **purpose** of this final evaluation contributes towards (i) *accountability* by providing a systematic and evidence-based review of the progress made towards the realization of the project outcomes across evaluation criteria; and (ii) *learning* by providing lessons learned and strategic recommendations for the similar future programming and planning in the project beneficiary country and beyond.

The **specific objectives** of the evaluation as defined in the TOR include the following:

1. 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.)
2. Assess the relevance and coherence of the project regarding country needs and how the project is perceived and valued by project beneficiaries and partners.
3. Assess the extent to which the project has achieved its stated objective and expected results regarding the different target groups, while identifying the supporting factors and constraints that have led to them, including implementation modalities chosen, and partnership arrangements
4. Identify unexpected positive and negative results of the project
5. Assess the implementation efficiency in terms of financial, human, etc. resources
6. Assess the extent to which the project outcomes will be sustainable
7. Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further
8. Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

The **evaluation scope** is explained by the timing and geographic coverage. The evaluation took place during March – April 2023 and covered the whole country with specific focus on the Western regions of Georgia, which is explained by the specifics of the project design and implementation.

2.2 Primary users

The **primary intended users** of this evaluation include the ILO's constituents, national partners, funding partners, as well as the ILO's management including ILM team, DWT/CO-Moscow, the ILO Regional Office for Europe and Central Asia, ILO HQ departments including ENTERPRISES, ACTRAV and ACTEMP.

3. Methodology

This section provides an overview of the evaluation approach and evaluation criteria, methods for data collection and analysis, stakeholder participation, limitations and risks as well as evaluation norms, standards and ethics.

3.1 Methodological approach, evaluation criteria and questions

The **methodological approach** towards this evaluation is explained by the following three perspectives:

- *Results-based Approach (i.e. Theory of Change (TOC) Approach)* – to explore non-linear cause and effect relationships throughout the activities-output-outcome-impact results chain.
- *System-based Approach* – to understand the complexity of the project interventions as a system with its elements, i.e. the relationships, interactions, and context of the key stakeholders working together towards common development results. This approach helps explaining linkages missed by the TOC.
- *Participatory Approach* – to ensure meaningful engagement of various stakeholders to ensure the evaluation is conducted in a consultative and transparent manner.

In accordance with the ILO policy guidelines for results-based evaluation (4th edition), OECD DAC evaluation criteria and TOR, the following **evaluation criteria** were applied: *relevance and strategic fit, validity of design, coherence, effectiveness, efficiency, and impact orientation and sustainability*.

Table 2: Evaluation questions

Evaluation criteria	Evaluation question
Relevance and strategic fit	<ol style="list-style-type: none"> 1. How relevant is the project to the needs and priorities of tripartite constituents' organizations in the context of Georgian labour market? 2. To what extent did the project build on previous experience of the ILO in Georgia, and relevant experience of other local and international organizations in Georgia?
Validity of design	<ol style="list-style-type: none"> 1. Do the project design results lead to meet project objectives? Do outputs causally link to the intended outcomes and objectives and consider external factors (assumptions and risks)? Does the project express in a consistent Theory of Change? 2. To what extent did the project build on the comparative advantage of the ILO in the field of youth entrepreneurship, ILS, social dialogue, business and human rights? 3. Has the project planning included a useful monitoring and evaluation framework, including outcome indicators with baselines and targets?

	4. Has the project design included an exit strategy and a strategy for sustainability?
Coherence	<ol style="list-style-type: none"> 1. To what extent was the project built upon for an integrated and harmonized response with on-going ILO, UN and government operations at country level? Is the project relevant for the ILO's strategic objectives and initiatives at national, regional and global levels? 2. What adjustments have been made to indicators and their measurement efforts to provide the Office with robust feedback on the ILO's contribution to the ILS, social dialogue, business and human rights, youth entrepreneurship?
Effectiveness	<ol style="list-style-type: none"> 1. To what extent have the project objectives been achieved? 2. To what extent have the project delivered on the recommendations of the Mid-term evaluation? 3. Have unexpected positive and negative results taken place? 4. What were the main internal and external factors that influenced the achievement or non-achievement of results? 5. Have ILO constituents been actively involved in articulating, implementing and sustaining coherent response strategies? To what extent have stakeholders other than ILO constituents been engaged in the project activities for sustainable responses? 6. To what extent has the project made progress in achieving results on crosscutting issues of international labour standards, social dialogue and tripartism, gender equality and non-discrimination (i.e. people with disabilities), fair transition to environmental sustainability? In accordance with other overall objective and outcomes, what specific measures were taken by the project to address issues related to the gender equality and non-discrimination? 7. How gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners? 8. How has the COVID-19 pandemic influenced project effectiveness and intervention model? To what extent did the project strategies remain flexible and responsive to emerging concerns such as the situation of COVID-19?
Efficiency	<ol style="list-style-type: none"> 1. Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outputs and specially outcomes? 2. To what extent has the intervention leveraged partnerships (with constituents, national institutions, and other UN/development agencies) that enhanced project results and contributed to priority SDG targets and indicators (explicitly or implicitly)?
Impact orientation and sustainability	<ol style="list-style-type: none"> 1. What can be identified as project sustainable impacts in the target groups and other actors as relevant? Are the results integrated or likely to be integrated into national institutions, target populations, and will partners be able to sustain them beyond the project (institutionalization of project components)? 2. What measures and actions have been put in place to ensure ownership of the project's results at national level? Has the project developed an exit strategy? 3. Can the project's approach or parts of it, and results be replicated or scaled-up by national partners or other actors considering institutional and financial dimensions?

3.2 Methods for data collection and analysis

The evaluation applied a combination of qualitative and quantitative **methods for data collection** such as *desk review, stakeholder interviews, as well as survey* to collect feedbacks from the youth engaged in the project implementation and *micro-narratives* to illustrate how project impacted on its young beneficiaries. Evaluation strived to gender balance during data collection phase. The *triangulation principle* of utilizing multiple sources for data and methods was applied to validate evaluation findings. Attention was paid to the strategies employed for the project communication and visibility purposes. Annex 3 provides the Evaluation Matrix that guided data collection.

Data collection took part both in-person and remotely, following a comprehensive desk review process. A field mission was organized to Tbilisi and to the Western regions of Georgia, i.e. Ajara, Samegrelo, and Guria regions. In total 60 (65% female and 35% men) people were consulted through individual and group interviews were conducted with the key informants based on availability sampling, i.e. interviews were carried out with those informants who made themselves available for this evaluation. In addition, a survey was launched to collect input from 400¹² young entrepreneurs (71% female and 29% male) that attended Start and Improve Your Business (SIYB) training courses organized by ILO. The 12,5% response rate (or 50 responses out of 400 possible) was reached, which is not sufficient to use the findings for the purpose of this evaluation. This figure probably indicates the percentage of those youth who are truly interested in pursuing entrepreneurship pathway of their personal development. Eight micro-narratives were also collected from the young entrepreneurs to illustrate how the SIYB training impacted their life, employment status, self-confidence, and prospects of future as provided in Annex 6.

Annex 1: List of People Interviewed provides a detailed list of the stakeholders consulted. Annex 2: Literature reviewed provides a detailed list of documents analyzed for this evaluation. Annex 4 provides lessons learned. Annex 5 provides good practices. Annex 6 provides the ToR for this evaluation work.

To ensure logical coherence and completeness of the **data analysis**, two compatible strategies of analysis were used:

- *change analysis* to compare the results indicators over time and against targets as defined in the *Addendum 2* of the ILO and Donor Agreement. It will provide a status of achievement towards results at the time of the evaluation as achieved, partly achieved or not achieved.

¹² There are more than 600 youth who took part in the SIYB training courses but only 400 of them provided their email addresses

- context-sensitive *contribution analysis* to explore cause-effect assumptions and to provide evidence to support *reasonable conclusions about the contribution* made by the project to the desired outcomes.

Evaluation governance: The **ILO Evaluation Manager (EM)** and **project team** provided coordination and logistical support in getting access to all needed resources for the evaluation.

3.3 Stakeholders consulted

The evaluation consulted a wide range of stakeholders including the main counterpart of the project which is the Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia (MoIDPLSA) and the ILO's Social partners represented by the Georgian Employment Association (GEA) and Georgian Trade Union Confederation (GTUG). Besides, the evaluation consulted to a range of state and non-state actors across the country as well as to the technical specialists from ILO located in the ILO sub-regional office.

The evaluation reached out to the participants of the young entrepreneurs trained during the project implementation. On 20th April debriefing was organized for the evaluation stakeholders to present findings, lessons learned and recommendations.

3.4 Limitations and risks

There are few limitations and risks that informed the approach and methodology of this final evaluation:

- **Very poor quality of the results framework:** the results framework has major flaws that does not allow monitoring function of the project to fully track the progress of the project along its multiple implementation dimensions Besides, lack of data reported by the project vis-à-vis the results framework limited the capacities of the evaluation team to comment on the progress of the project **ONLY based on the monitoring data**, meaning data required by the results framework. To mitigate the situation and to acknowledge the progress of the project, the evaluation team will base its findings on the actual performance of the project and stakeholder feedback, with due triangulation process.
- **Measurement and sampling limitations:** The inability to collect a random representative sample of respondents influences the assessment. The evaluation will employ non-random availability sampling keeping strong eye on ensuring proportional representation of the ILO tripartite constituents, i.e. government, workers' and employer's organizations. This bias could be further reduced through triangulation of data, data from different sources and methods (i.e. interviews, group meetings, survey and micro-narratives).

- **Language barriers in the region:** In the regions there might be necessary to ensure translation. The National Evaluator is fluent in English and Georgian and therefore, this issue is fully addressed.
- **General limitation during data collection:** the evaluation will remain vigilant to the following biases: (a) Confirmation bias, i.e. tendency to seek out evidence that is consistent with the expected effects; (b) Empathy bias, i.e. tendency to create a friendly (empathetic) atmosphere during data collection with the consequence of creating overoptimistic statements over project; (c) Strategies that could be used by respondents on self-censor (reluctance of respondents to freely express themselves) or purposely distorted statements to attract evaluation conclusions closer to their views; (d) reliance on qualitative data largely, which is to be validated through triangulation.
- **Response rate:** A sufficient response rate can be a challenge when conducting an online survey, especially with a within a limited time frame. To mitigate this risk, the evaluation team will strive to encourage participation by sending reminders and utilizing other means of communication with the support of the ILO team. Analysis and findings emerging from the survey will be used considering the actual participation rate.

3.5 Evaluation norms, standards and ethics

The evaluation was managed in accordance with the evaluation norms and standards in line with the UN Evaluation Standards and Norms¹³ as well as the ILO EVAL Evaluation Guidelines¹⁴ and ILO/EVAL checklists.¹⁵ The evaluation integrated gender equality and non-discrimination, international labour standards, social dialogue, as crosscutting themes throughout its design, implementation process and in its deliverables in line with the EVAL guidance note 3.1 on gender¹⁶ and guidance note 3.2 on ILO's normative and tripartite mandate.¹⁷

4. Main Findings

This section provides the evaluation findings through change analysis and contribution analysis based on OECD DAC evaluation criteria.

4.1 Key findings: project progress vis-à-vis results framework

The achievement of the project's outcomes was envisaged through the delivery of several outputs per each outcome and importantly, through the synergy created across outputs and outcomes. The project results framework is deemed to be designed to monitor the project progress and inform decision-making throughout the project implementation. **The very poor**

¹³ <http://www.unevaluation.org/document/detail/1914>

¹⁴ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_853289.pdf and https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746722.pdf and

¹⁵ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_178440.pdf

¹⁶ https://www.ilo.org/wcmsp5/groups/public/@ed_mas/@eval/documents/publication/wcms_165986.pdf

¹⁷ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_721381.pdf

quality of this project results framework does not allow utilizing its full potential for monitoring and decision-making purposes and conclude about the achievements of the project. The results framework has major flaws: (i) most of the indicators are not SMART (i.e. specific, measurable, achievable, relevant and time-bound), (ii) there is a mismatch between indicators and baseline and targets, (iii) in one case the baseline is lower than the proposed target. Besides, the project results framework does not capture the magnitude of the efforts and the significance of the results reached by the project to be utilized for evaluation purposes. Table 3 below provides project results framework with some comments on its indicators.

During the project implementation many activities were implemented, significant milestones reached, and critical triggers activated to expect system level impact across the whole labour market in Georgia.

Under Outcome 1 several critical milestones reached, for example:

- *Output 1.1: Support provided to for legislative reform*

With direct support from ILO the legislative package was significantly renewed and included the following: several amendments to the existing Labour Code (2020), Law on Labour Inspection (LI) (2020), Organic Law of Georgia on Occupational Safety and Health (2019). In addition, all the preparation work is completed for the ratification of the ILO Convention 81¹⁸ on Labour Inspection, ILO Convention 190¹⁹ on Violence and Harassment, and the ILO Protocol 29²⁰ to the Forced Labour Convention. Several other important legal documents are in the process of preparation for their further adoption and ratification in Georgia.

A variety of important studies and assessments were implemented in Georgia with active engagement of ILO and through mobilizing the project resources with the purpose to improve compliance with ILS. For example, efforts were made to carry out two comprehensive social protection assessments in partnership with Expertise France (2022) and UN-Women (2021) respectively; a regulatory impact assessment (2021); gender pay gap assessment;²¹ or women's entrepreneurship development (WED) assessment with involvement of UN Women and GTUC (2022); assessment of LI practice 2021-2022 (to be completed in 2023), assessment of the mediation system (to be completed 2023), etc.

- *Output 1.2 Support provided for improved labour law and ILS compliance (MOLSHA, GEA, GTUC, TSPC, HSOJ and GBA)*

¹⁸ https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C081

¹⁹ https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C190

²⁰ https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:P029

²¹ https://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-moscow/documents/publication/wcms_842290.pdf

A series of training, workshops, and discussions were held with MOLSHA, GEA, GTUC, SPC, HSOJ and GBA to increase and uphold ILS compliance in Georgia. Hence, over 53 training were organized for the ILO's constituencies on new Labour Code to better represents the rights of their members. GEA, GTUC and GBA members too were trained on the amendments to the Labour Code and the new Law on Labour Inspection Office (LIO).

Solid amount of work is done to train (360) the representatives of judicial system (i.e. lawyers, judges, Supreme Court judges) on ILS and Labour Code amendments. Also, on the basis of HSJ three Bench-Bar meetings (BBM) were organized where the judges and lawyers came together to discuss understanding of the application of the new Labour Code on the basis of real cases. Additional workshops were organized for mediators to improve their knowledge on the new Labor Code and the ILS in general.

The LI was supported with a series of capacity development efforts such as training courses on labour rights and OSH, improved operational procedures, support to internal management tools, and equipment.

On the platform of HSJ, significant efforts were made to train mediators for collective disputes²² on labour rights with the direct engagement of the ILO International Training Centre in Turin (ITC). The project supported with the establishment of the vetted roster of collective mediators under the MOLSHA which comprises 10 female and 7 male participants. Three members of the roster were supported to participate in the additional online course on Conciliation/Mediation, aimed at strengthening the technical capacities of the mediators.

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

Efforts were made to support the ILO's constituencies to strengthen social dialogue and tripartism (trilateral cooperation) as a tool for labor market management to promote decent working conditions, inclusive development, and social cohesion. The Tripartite Social Partners Commission (TSPC), comprising GEA, GTUC and the MOLSHA and other social partners is the main platform for ILO to promote social dialogue among its constituencies in Georgia. The work of the TSPC is regulated by a joint bi-annual Action Plan. With support of ILO, the joint Action Plans 2018-2019, 2020-2022, and 2023-2025 were developed and efforts were made to facilitate the discussion of social partners towards the realization of the Action Plans. Efforts were made to establish one regional TSPC in Imereti region (as one of the most industrially developed region in Georgia), but the work is not finalized yet.

Under Outcome 2 several critical milestones reached, for example:

²² Collective disputes refer to the cases that involves groups of workers versus individual disputes involving single worker

- Output 2.1: Technical support provided to employment organizations (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

Within this project, ILO trained 12 of SIYB Trainers (8 women and 4 men) representing various employment organizations and organized a refreshment training of trainers (ToT) course for seven SIYB trainers for 4 women and 3 men. The SIYB trainers provided training services to further 400 (315 women and 85 men) SIYB training participants across Georgia, whereby 342 (247 women and 95 men) youth. Out of all participants of SIYB training, 31 participants registered their micro businesses (e.g. small flower shop, accessory shop, individual entrepreneur offering sewing services, individual entrepreneur offering pastry products, individual entrepreneur offering catering services, and suchlike).

- Output 2.2: Technical support provided to GEA and Human Rights Secretaire (HRS) to promote Business and Human Rights (BHR) and responsible business conduct (RBC)

In 2019 ILO organized a certification training for 93 private sector partners on Business and Human Rights (BHR), Tackling gender inequality from an employers' perspective, and Corporate social responsibility (CSR). Also, on the request from the Supreme Court and for the first time in Georgia, the Supreme Court judges were trained on Business and Human Rights (BHR). In 2020, ILO in partnership with the Administration of the Government (AOG) of Georgia and the Civil Service Bureau of Georgia, launched a series of webinars on BHR with the aim to strengthen the capacity of the Government in the implementation of the National Action Plan (NAP) on Business and Human Rights.²³

²³ <https://globalnaps.org/country/georgia/>

Table 3: Project progress vis-à-vis its indicators as reported by the project M&E

OUTCOME ACHIEVEMENT				
Indicator	Baseline (2017)	Target (2023)	Status (As of April 14, 2023)	Progress per indicator
Outcome 1: Regulatory labour market institutions ensure improved enforcement and respect for labour laws and international labour standards				
Quality of legislative and institutional reform	Labour law reform incomplete	The legal base for enforcing labour legislation adopted in line with ILO recommendations	The labour law reform was completed in 2020 with Adoption of labour legislation package: The Organic Law of Georgia-Labour Code of Georgia and the Law on the Labour Inspection Service Georgia's Parliament adopts historic labour law reform package (ilo.org) .	ACHIEVED
	Less than 1% of enterprises are being inspected	Labour Inspectorate has been established in conformity with relevant ILO standards	<p><u>2022</u>: 1,933 facilities inspected</p> <p><u>2021</u>: 834 facilities inspected under normal inspections (no COVID-19 related) and 13,612 facilities inspected (including COVID-19 related focused inspections)</p> <p><u>2020</u>: 304 facilities inspected under normal inspections (no COVID-19 related) and 16,150 facilities inspected (including COVID-19 related focused inspections)</p> <p><u>2019</u>: 835 facilities inspected</p> <p><u>2018</u>: 467 facilities inspected</p> <p><u>2017</u>: 392 facilities inspected</p>	<p>NOT APPLICABLE</p> <p>The mismatch between baseline and target formulations questions their usability for M&E: what to measure? The reported # of facilities inspected does not linked with the baseline nor with target. However, this data is relevant to indicate the dynamic of inspections as proxy of the services provided by LI.</p>
	35% of Georgian judges underwent ILO training on ILS	An increased number of court decisions at all levels take into account the labour code amendments and ILS	<p>From 2018 to 2020 ILO ILS trainings covered all civil law judges who were assigned to hear labour disputes in the country, due to the turnover of judges, ILO believes that around 80% judges are reach.</p> <p>Percentage of judgements in Supreme Court using ILS increased from 2.4% (2019) to 5.37% in 2020, and to 14% in 2021. In overall, in 30% of cases from 2019 to 2021, judges in city (district) appellate courts and Supreme Court referred to ILS.</p>	<p>OVER ACHIEVED</p> <p>The mismatch between baseline and target formulations questions their usability for M&E: what to measure? However, the monitoring data provides insight to conclude that (a) the target baseline is exceeded and (b) there is a positive dynamic in using ILS in court decisions in Georgia.</p>

Official roster of 11 mediators approved	n/a	Official roster of 17 mediators established (10 female and 7 male)	ACHIEVED
60% success rate in the mediation of collective labour disputes	At least 50% success rate in the mediation of collective labour disputes per year	2022: 46% of success rate (6 mediation agreements signed out of 13 collective labour disputes involving mediation) 2021: 31% (5 mediation agreements signed out of 16 collective labour disputes involving mediation) 2020: 16 % of success rate (1 mediation agreement signed out of 6 collective labour disputes involving mediation) 2019: 28% of success rate (4 mediation agreements signed out of 14 collective labour disputes involving mediation) 2018: 50% of success rate (3 mediation agreements signed out of 6 collective labour disputes involving mediation)	NOT ACHIEVED Target figure is less than baseline. The M&E data indicates negative dynamic over the years.
55% of the TSPC Strategic Plan for 2016-2017 is in a process of implementation	At least 70% of TSPC Strategic Plan agenda items are or have been in the process of implementation (have been discussed in working groups and drafts prepared for the commission)	3 items, out of total 17 were discussed in working groups and drafts were prepared for the commission; another 7 items are in the process of implementation.	NOT ACHIEVED The data suggests only 59% realization of the plan as of May 2023
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 the existing ones, and involving the private sector through awareness raising of responsible business practices			

<p>Number of young Georgians who have established new businesses, or have registered but not yet started as result of the services or training provided by GEA or relevant government institutions</p>	<p>Youth unemployment rate 30.8%, self-employment 57.7%</p>	<p>10% of youth trained in SIYB establish a business or have registered but not yet started based on the training received</p>	<p>Out of 500 SIYB training participants, 31 persons (6%) started and/or registered business</p>	<p>NOT ACHIEVED</p> <p>The mismatch between baseline and target. However, reported data indicates lower than expected % of business registered, though no complete data were available for the project.</p>
	<p>No baseline</p>	<p>GEA and the Ministry of Labour possess the technical knowledge and tools necessary to put in place youth entrepreneurship programmes</p>	<p>SIYB training materials available for GEA and MoL</p>	<p>ACHIEVED PARTIALLY</p> <p>No indication of baseline. However, the evaluation found that GEA, MoL and other partners possess the SIYB training materials provided by the ILO and have ILO certified trainers to be able to put in place youth entrepreneurship programmes.</p>
	<p>No baseline</p>	<p>The SIYB programme is re-launched and the ToT +SIYB training programme includes gender equality and COVID-19 measures</p>	<p>ToT +SIYB has been re-launched</p>	<p>ACHIEVED</p> <p>The SIYB programme was implemented at different phases of the project implementation</p>
	<p>No baseline</p>	<p>Government institutions and GEA have produced the necessary documentation to identify promising economic sectors and market opportunities, as well as bottlenecks and inefficiencies, which impede the linkage of youth entrepreneurs with potential markets</p>	<p>No evidence found</p>	<p>NOT ACHIEVED</p> <p>The mismatch between baseline and target formulations does not allow to conclude about progress vis-à-vis indicator. However, no evidence was found through the evaluation process to support any progress on this direction. Meanwhile, multiple other studies were produced by the project to inform on-going reform of the labour market in Georgia.</p>
<p>Business in Georgia express increased awareness and knowledge about responsible business practices as a result of actions undertaken by the GEA and the HRS</p>	<p>No baseline</p>	<p>The Human Rights Secretariat possess increased knowledge on Human Rights and business</p>	<p>Progress has been made towards target by developing awareness raising tools (three videos and e-course on BHR) and gender equality policy documents by GEA, with support of the project.</p>	<p>NOT APPLICABLE</p> <p>The mismatch between baseline and target formulations does not allow to conclude about progress vis-à-vis the indicator</p>

GEA and HRS promote responsible business practices

Representatives from at least 17 businesses developed understanding on Corporate Social Responsibility (CSR) and Responsible Business Conduct (RBC) through events organized by GEA and HRS in 2019.

ACHIEVED

In partnership with GEA, trainings were organized for 31 business representatives on CSR and RBC; 35 business representatives on Gender equality; 27 SME advisors on BHR and decent work for SMEs.

4.2 Key findings per evaluation criteria

4.2.1 Relevance and strategic fit

Finding #1: The project design is highly relevant to the needs and priorities for labour market reform in Georgia

The focus of the project intervention on shaping legal context, strengthening tripartite constituents, and supporting youth entrepreneurship as well as improving business climate in Georgia addresses most critical needs of the labour market in its transition phase from deregulation towards gradually introduced regulated labour market and increased employment among various groups.

The project is in line with the ILO's Decent Work Agenda²⁴ – employment creation, social protection, rights at work, and social dialogue. Realization of the project high-level goal directly contributes to the achievement of SDG8: *Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.*²⁵

The project is fully in line with the strategic priorities agreed to be achieved between the Government of Georgia (GoG) and United Nations across two strategic planning phases, namely, 2016-2020 as defined in the United Nations Partnership for Sustainable Development (UNPSD)²⁶ and 2021-2025 as defined in the United Nations Sustainable Development Cooperation Framework (UNSDCF).²⁷ Through its outcome 3 UNPSD spotlighted better employment and livelihoods for most prioritized groups through *inter alia* new policies, systems, institutions in labour market and direct support to job creation. Building upon UNPSD, UNSDCF too highlighted importance of strong economy and criticality of better integration into the world economy with explicit focus on improved youth and women's labour force participation, as detailed in its Outcome 3: *By 2025, all people without discrimination benefit from a sustainable, inclusive and resilient economy in Georgia.*²⁸

The project is fully in line with the strategic priorities of the GoG outlined in the AA with the EU and prioritized by the GoG. In its Socio-Economic Development Plan (Georgia 2020)²⁹ the GoG prioritized increased employment and economic growth through *inter alia* strengthening labour market institutions and labour market information systems (LMIS), supporting business sector, strengthening mechanisms for efficient resolution of commercial disputes,

²⁴ <https://www.ilo.org/global/topics/decent-work/lang--en/index.htm>

²⁵ <https://sdgs.un.org/goals/goal8>

²⁶ <https://georgia.un.org/en/45244-2016-2020-united-nations-partnership-sustainable-development-unpsd>

²⁷ <https://georgia.un.org/en/103990-united-nations-sustainable-development-cooperation-framework-unsdcf-2021-2025>

²⁸ Ibid.

²⁹ <https://matsne.gov.ge/en/document/view/2373855?publication=0>

improving legislation and institutional mechanisms for free market competition, etc. The document explicitly mention that “*Legislative and institutional harmonization with EU under the EU- Georgian Association Agreement implies meeting EU requirements and norms when carrying out business activities*” (p.21).

The project also directly contributes to the strategic objectives defined in the Danish Neighbourhood Programme (DANEP) 2017 – 2021 for Georgia to achieve stability, democracy and inclusive growth.

Finding #2: Project is built on the previous experience of the ILO in Georgia providing solid continuation of ILO’s efforts at policy level; yet, investing in youth entrepreneurship is rather novel direction of activities for ILO in Georgia

The project design is informed by the previous ILO’s engagement in Georgia. Specifically, the outcome 1 of the project is firmly based on the continuous efforts of ILO to the efforts of the GoG towards reforming labour market in Georgia. For example, ILO provided technical support to revise the Occupational Health and Safety (OSH) Law in 2018 ensuring compliance with the ILS, which gave first strong mandate to Labour Inspection of Georgia. This was followed by support in drafting Bill of Labour Rights in 2018 which gave strong bargaining power to workers. In 2019 the Parliament of Georgia approached ILO with request to support improving labour market regulatory framework. These efforts logically preceded the culmination of the GoG’s and ILO’s efforts in developing and ratifying several amendments to the Labour Law in 2020, with active engagement of the ILO’s constituencies and the international partners.

SIYB training instead is rather new line of activities for ILO in Georgia, even though SIYB is one of the flagship toolkits for ILO widely used across the globe.

4.2.2 Validity of design

Finding #3: The project is based on the comparative advantages of ILO, with rather consistent Theory of Change (ToC), yet, somewhat weak mechanism to support the realization of outcome 2 to promote youth entrepreneurship and employment

With regards to increasing compliance with the ILS, the project holds quite a unique position in the landscape of development activities in Georgia. ILO remains the main international partner of the GoG in shaping Georgian labour market regulation and increasing compliance with the ILS. This position is defined by the unique mandate of ILO but also its expertise and

reputation among its constituencies, who expressed strong support to the ILO's presence and heightened expectations towards continuation of its efforts in Georgia.

The project TOC as illustrated in Exhibit 1 is rather consistent and addresses critical gaps to support labour market reform in Georgia. The TOC is geared towards addressing the most critical preconditions for the establishment of an inclusive labour market in Georgia through its (i) Outcome 1 that is focused on compliance with ILS and (ii) Outcome 2 that is focused on promotion of youth entrepreneurship through strengthening capacities of adequate institutions and promotion of responsible business practices. While the TOC of the project is rather consistent, better alignment among outputs would have provided stronger ground for the project to create synergy and maximize expected impact. This is particularly valid for the outcome 2.

Throughout its implementation the project demonstrated high degree of responsiveness to accommodate various needs of its constituencies and channel the project resources to address those needs. For instance, after Georgia became one of the first members to join Equal Pay International Coalition (EPIC)³⁰ in 2021, the project accommodated the request from its constituencies to support with developing labour costs assessment methodology and policy recommendations to improve compliance with ILO Convention No100³¹ on Equal Remuneration. Once introduced, this tool could be further utilized by the ILO constituencies to advocate for bridging gender pay gap in Georgia. This demonstrated that the project team and ILO high-level management demonstrated important flexibility to ensure system level changes in labour market in Georgia, remaining within the scope of the TOC.

While the outcome 2 suggests the focus of the project on building capacities of relevant state institutions to support youth entrepreneurship, the mechanism employed by the project for its realization was not sufficient to optimize the use of available recourses and create lasting impact at the institutional level. Offering Training of Trainers (ToT) to a limited number of representatives from various organizations without clearly defined strategy for continuation of efforts in each institution did not allow to maximize potential effect of this intervention.

Finding #4: Both the initial results framework and the revised results framework of the project are poorly designed and could not allow project monitoring to inform project decisions

The project results framework is poorly designed and provides no grounds for an adequate M&E system to be designed and implemented. The indicators are not SMART,³² there is

³⁰ <https://www.equalpayinternationalcoalition.org>

³¹ https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C100

³² SMART stands for Specific, Measurable, Achievable, Relevant, and Time-bound

almost full mismatch between baseline and targets or between reported data and targets, or baseline is higher than targets, or no baseline is available.

For example, the baseline for Outcome 1 is defined as “60% success rate in the mediation of collective labour disputes”, while the target indicates only 50%. Another example is the target of the indicator for Outcome 2: “Number of young Georgians who have established new businesses, or have registered but not yet started as result of the services or training provided by GEA or relevant government institutions” that does not match this indicator “Government institutions and GEA have produced the necessary documentation to identify promising economic sectors and market opportunities, as well as bottlenecks and inefficiencies, which impede the linkage of youth entrepreneurs with potential markets”.

The project team managed some of these challenges by concentrating its M&E efforts to extract as meaningful as possible data and inform project decisions even if the data was not in line with baselines or with the targets of the indicators. For instance, the Outcome 1 indicator baseline suggests that “35% of Georgian judges underwent ILO training on ILS” and expected target suggests that “An increased number of court decisions at all levels take into account the labour code amendments and ILS”. While the target and indicators are not linked (because indicator refers to output level baseline, while the target refers to the outcome level), the M&E managed to collect data to indicate the progress on percentage of Georgian judges receiving ILS-related training and the positive dynamic of court decisions that referred to ILS.

Finding #5: The project design missed exit strategy and strategy for sustainability

At the project design phase, no exit strategy or strategy for sustainability was envisaged. Prior to the end of the project, it is important to develop an exit and sustainability strategy with a broader focus including longer history of ILO’s engagement in Georgia, given the transition of Georgia from the Regional Office for Europe and Central Asia in Moscow to ILO Sub-regional Office for Central and Eastern Europe in Budapest planned from 1st July 2023.

4.2.3 Coherence

Finding #6: The project demonstrated high level of coherence with other initiatives in support to on-going reforms of labour market in Georgia, however, much lower coherence was found with the on-going efforts to improve youth entrepreneurship and employment

There are several national and international organizations that has mandate and portfolio of activities related to labour market reform and promotion of youth employment and

entrepreneurship. ILO managed to establish contacts with many of them however, not all contacts were further translated into tailored programmatic efforts. This is particularly true in relation with the activities geared towards youth entrepreneurship and promoting responsible business practices in Georgia.

The project demonstrated high degree of alignment of its efforts within its Outcome 1 with various initiatives and partners. For example, ILO continued cooperation with the High School of Judges (HSJ)³³ of Georgia established since 2014. With support from ILO, HSJ organized four training courses for judges and their assistants on Georgian Labour Law and compliance to ILS. For the first time, Supreme Court judges took part in the training courses on labour law and ILS on the HSJ platform.

Strong programmatic relations are established with UN Women, which has a large portfolio of women economic empowerment activities in Georgia. On March 2020 a Memorandum of Understanding (MOU) was signed among two UN agencies to coordinate efforts to enhance social protection in Georgia, promote care economy, capacity building of labour inspection, entrepreneurship, enhancing the culture for responsible business conduct and corporate social responsibility (CSR), promotion of ILO conventions, promotion of women's entrepreneurship development (WED) assessment in Georgia. Also, strong working relationships were established with Expertise France to joint efforts and explore various aspects of establishing social protection floors in Georgia. Under this initiative various partners are joining their efforts to shape the new Social Code for Georgia. This initiative has limited resources and time frame, however, created some expectations among stakeholders and could be considered potentially viable to explore for Georgia. Additional joint efforts were noted by stakeholders with UNDP, FAO, UNHCR, USAID, EU Delegation, WB were as quite appropriate.

For the promotion of youth entrepreneurship, contacts were established with various organizations whose representatives participated in Start and Improve your business (SIYB) TOT courses. The main assumption was that after the completion of the course each institution would be committed and able to further utilize the SIYB knowledge and materials provided by ILO. Hence, the contacts were established with the national and local level representatives of the two organizations operating under the Ministry of Economy of Georgia: (i) Enterprise Georgia³⁴ that is focused on supporting traditional business activities and (ii) Georgia's Innovation and Technology Agency (GITA)³⁵ that is focused on supporting start-ups that innovative ideas. Both organizations have orientation programmes for the youth and young entrepreneurs across Georgia. Also, ILO established contacts with the Youth Agency of

³³ <https://www.hsoj.ge/eng>

³⁴ <https://www.enterprisegeorgia.gov.ge/en>

³⁵ <https://gita.gov.ge/en>

Georgia³⁶ operating under the Ministry of Culture of Georgia and who is currently developing Youth Entrepreneurship policy concept 2023-2033. Contacts were established with the State Employment Support Agency (SESA) operating under the MOLHSA since 2020 and several other state agencies. However, the assumption was not justified, and the institutions did not consider participation of their staff to the SIYB training as a commitment for their further actions.

Finding #7: While the approach chosen for the realization of Outcome 2 is viable, lack of adequate mechanism prevents building coherence with key partners

The general approach chosen by the project to work with the institutions through strengthening their capacities and capabilities is very viable, allowing in theory scalability and sustainability of efforts. However, for Outcome 2 this approach lacked strong implementation mechanisms to ensure clarity of commitments and next steps of each partner.

4.2.4 Effectiveness

Finding #8: Significant progress is made by the project to improve Georgia's compliance with the ILS

It was confirmed by all stakeholders and specifically by the ILO's constituencies that the reform of the regulatory framework of the labour market in Georgia is a breakthrough and it would not be possible without ILO's technical support, its convening power and its resources.

As a result of this reform some critical achievements could be noted, e.g. stronger legal system to guide labour rights protection in Georgia; increased bargaining capacity of the workers; stronger mandate of ILO's constituencies with adequate rights and responsibilities; strengthened mandate for LI; establishment of a mediation system and promotion of culture of collective dispute resolution; and many more. These indicate solid changes allowing to conclude about system-level progress achieved within this project. This is particularly significant advancement when compared to the previous, completely deregulated system of labour market in Georgia.

Finding #9: Important triggers are activated to promote culture of collective bargaining in Georgia, however, there is a large room for improvement

The project helped to build preconditions for shaping adequate collective bargaining culture as the first step towards strong collective mediation system in Georgia. This was managed through supporting the MOHSHA with shaping a vetted roster of ILO-certified mediators for

³⁶ <https://youthagency.gov.ge>

collective cases, but also through intensive work with the judicial system in Georgia (i.e. lawyers, judges, Supreme Court judges) to raise their knowledge in ILS and Labour Code amendments. The latter allowed increasing references and compliance to ILS in the court decisions.

A series of very successful BBM were organized with the engagement of judges and lawyers allowing in-depth discussions on real cases from different perspectives and creating thereby better understanding of the procedural requirements, roles and responsibilities of each of the partner. This too contributes to building a culture of collective bargaining in Georgia.

The progress in shaping effective collective bargaining culture in Georgia is noticeable, but there is still a large room for improvement that requires continuation of the efforts from all involved partners.

Finding #10: Efforts are invested in shaping social dialogue in Georgia at the TSPC platform, however, there is a large room for improvement by strengthening the political and administrative leadership of TSPC as the main platform for social dialogue in Georgia and by creating more space for social partners to engage in dialogue with each other

The project was managed in a manner that allowed ILO's constituencies to be continuously engaged in the project implementation, especially after the new CTA joined the team. Within the project multiple consultations were held with the ILO's constituencies to discuss and find compromises on the recommendations for the revision of the legal framework for the labour market in Georgia.

After full deregulation of labour market, it remains challenging to foster smooth social dialogue among partners – the interests and agendas differ to a large extent, which could be seen as a healthy opposition. The project implementation demonstrated that many discussion issues among social partners could be resolved but also that there are those that remain stumbling blocks for quite some time already, e.g. an issue of minimum wages that remains controversial for years now and an issues of 48-hour work regime, which was lately adopted as one of the bylaws in support to the revised Labour Code of Georgia in 2020.

ILO has a strict manage to work with its constituencies, namely, *MOLSHA, GEA and GTUC*, utilizing Tripartite Social Partnership Commission (TSPC)³⁷ platform established at the national level in 2010. While there are contacts between social partners beyond the TSPC, it remains, however, the main platform for social dialogue for more strategic deliberation among social partners. Biannual Action Plans are developed with active engagement of the ILO and progress is being tracked. In reality, the TSPC is rather weak construct in Georgia that

³⁷ <https://library.fes.de/pdf-files/bueros/georgien/16266.pdf>

requires serious attention to uphold its role and become the driver of social dialogue in Georgia under the strong guidance of the top leadership of the country.

Finding #11: While the project stimulated culture of labour rights protection through building capacities of Labour Inspection Office (LIO), as well as Georgian Trade Union Confederation (GTUC) and Georgian Employers Association (GEA), there is a large room for further improvement

Improvement of institutional capacities and capabilities of the social partners is the key for the creation of checks and balances around the labour market system in Georgia. Only strong institutions can effectively protect the rights of their constituencies. With support of this project multiple interventions were initiated and successfully accomplished to support partners with new knowledge, equipment, assessments, methodologies, etc. however, there is still very much work to be done to support them with successful protection of labour rights in Georgia. For example, the ILO convention No181 on Labour Inspection (LI) was ratified on August 2002³⁸ and Labour Inspection established in 2015,³⁹ however, only because of introduction of Organic Law on OSH (2020) the LI's mandate was strengthened as a separate legal entity of public law (LEPL) and it was given an authority to inspect all sectors, both public and private, without a court order and prior notice.

There is a need for continuous strengthening of the LIO, GEA and GTUC to increase the technical expertise of the staff at both national and local levels, to strengthen their mandates by more legal instruments, to provide more space for the social dialogues, to sharpen their accountability frameworks, etc. For instance, the LIO provided the evaluation team with a written recommendations on how to improve the programming relationships with ILO in the future (Annex 7). The Danish partners emphasized the importance of building stronger representation of the social partners in Georgia and ensuring that there are continuous follow ups of the agreements made between Georgian and Danish partners, demonstrating thereby continuous increase in their capabilities.

Finding #12: Efforts are made to contribute to the promotion of youth entrepreneurship and improved responsible business climate in Georgia, however, lack of adequate implementation mechanism limited expected results

The project employed very viable approach towards promotion of youth entrepreneurship and responsible business climate in Georgia, which is to work with institutions to build their human capacities and provide them with necessary educational material, creating thereby strong foundations for those institutions to transfer knowledge through their channels. The

³⁸ https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11200:0::NO::P11200_COUNTRY_ID:102639

³⁹ <https://matsne.gov.ge/en/document/download/5003057/0/en/pdf>

implementation, however, lacked solid mechanism (i) to acquire strong commitment from the selected institutions, (ii) to jointly shape mechanisms for their further knowledge transfer (e.g. fellowship, internship, grant schemes, additional training, etc.), and (iii) to provide quality oversight of the early steps made by those institutions.

Finding #13: Effectiveness of the project, specifically in its efforts under Outcome 2, are affected by the lack of adequate communication strategy and outreach efforts in local language

The project implementation lacked adequate communication strategy and outreach efforts towards its known audience and especially, towards those who could potentially become ILO's interested stakeholders.

Efforts were made to organize outreach via Facebook and to promote project results via ILO global website. The project did not have a dedicated website, with all the information and resource materials developed within the project, which could have been further promoted by the project stakeholders. Having dedicated website and materials in Georgian language was seen by the stakeholders as a particularly important precondition for reaching to the youth located in remoted and rural areas.

Impossibility of utilizing UN RCO website (given that UN RCO represents only resident UN Agencies in Georgia) has further limited the communication and outreach opportunities for the ILO project.

As a result, one of the challenges encountered throughout the implementation of SIYB training courses was the lack or very limited access to the audience who might be potentially interested in those training courses. Should the training courses be managed by the partner institutions and not directly by the ILO, this risk could have been reduced.

Finding #14: The implementation of the project was influenced by the Covid-19 pandemic, however, the project management addressed the evolving challenges in adequate manner

Covid-19 pandemic began soon after the inception of the project. This has also coincided with the change of CTA in the project. The newly assigned CTA had to shift his operations to online, remote mode for about a year. During this period and for the whole duration of the pandemic, there were significant slow-down of the project processes, delays, and additional necessary follow-ups across all activities of the project. Never the less, the project team demonstrated adequate efforts in managing all project activities and reaching significant results on its strategic directions.

Finding #15: The recommendations of MET were sufficiently addressed by the project team

After analyzing the recommendations proposed by the Mid-term evaluation (MTE) and the actions taken by the project team, the evaluation concluded that the project team managed to address the MTE recommendations as much as it was meaningful.

For instance, the MTE's recommendation 2 suggests that there must be revision of the project design with engagement of the external specialist. The revision indeed took place though the quality of that revision raised multiple questions as explained under the Validity of design section of this report. Recommendation 5 suggested that the project team should ensure systematic follow up on engagement with the participants of SIYB training courses, linking them to other services. This recommendation required deviation from the project approach of working with institutions and required ILO project team alone to face all 600 SIYB trainees and follow up with their specific cases. This recommendation has put additional pressure on the project team, but the results were incomparable with the efforts made, especially, when there is no dedicated person to deal with Outcome 2 in the project team. Recommendation 7 lacks clarity by suggesting 'improvement' of contacts with SIYB trainers. Recommendation 15 suggested that the project reporting needs to be reorganized to link actual achievements directly to the project indicators. While this recommendation is very sound, in the absence of a solid results framework it is not achievable. Therefore, the degree of realization of MTE recommendations is analyzed by the final evaluation through the prism of pragmatic and realistic preconditions that are available for the project team.

4.2.5 Efficiency

Finding #16: The project implementation demonstrate efficiency without major unjustified budget shifts, overspendings or underspending

Table 4 below provides the complete overview of the project budget, indicating the following:

- the total approved budget in DKK and USD accordingly (column B and C)
- the % of each budget line (initial version) in comparison with the total budget (column D)
- There were 14 revisions of the budget during the project implementation. The final budget as it is of 18 April 2023 is presented in column E of the table.
- the % of each budget line as of 18 April 2023 in comparison with the total budget (column F)
- the difference in USD equivalent of each budget line after final budget revision as of 18 April 2023 (column G)
- the overview of the project expenditures as of 18 April 2023 (column H)

- the % of the total project expenditure in comparison to the total budget after its final revision as of 18 April 2023 (column I)
- the remaining funds under each budget line as of 18 April 2023 (column J)
- the % of the remaining funds under each budget line as of 18 April 2023 (column K)

The project demonstrated high delivery rate across all its budget lines and fixed 'programme support cost' of 13% from the total budget. There were few changes in the budget lines resulting in (i) total change in the budget of Outcome 1, (ii) USD 241491,69 reduction in the total budget of Outcome 2, which was largely absorbed by Outcome 3 (personnel costs), (iii) there is USD 248.643,59 increase in the total budget allocated for the project personnel with remaining USD 54.866,02 till the 1st July 2023.

Table 4: Outcome/output-based Budget allocations, expenses, and balance as of 18 April 2023

Output	Total approved budget DKK	Total approved budget USD (the rate as per HQ instruction)	% of the total budget	Current budget as of 18 April 2023 (USD)	% of the total budget	Difference Approved budget vs. Current Budget (C-E)	Current expenditure as of 18 April 2023 (USD)	% current expenditure of the total current budget (H vs. total E)	Difference Current Budget - Current expenditure (E-H) balance	% current balance of the total current budget (J vs. total E)	Comments
Outcome 01: Regulatory labour market institutions ensure improved enforcement and respect for labour Laws and international labour standards											
01.01 Support for legislative reform provided (MOLHSA, TSPC)	1.601.417,00	245.861,10	6,46	191.457,92	5,03	54.403,18	185.147,27	4,87	6.310,65	0,17	
01.02 Provide technical and policy support for improved labour law and ILS compliance (MOLHSA, GTUC, TSPC, HSoJ)	5.061.667,00	777.103,66	20,43	712.339,28	18,73	64.764,38	681.281,68	17,91	31.057,60	0,82	
01.03 Technical and policy support to commitments to improve social dialogue institutions and processes (MOLHSA, GTUC, TSPC, HSoJ)	1.754.878,00	269.421,54	7,08	366.368,02	9,63	-96.946,48	279.171,22	7,34	87.196,80	2,29	
TOTAL Outcome 1	8.417.962,00	1.292.386,30	33,97	1.270.165,22	33,39	22.221,08	1.145.600,17	30,11	124.565,05	3,27	
Outcome 02: Youth entrepreneurship in Georgia promoted and strengthened through capacity building and institutional											
2.01 Technical support provided to CEOs 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	4.589.065,00	704.546,39	18,52	475.670,03	12,50	228.876,36	393.867,39	10,35	81.802,64	2,15	
2.02 Technical support provided to GEA and Human Rights Secretariat to implement a strategy to promote Business and Human Rights (BHR) and responsible business conduct	1.997.305,00	306.640,68	8,06	288.025,35	7,57	18.615,33	259.397,99	6,82	28.627,36	0,75	
TOTAL Outcome 2	6.586.370,00	1.011.187,07	26,58	763.695,38	20,07	247.491,69	653.265,38	17,17	110.430,00	2,90	
Outcome 03: Project Management and Oversight											
03.01 Personnel Costs	5.531.388,00	849.218,62	22,32	954.177,27	25,08	-104.958,65	860.892,30	22,63	93.284,97	2,45	03.01.01 - Chief Technical Advisor
	1.146.104,00	175.958,16	4,63	196.387,75	5,16	-20.429,59	187.464,00	4,93	8.923,75	0,23	03.01.02 - Monitoring and Evaluation Officer
	494.990,00	75.994,44	2,00	93.965,02	2,47	-17.970,58	87.556,07	2,30	6.408,95	0,17	03.01.03 - Financial and Administrative Assistant in Moscow 50 %
	704.277,00	108.125,69	2,84	86.151,38	2,26	21.974,31	80.451,22	2,11	5.700,16	0,15	03.01.04 - Financial and Administrative Assistant in Tbilisi
	522.116,00	80.159,02	2,11	60.828,62	1,60	19.330,40	60.883,97	1,60	-55,35	0,00	03.01.05 - Project Driver
				137.549,47	3,62	137.549,47	127.762,13	3,36	9.787,34	0,26	03.01.06 National Project Officer
				9.040,00	0,24	9.040,00	6.150,61	0,16	2.889,39	0,08	03.01.07 Financial and Administrative Assistant in Tbilisi (replacement)
TOTAL	8.398.875,00	1.289.455,92	33,90	1.538.099,51	40,43	-248.643,69	1.411.160,30	37,09	126.939,21	3,34	
03.02 Operational Costs	870.532,00	133.650,36	3,51	129.141,24	3,39	4.509,12	120.425,35	3,17	8.715,89	0,23	
TOTAL	870.532,00	133.650,36	3,51	129.141,24	3,39		120.425,35	3,17	8.715,89	0,23	
03.03 Monitoring and Evaluation	210.426,00	32.306,12	0,85	27.786,00	0,73	4.520,12	1.214,84	0,03	26.571,16	0,70	03.03.01 Communication
	294.596,00	45.228,50	1,19	75.326,90	1,98	-30.098,40	47.032,04	1,24	28.294,86	0,74	03.03.02 Monitoring and Evaluation
TOTAL Outcome 3	505.022,00	77.534,62	2,04	103.112,90	2,71	-25.578,28	48.246,88	1,27	54.866,02	1,44	
TOTAL Outcome 3	9.774.429,00	1.500.640,90	39,45	1.770.353,65	46,54	-269.712,75	1.579.832,53	41,53	190.521,12	5,01	
SUBTOTAL:	24.778.761,00	3.804.214,25	100,00	3.804.214,25	100,00		3.378.698,08	88,81	425.516,17	11,19	
Outcome 99: Programme Support Costs											
99.01. Programme support cost	3.221.239,00	494.547,85		494.547,85			439.230,97		55.316,88		13%
TOTAL:	28.000.000,00	4.298.762,14		4.298.762,14			3.817.929,05		480.833,09		

Finding #17: The level of seniority and the number of staff involved in the project implementation is adequate, though, outcome 2 lacked consistent attention and management

The level of seniority of the project staff is relevant for this project. The project implementation demonstrated high-level attention to the implementation of highly strategic Outcome 1. The implementation of the Outcome 2 instead, lacked sufficient level of attention. There were two issues there:

- (i) There is no dedicated person to manage the implementation of the Outcome 2 at the very detailed level. The M&E specialist was responsible for the Outcome 2 implementation, but it is very challenging for one person to perform the tasks under Outcome 2 in combination with the project M&E, for instance, to track the capability changes and impact of 600+ SIYB trained people across the country. The M&E specialist performed according to her level of seniority.
- (ii) For the full success of Outcome 2 there was a need for more strategic conceptualisation of approach and engagement with key partners, which was missing in the project. It was the initial design of the project that explained the project performance under Outcome 2 but this approach should have been critically revised based on the project progress and adequate risk management of the project.

These led to inconsistency in the quality of the project deliverables under the Outcome 2 and their sustainability. For example, e-book on SIYB has poor quality translation into Georgia does not meet the quality expectation of the stakeholders. There is no full track of the number of businesses registered or on the impact of the Outcome 2 activities on its recipients.

4.2.6 Impact orientation and sustainability

Finding #18: The project implementation created lasting impact at the level of policy and legal and regulatory framework, however, continuous efforts are required to keep the pace of the on-going reforms

The project has delivered major achievements at shaping strategic context for the labour rights protection in Georgia. After a stage of complete deregulation, today, the legal and regulatory framework of the labour market provides strong grounds for the GoG, trade union and employers' representatives to uphold labour rights in Georgia. However, as it was mentioned by all ILO constituencies, the criticality at this stage is to keep the momentum and ensure the pace of policy reform triggered within this project. For instance, the revision of the structure of LI and the revision of mediation system in Georgia are currently on-going with the direct support from this project. It would be critical to ensure that the recommendations are duly implemented by the responsible actors. Also, there are several important conventions and regulations to conventions that yet to be adopted and ratified in Georgia. For instance, the ILO Conventions No81,⁴⁰ N155,⁴¹ and No187.⁴² There is growing interest from various stakeholders to explore and adequately address sectoral OSH concerns, which too requires long-term and targeted intervention. As indicated in the Statement of the UN Working Group on Business and Human Rights⁴³ "OSH is one of the most serious human rights concerns in Georgia".⁴⁴

Another important area of strategic attention for the labour market reform is to bridge gender pay gap and build social protection floors in Georgia. Towards this direction are geared the efforts of UN Women to prospective ratification of the ILO Convention No183⁴⁵ on Maternity protection, Convention No156⁴⁶ on workers with family responsibilities, and Convention No189⁴⁷ and Convention No189 on domestic workers. ILO's active engagement with such programming is expected by its constituencies and stakeholders including UN Country Team (UNCT), which is restricted in offering its administrative and political resource to ILO when it is not a resident UN Agency in the country.

Finding #19: The achievements related to the promotion of youth entrepreneurship and employment as well as promotion of responsible business climate in Georgia raise strong questions of their sustainability and impact

⁴⁰ Labour Inspection Convention, 1947 (No. 81), <https://bit.ly/3ALVTy7>.

⁴¹ https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C155

⁴² https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C187

⁴³ <https://www.ohchr.org/en/statements/2019/04/statement-end-visit-georgia-united-nations-working-group-business-and-human?LangID=E&NewsID=24474>

⁴⁴ Ibid.

⁴⁵ https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C183

⁴⁶ https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C156

⁴⁷ https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C189

A few activities that were implemented within the project regarding promotion of responsible business practice were appreciated by stakeholder and some positive developments were indicated by a few organizations or individuals. However, they cannot provide critical mass of pressure on the whole business environment to ensure desired change. It is too early to indicate any lasting effect triggered at organizational and individual level. In the meantime, no evidence was found to support an assumption that lasting effect was also triggered at the system level in Georgia.

As indicated by all stakeholders, there is a large market for SIYB training courses in Georgia. This is explained by various factors, including the high degree of youth not in education or employment (NEE) but also the country's aspiration to increase its trade prospects with the EU. This creates increased interests towards SIYB and the potential for its broad application. The efforts invested by the project created lasting impact on triggering interests from various institutions but not on actual roll-out of SIYB knowledge across its potential audience.

Finding #20: The project impacted the quality of social dialogue in Georgia, however, it is too early to record a lasting impact

The project impacted the quality of social dialogue in Georgia. In the country that started its movement from a fully deregulated labour market to the one more aligned with the ILS and European Union (EU) acquis, the culture of social dialogue is not strongly rooted among social partners. This requires long-term and systemic efforts. Within this project, ILO managed to create a conducive environment for the social partners on the basis of the TSPC platform to come together to better understand each other's stand points. However important, these efforts are too early to mark as lasting and sustainable. They do contribute to the expected sustainability of a build culture of tripartite and social dialogue but longer-term and systematic efforts are required.

Finding #21: There are few factors that contributed to the smooth project implementation and one that hampers its implementation across some dimensions

Based on the feedback from various stakeholders, the evaluation concluded that there are few important factors that contributed to the smooth implementation of the project after the change of CTA. These factors include respect to all partners and creation of a space for them to voice their interests, as well as engagement of a professional team of experts within the ILO but also those national consultants that enjoys strong reputation in their field. The most important however, was the mandate of ILO that is perceived by all its constituencies as the key for upholding labour rights in Georgia and, therefore, there is a strong interest from all social partners to cooperate with ILO and use its unique mandate to promote their interests. With adequate and balanced management demonstrated by the project team, these aspirations of the social partners were largely addressed, contributing to the successful implementation of the project.

Based on the evidence, the evaluation concludes that one factor impeded successful realization and sustainability prospects of some of the project activities regarding SIYB. Specifically, absence of effective partnership frameworks with the project stakeholders engaged in SIYB training TOT did not allow exploring full potential of those stakeholders in rolling out SIYB toolkit. To strengthen the capacities and capabilities of the project stakeholders, beyond ILO constituencies, there is a stronger partnership for shaping adequate roles and responsibilities and defining commitments on how each party envisage to benefit from the project.

Finding #22: Unexpected positive developments: SIYB Association of Georgia, several examples how elements of SIYB training and RBC training are used by various stakeholders

There were several positive developments noted because of participating in the SIYB training courses. For example, the SIYB Association of Georgia was established by a few enthusiastic trainers. They saw an opportunity to capitalize on the ILO certified SIYB programme and by becoming ILO-recognized SIYB partner in Georgia. Few examples were found where SIYB trainers indicated the practicality of the SIYB toolkit and started applying various elements of the programme in their work through introducing them in the courses they teach, in the advisory services they offer to youth, etc. UN Women, for instance, offered a priority benefit to the SIYB certified applicants who were searching for grants from the organization under the women empowerment initiatives. Few other stakeholders expressed strong commitment to start employing SIYB modules in their mandates but this work is pending necessary procedural preconditions to be arranged (e.g. training centers established, funds mobilized, etc.).

Another interesting development was noticed with the engagement of inspectors from the Ministry of Internal Affairs (MIA)⁴⁸ in OSH related capacity development efforts within the framework of this project. There is an increased understanding of the importance of strengthening the capacities of the MIA's inspectors (who's mandate is to investigate OSH-related incidents with criminal elements) to better understand sectoral specifics of OSH to effectively apply this knowledge through their work. The MIA is interested to intensify OSH-related education for its over 1300 inspectors operating across the country.

Finding #23: Unexpected negative developments: Not found

The evaluation does not find any negative developments associated with the project. There is, however, a reputational risk here for ILO if heightened expectations from all stakeholders towards ILO and its activities in Georgia would not be met.

⁴⁸ <https://police.ge/en/home>

7. Conclusions

This is highly successful project of ILO initiated and implemented in Georgia during very challenging period defined by the efforts to introduce regulated labour market, limited history of social dialogue in the country, pandemic, and the war in Ukraine that shifted some major priorities across various international actors. In this context, the project managed to strategically engage with the social partners and deliver major results at the policy level. Progress noted with regards to advanced social dialogue and building a system of checks and balances around the labour market to improve compliance to ILS is significant.

Modest results achieved with regards of promotion of SIYB and BHR knowledge, however, strong interest is triggered from all stakeholders engaged and important lessons learned are identified to support the next programming rounds in Georgia.

A set of important recommendations is identified, though, one recommendation should be reiterated again – there is a heightened expectation from the ILO's constituencies and its national and international stakeholders towards having ILO's regular representation in Georgia as a critical precondition to keep the labour reform on-going.

The legacy of ILO's efforts in Georgia is strong and is already appreciated by all its constituencies and stakeholders. The flagship results achieved within this project are the cumulative outcomes of the efforts of the project team in both Tbilisi and in Moscow. There is a critical mass of change triggered by the project and these efforts need to be continued to ensure longer-term sustainability and the full range of benefits for the labour market system in Georgia.

8. Lessons learned

Lessons learned 1: Using ILO's mandate, expertise and reputation opens up multiple prospects for leveraging substantial improvements in labour market in Georgia

Lessons learned 2: Only by using ILO's unique mandate it is possible to elevate labour rights to the political agenda of national and international partners in Georgia, as is the case with human rights agenda.

Lessons learned 3: ILO's presence and convening power creates space that is otherwise missing for the promotion of culture of social dialogue in Georgia.

Lessons learned 4: The effective learning within the project, informed decision-making, and continuous increase of synergy between project activities can be seriously impeded by the lack of strong results framework.

Lessons learned 5: Stand-alone efforts (e.g. SIYB, RBC training) that are not sufficiently linked with the existing landscape of institutions and initiatives, remain deprived from sustainability perspectives.

Lessons learned 6: Learning from the experience of the countries that undergone similar reform process is a unique value-added practice highly praised and much expected by the ILO's constituencies.

Good practices emerged from the lessons learned in include the following:

Good practice 1: Ensuring ILO's constituencies (GEA, GTUC and MOLSHA) engagement in shaping labour reform as the *sine qua non* of legitimation.

Good practice 2: Equipping ILO's constituencies (GEA, GTUC and MOLSHA) with tools (e.g. methodologies, frameworks, knowledge, etc.) to uphold labour rights as human rights in Georgia.

Good practice 3: BBM meetings became a good practice to stimulate exchange of understanding and interpretation between lawyers and judges and thereby increase compliance with the ILS.

Good practice 4: Study tours to observe and learn on the experience of Denmark as an EU Member State (MS), yet the expectations have grown to observe practices of those EU countries that have undergone similar reform processes.

7. Recommendations

Recommendation 1: Ensure ILO's residence presence in Georgia to solidify efforts in labour market reform and to strengthen UNCT in upholding labour rights and human rights in Georgia

Addressed to	Priority	Resource	Timing
<i>ILO regional and sub-regional management</i>	<i>High</i>	<i>Required to be mobilized</i>	<i>2023</i>

Recommendation 2: Intensify efforts towards building checks and balances for labour rights protection in Georgia (e.g. institutions, processes, frameworks, BBM, TSPC, etc.); consider training SIYB Master trainer in Georgia.

Addressed to	Priority	Resource	Timing
ILO regional and sub-regional management	Medium	Required to be mobilized	Starting from mid-2023

Recommendation 3: Intensify efforts to strengthen social dialogue in Georgia by strengthening ILO's constituencies at national and regional levels

Addressed to	Priority	Resource	Timing
ILO regional and sub-regional management	Medium	Required to be mobilized	Starting from mid-2023

Recommendation 4: Raise immediate note to the ILO respective departments at the regional and HQ level on the need for revision of the ILO's project appraisal and reporting processes to identify and address the gaps

Addressed to	Priority	Resource	Timing
ILO regional and sub-regional management	High	n/a	Before 1st July 2023

Recommendation 5: Apply partnership modalities to mobilize comparative advantages of various partners and ensure scalability and sustainability of efforts

Addressed to	Priority	Resource	Timing
ILO regional and sub-regional management	Medium	n/a	Starting from mid-2023

Recommendation 6: Improve understanding of labour rights among UN team to increase synergies of UNCT efforts in Georgia in upholding labour rights and human rights

Addressed to	Priority	Resource	Timing
ILO regional and sub-regional management	High	n/a	Starting from mid-2023

Recommendation 7: Given the transition from one regional office to another and the closure of the project, design a broader exit and sustainability strategy for the project supporting it with the institutional memory on ILO's engagement in Georgia.

Addressed to	Priority	Resource	Timing
ILO project team, ILO regional and sub-regional management	High	n/a	Before 1st July 2023

Annexes

Annex 1: List of People Interviewed

N	Name	Gender	Organisation	Position	Stakeholder type
1	Catalin Tacu	Male	ILO	CTA	Project Staff
2	Ekaterine Karchkhadze	Female	ILO	ILO NPO	Project Staff
3	Tamar Kheladze	Female	ILO	M&E Officer	Project Staff
4	Zakaria Shvelidze	Male	ILO	Consultant Labour Code and ILS	Project Staff
5	Elene Makharashvili	Female	GEA	Head of International Relations Department	Social Partner
6	Nikoloz Abutidze	Male	GEA	Legal Department Head	Social Partner
7	Raisa Liparteliani	Female	GTUC	Vice-president	Social Partner
8	Tamar Surmava	Female	GTUC	Lawyer	Social Partner
9	Tamila Barkalaya	Female	MoIDPLSA	Deputy Minister	Ministry, ILO constituent
10	Lika Klimiashvili	Female	MoIDPLSA/TSPC secretariat	Head of International Relations Department	Social Partner
11	Irma Gelashvili	Female	MoIDPLSA/TSPC secretariat	Chief Specialist	Social Partner
12	Tatia Bidzinashvili	Female	SIYB Association of Georgia	Founder	Beneficiary
13	Ketevan Latsabidze	Female	SIYB Association of Georgia	Founder	Beneficiary
14	Irakli Kandashvili	Male	Mediators Association of Georgia (MAG)/ Georgian Bar Association (GBA)	Chairman of MAG	Social Partner
15	Audrius Bitinas,	Male	Expertise France	Team Leader	International Org.
16	Tornike Jobava,	Male	Georgia's Innovation and Technology Agency (GITA)	Deputy Director	Beneficiary
17	Annie Vashakmadze,	Female	Georgia's Innovation and Technology Agency (GITA)	SIYB Trainer at GITA	Beneficiary

N	Name	Gender	Organisation	Position	Stakeholder type
18	Dimitri Tskitishvili	Male	Director of NGO Progressive Forum	former parliamentarian who worked on Labour Code reform	Beneficiary
19	Maia Bortsvadze, HSoJ	Female	High School of Justice (HSoJ)	Head of HSoJ	Beneficiary
20	Ketevan Latsabidze	Female	Rural Development Agency (RDA)	SIYB Trainer at RDA	Beneficiary
21	Maria Tsistava,	Female	Rural Development Agency (RDA)	SIYB Trainer at RDA	Beneficiary
22	David Gulgedava	Male	Rural Development Agency (RDA)	SIYB Trainer at RDA	Beneficiary
23	Rusiko Tabaghua,	Female	SESA	SIYB Trainer at SESA	Beneficiary
24	Nino Agashenashvili	Female	SESA	SIYB Trainer at SESA	Beneficiary
25	Tea Sturua,	Female	GEA	SIYB Trainer at GEA	Beneficiary
26	Teona Babunashvili	Female	Enterprise Georgia	SIYB Trainer at EG	Beneficiary
27	Lazare Chikovani	Male	Ministry of Internal Affairs of Georgia (MIA)	Inspector of Especially Important Cases MIA	Government
28	Goga Radzmadze	Male	Ministry of Internal Affairs of Georgia (MIA)	Human rights Department	Government
29	Natia Kuprashvili	Female	Ministry of Internal Affairs of Georgia (MIA)	Human rights Department	Government
30	Nino Mikhanashvili	Female	Youth Agency	Project Manager	Social Partner
31	Anna Platonova	Female	UNRC	Head of the UN Resident Coordinator's Office (RCO) in Georgia	UN Agency
32	Nani Bendeliani	Female	UN Women	Programme Analyst on Women's Economic Empowerment, UN Women	UN Agency
33	Lilli Dopidze	Female	UN Women	Project Analyst at UN Women	UN Agency
34	Colombe De Mercey	Male	EU Delegation (EUD)	EUD G41	Donor/Inte. Org
35	Lotte Mindedal	Female	Ministry of Foreign Affairs of Denmark	Counsellor for Development	Donor/Inte. Org
36	Nino Veltauri	Female	SESA	Head of SESA	Social Partner
37	Anuki Asatian	Female	GITA Samegrelo	SIYB Trainer	Beneficiary
38	Lasha Narsia	Male	Zugdidi Shota Meskhia University	SIYB Trainer	Beneficiary

N	Name	Gender	Organisation	Position	Stakeholder type
39	Tengo Akhalaia	Male	Samegrelo	SIYB Entrepreneur	Beneficiary
40	Maka Kodua	Female	Samegrelo	SIYB Entrepreneur	Beneficiary
41	Natia Ghurtskaia	Female	Samegrelo	SIYB Entrepreneur	Beneficiary
42	Nino Artmelidze	Female	Guria	SIYB Entrepreneur	Beneficiary
43	Maiko Kvirikadze	Female	Guria	SIYB Entrepreneur	Beneficiary
44	Maniko Mokia	Female	Guria	SIYB Entrepreneur	Beneficiary
45	Lika Loria	Female	Guria	SIYB Entrepreneur	Beneficiary
46	Salome Karalidze	Female	Adjara Employment Agency	SIYB Trainer	Beneficiary
47	Shorena Kadidze	Female	Adjara	SIYB Entrepreneur	Beneficiary
48	Ketevan Buliskeria	Female	GITA Adjara	SIYB Trainers	Beneficiary
49	Temuri Kakhidze	Male	Adjara Employment Agency	Head of Adjara Employment Agency	Social Partner
50	Beka Peradze	Male	Labour Inspection Office (LIO)	Chief Labour Inspector at LIO	Social Partner
51	Shorena Kubaneishvili	Female	Labour Inspection Office (LIO)	Head of the International and Public Department	Social Partner
52	Gocha Aleksandria	Male	ILO	ILO Trade Union Specialist	Project Staff
53	Jasmina Papa	Female	ILO	ILO Social Protection Specialist	Project Staff
54	Curovic Vladimir	Male	ILO	ILO Employers Specialist	Project Staff
55	Antonio Santos	Male	ILO	LI/OSH Specialist	Project Staff
56	Irina Anderson	Female	ILO Regional Office Europe and Central Asia	Admin / Financial specialist	Project Staff
57	Mikhail Pushkin	Male	ILO Regional Office Europe and Central Asia	Deputy Head	Project Staff
58	Khatuna Chkhartishvili	Female	Goodwill company	Head of HR and Training	Private sector
59	Peter V. Helk	Male	Confederation of Danish Industry		Project Partner
60	Johan Bøgh	Male	Danish Trade Union Development Agency (DTDA)		Project Partner

N	Name	Gender	Organisation	Position	Stakeholder type
61	Keti Tatuashvili	Female	Human Rights Secretariat of Georgia (HRS)	Chief Specialist at HRS (Has been contacted via e-mail with interview questions but no responses received)	Government institution

Annex 2: Literature reviewed

1. ILO Evaluation Policy documents:
 - a. Checklists 3 [Writing the inception report](#)
 - b. Checklists 4 [Preparing the Evaluation Report.](#)
 - c. Checklist 5 [Preparing the evaluation report](#)
 - d. Checklist 6 [Rating the quality of evaluation report](#)
 - e. Guidance note 7 [Stakeholders participation in the ILO evaluation](#)
 - f. Guidance note 4 [Integrating gender equality in M&E of projects](#)
 - g. [Template for Emerging Good Practices](#)
 - h. [Template for evaluation title page](#)
 - i. [Template for evaluation summary](#)
 - j. [Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation](#)
 - k. ILO Policy Guidelines for results-based evaluation, 4th Edition, 2020 https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm
 - l. Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_744068.pdf
 - m. Protocol to collect evidence on ILO response to COVID-19 https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_757541.pdf
 - n. ILO EVAL [Guidance Note 3.1 on integrating gender equality and non-discrimination](#)
 - o. ILO EVAL [Guidance Note 3.2 on Integrating social dialogue and ILS in monitoring and evaluation of projects](#)
2. Project implementation documents:
 - a. Results framework
 - b. Action Plan on the Implementation of Mid-Term Evaluation Report recommendations
 - c. Mid-term evaluation report
 - d. Outcome and output report
 - e. Project Advisory Committee (PAC) meeting notes
 - f. Implementation plan
 - g. Work plans

- h. MoUs
 - i. Progress reports
 - j. Project budget and related financial reports
 - k. Reports from various activities (including trainings, workshops, task force meetings, video conferences etc.)
 - l. Main finding mission on SIYB training
 - m. SIYB training databases
 - n. Tracer Study: Assessment of the Effectiveness of the 2020 SIYB Trainings, Salome Kajaia June, 2021
3. Project produced knowledge products and other research papers
- a. Gender Wage Gap in Georgia https://www.ilo.org/moscow/information-resources/publications/WCMS_842287/lang--en/index.htm
 - b. Research on youth entrepreneurship stimulation in Georgia: understanding the barriers and recommending reform interventions https://www.ilo.org/moscow/information-resources/publications/WCMS_811872/lang--en/index.htm
 - c. A Decent Work Agenda http://progressive.ge/uploads/files/Girseuli_shroma_ENG.pdf
 - d. National Assessment of Women's Entrepreneurship Development Prepared by CRRC Georgia in November 2022
 - e. Project outcome and outputs based research, Institutional Development and Monitoring Center, 23 March 2022
 - f. Judicial application of international labour standards: when and how judiciary in Georgia use ILS, March 2022
 - g. Research on employers' views on the changes made in the Labour Code of Georgia, The Georgian Employers Association, GEA
 - h. Assessment of the Social Protection System in Georgia <https://georgia.unwomen.org/en/digital-library/publications/2020/12/assessment-of-the-social-protection-system-in-georgia#:~:text=The%20assessment%20of%20a%20social,the%20lifecycle%20and%20covariate%20shocks.>
4. Legal documents, conventions and other legal papers
- a. Organic Law of Georgia/Labour Code <https://matsne.gov.ge/en/document/view/1155567?publication=21>
 - b. Ordinance N662 On the Approval of the National Strategy 2019-2023 for Labour and Employment Policy of Georgia https://www.moh.gov.ge/uploads/files/2020/Failebi/strategy-13.12.19_final-translation.pdf
 - c. Freedom of Association and Protection of the Right to Organise Convention C 87 <https://www.ilo.org/legacy/english/inwork/cb-policy-guide/freedomofassocandrighttoorganiseno87.pdf>
 - d. Right to Organise and Collective Bargaining Convention, 1949 (No. 98) C 98 https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P1_2100_ILO_CODE:C098

- e. Labour Inspection Convention C
81 https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C081
- f. Labour Inspection (Agriculture) Convention, 1969 (No. 129)C
129 https://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO:12100:P12100_INSTRUMENT_ID:312274
- g. Concept paper on the introduction of Unemployment Social Insurance in Georgia

Annex 3: Evaluation Matrix

Evaluation question	Indicators	Data Sources	Means of Verification
RELEVANCE AND STRATEGIC FIT <i>Is the intervention doing the right think?</i>			
3. How relevant is the project to the needs and priorities of tripartite constituents' organizations in the context of Georgian labour market? 4. To what extent did the project build on previous experience of the ILO in Georgia, and relevant experience of other local and international organizations in Georgia?	Documental evidence of adherence to the national reference frameworks Documents on the history of ILO's presence in Georgia	National strategic programmes and policies ILO projects' documents including reports and studies	Desk review Group and individual interviews
Validity of design			
5. Do the project design results lead to meet project objectives? Do outputs causally link to the intended outcomes and objectives and consider external factors (assumptions and risks)? Does the project express in a consistent Theory of Change? 6. To what extent did the project build on the comparative advantage of the ILO in the field of youth entrepreneurship, ILS, social dialogue, business and human rights? 7. Has the project planning included a useful monitoring and evaluation framework, including outcome indicators with baselines and targets? 8. Has the project design included an exit strategy and a strategy for sustainability?	Evidence suggesting that there is interlinkages and reinforcements across the project results chain Evidence suggesting the project is designed on the needs assessment Evaluability assessment report	Project progress reports and analytical studies	Desk review Group and individual interviews
COHERENCE <i>How well does the intervention fit?</i>			
3. To what extent was the project built upon for an integrated and harmonized response with on-going ILO, UN and government operations at country level? Is the project	Evidence of the extend the project fits into the landscape of various initiatives	National strategic documents, publicly available studies, project's progress reports and	Desk review Group and individual interviews

<p>relevant for the ILO's strategic objectives and initiatives at national, regional and global levels?</p> <p>4. What adjustments have been made to indicators and their measurement efforts to provide the Office with robust feedback on the ILO's contribution to the ILS, social dialogue, business and human rights, youth entrepreneurship?</p>	<p>Evidence suggesting that the project collected data to demonstrate its progress towards expected outcomes</p>	<p>analytical studies, MTE report and revised results framework</p>	<p>Survey</p>
<p>EFFECTIVENESS <i>Is the intervention achieving its objectives?</i></p>			
<p>9. To what extent have the project objectives been achieved?</p> <p>10. To what extent have the project delivered on the recommendations of the Mid-term evaluation?</p> <p>11. Have unexpected positive and negative results taken place?</p> <p>12. What were the main internal and external factors that influenced the achievement or non-achievement of results?</p> <p>13. Have ILO constituents been actively involved in articulating, implementing and sustaining coherent response strategies? To what extent have stakeholders other than ILO constituents been engaged in the project activities for sustainable responses?</p> <p>14. To what extent has the project made progress in achieving results on crosscutting issues of international labour standards, social dialogue and tripartism, gender equality and non-discrimination (i.e. people with disabilities), fair transition to environmental sustainability? In accordance with other overall objective and outcomes, what specific measures were taken by the project to address issues related to the gender equality and non-discrimination?</p> <p>15. How gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?</p>	<p>Evidence on the extend the planned outputs have been achieved on time</p> <p>Evidence suggesting the project's results are designed in an inclusive manner</p> <p>Evidence suggesting un-envisaged negative and positive results</p> <p>Evidence suggesting project employed gender sensitive M&E, generated gender-disaggregated data</p> <p>Evidence suggesting that the JP adjusted its implementation during COVID-19 pandemic accordingly</p>	<p>National strategic documents, publicly available studies, project's progress reports and analytical studies, MTE report</p>	<p>Desk review Group and individual interviews Survey Micro-narratives</p>

16. How has the COVID-19 pandemic influenced project effectiveness and intervention model? To what extent did the project strategies remain flexible and responsive to emerging concerns such as the situation of COVID-19?			
EFFICIENCY <i>How well are resources being used?</i>			
3. Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outputs and specially outcomes? 4. To what extent has the intervention leveraged partnerships (with constituents, national institutions, and other UN/development agencies) that enhanced project results and contributed to priority SDG targets and indicators (explicitly or implicitly)?		National strategic documents, publicly available studies, project's progress reports and analytical studies, MTE report	Desk review Group and individual interviews
IMPACT ORIENTATION AND SUSTAINABILITY <i>What difference does the intervention make? Will the benefits or change last?</i>			
4. What can be identified as project sustainable impacts in the target groups and other actors as relevant? Are the results integrated or likely to be integrated into national institutions, target populations, and will partners be able to sustain them beyond the project (institutionalization of project components)? 5. What measures and actions have been put in place to ensure ownership of the project's results at national level? Has the project developed an exit strategy? 6. Can the project's approach or parts of it, and results be replicated or scaled-up by national partners or other actors considering institutional and financial dimensions?	Evidence of financial, governance, and technical viability of the project's results Evidence the risks to sustainability were identified and responded throughout the project implementation Evidence of the common understanding of the national partners on the intend and purpose of the project Evidence of the inclusiveness of the project implementation	National strategic documents, publicly available studies, project's progress reports and analytical studies, MTE report	Desk review Group and individual interviews Survey Micro-narratives

Annex 4: Lessons learned

ILO Lesson Learned Template

Project Title: Inclusive Labour Market for Job Creation in Georgia

Project TC/SYMBOL: GEO/17/01/DNK

Name of Evaluator: Magda Stepanyan

Date: April 2023

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>Using ILO's mandate, expertise and reputation opens up multiple prospects for leveraging substantial improvements in labour market in Georgia</i>
Context and any related preconditions:	Shifting from full deregulation to regulated labour market implies addressing many challenges that require prior knowledge and expertise. Besides, there is a need for a neutral, third party that has expertise but also reputation among social partners to take the role of facilitator.
Targeted users / Beneficiaries: GoG, GEA, GTUC	
Challenges /negative lessons - Causal factors:	Lack of experience related to regulated labour market, limited history of social dialogue in the country
Success / Positive Issues - Causal factors:	ILO's renown expertise and trust it enjoys among its constituencies
ILO Administrative Issues (staff, resources, design, implementation)	

ILO Lesson Learned Template

Project Title: Inclusive Labour Market for Job Creation in Georgia

Project TC/SYMBOL: GEO/17/01/DNK

Name of Evaluator: Magda Stepanyan

Date: April 2023

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Only by using ILO's unique mandate it is possible to elevate labour rights to the political agenda of national and international partners in Georgia, as is the case with human rights agenda.

Context and any related preconditions	The labour rights are not high in the political agenda of Georgia. International profile and mandate of ILO allows to advocate firmly about labour rights vis-à-vis GoG but also support social partners, who are doing their first steps, to protect their interests.
Targeted users / Beneficiaries	Government of Georgia, social partners
Challenges /negative lessons - Causal factors	Achieving political consensus is a challenging and long process that required much deliberation.
Success / Positive Issues - Causal factors	ILO's reputation and mandate allowed to keep this process of consensus building at the political dimension on-going.
ILO Administrative Issues (staff, resources, design, implementation)	

ILO Lesson Learned Template

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Project TC/SYMBOL: GEO/17/01/DNK

Name of Evaluator: Magda Stepanyan

Date: April 2023

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	ILO's presence and convening power creates space that is otherwise missing for the promotion of culture of social dialogue in Georgia
Context and any related preconditions	There is no history of social dialogue in Georgia but there is a need for a safe place for all social partners to come together and put efforts to understand each other and shape the labour market reform for the future of Georgia.
Targeted users / Beneficiaries	ILO's constituencies
Challenges /negative lessons - Causal factors	Different interests of social partners that sometimes differ radically.
Success / Positive Issues - Causal factors	Willingness of social partners to shape strong culture of social dialogue
ILO Administrative Issues (staff, resources, design, implementation)	

ILO Lesson Learned Template

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Name of Evaluator: Magda Stepanyan

Date: April 2023

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The effective learning within the project, informed decision-making, and continuous increase of synergy between project activities can be seriously impeded by the lack of strong results framework
Context and any related preconditions	There was no solid results framework in place to support and guide project implementation.
Targeted users / Beneficiaries	ILO project staff, ILO staff in regional offices
Challenges /negative lessons - Causal factors	Lack of quality control on behalf of ILO for a poorly designed results framework
Success / Positive Issues - Causal factors	Commitment of ILO to take the findings of this evaluation seriously
ILO Administrative Issues (staff, resources, design, implementation)	

ILO Lesson Learned Template

Project Title: Inclusive Labour Market for Job Creation in Georgia

Project TC/SYMBOL: GEO/17/01/DNK

Name of Evaluator: Magda Stepanyan

Date: April 2023

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Stand-alone efforts (e.g. SIYB, RBC training) that are not sufficiently linked with the existing landscape of institutions and initiatives, remain deprived from sustainability perspectives
Context and any related preconditions	There are many organizations that offer different types of career or business advisory services to youth and youth entrepreneurs. Adding to that quantity yet another efforts with no infrastructure to support its processes is not the most optimal way forward.
Targeted users / Beneficiaries	Youth of Georgia, organizations providing career and business counselling to the youth
Challenges /negative lessons - Causal factors	Poor results framework

Success / Positive Issues - Causal factors	Availability of organizations to partner with
ILO Administrative Issues (staff, resources, design, implementation)	

ILO Lesson Learned Template

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Project TC/SYMBOL: GEO/17/01/DNK

Name of Evaluator: Magda Stepanyan

Date: April 2023

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Learning from the experience of the countries that undergone similar reform process is a unique value-added practice highly praised and much expected by the ILO's constituencies
Context and any related preconditions	There are few EU MSs who underwent similar reform processes in their labour markets not in their far history. Learning from a real case experience is critical for the Georgian social partners to avoid some mistakes.
Targeted users / Beneficiaries	Georgian social partners
Challenges /negative lessons - Causal factors	Learning only on own lessons is not sufficient while there are relevant lessons available
Success / Positive Issues - Causal factors	Interests of the social partners to learn from the others
ILO Administrative Issues (staff, resources, design, implementation)	

ILO Emerging Good Practice Template

Project Title: Inclusive Labour Market for Job Creation in Georgia

Project TC/SYMBOL: GEO/17/01/DNK

Name of Evaluator: Magda Stepanyan

Date: April 2023

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Ensuring ILO's constituencies (GEA, GTUC and MOLSHA) engagement in shaping labour reform as the <i>sine qua non</i> ⁴⁹ of legitimation.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	In a fully deregulated labour market, social partners had no power and influence and they were not consulted for any decision that addressed their interests.
Establish a clear cause-effect relationship	This allowed all social partners to fill their ownership over process and its results, increasing thereby compliance to the agreements reached.
Indicate measurable impact and targeted beneficiaries	Social partners satisfaction with the progress made.
Potential for replication and by whom	Potential for replication by any partner engaged in labour reform processes in Georgia
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Directly linked with the ILO DW Agenda, UNSDCF, and national strategic development frameworks
Other documents or relevant comments	

ILO Emerging Good Practice Template

Project Title: Inclusive Labour Market for Job Creation in Georgia

Project TC/SYMBOL: GEO/17/01/DNK

Name of Evaluator: Magda Stepanyan

Date: April 2023

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

GP Element	Text
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Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Equipping ILO's constituencies (GEA, GTUC and MOLSHA) with tools (e.g. methodologies, frameworks, knowledge, etc.) to uphold labour rights as human rights in Georgia
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Social partners lack institutional strength to enter into successful dialogue with the counterparts. Addressing critical gaps in their capabilities to uphold labour rights create necessary precondition for labour market reform and lasting impact of decent work and social justice.
Establish a clear cause-effect relationship	Stronger institutions are essential for sustainable labour market reforms.
Indicate measurable impact and targeted beneficiaries	New tools, advanced processes, frameworks ease and improve the performance of social partners through more evidence-based dialogue
Potential for replication and by whom	Potential for replication by any actor engaged in labour market reform in Georgia
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Directly linked with the ILO DW Agenda, UNSDCF, and national strategic development frameworks
Other documents or relevant comments	

ILO Emerging Good Practice Template

Project Title: Inclusive Labour Market for Job Creation in Georgia

Project TC/SYMBOL: GEO/17/01/DNK

Name of Evaluator: Magda Stepanyan

Date: April 2023

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	BBM meetings became a good practice to stimulate exchange of understanding and interpretation between lawyers and judges and thereby increase compliance with the ILS
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	To increase compliance to the new Labour Code and ILS, there is a need that judicial system is fully tuned to the specifics of labour rights in Georgia. BBM provided the platform for the lawyers and judges to align their understanding and thereby increase the compliances of the court decisions.
Establish a clear cause-effect relationship	Knowledge of labour rights that penetrate to all levels of judicial system, triggers better alignment with the ILS.
Indicate measurable impact and targeted beneficiaries	Progress across various indicators on labour rights

Potential for replication and by whom	Potential for replication by any actor engaged in labour market reform in Georgia
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Directly linked with the ILO DW Agenda, UNSDCF, and national strategic development frameworks
Other documents or relevant comments	

ILO Emerging Good Practice Template

Project Title: Inclusive Labour Market for Job Creation in Georgia

Project TC/SYMBOL: GEO/17/01/DNK

Name of Evaluator: Magda Stepanyan

Date: April 2023

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Study tours to observe and learn on the experience of Denmark as an EU Member State (MS), yet the expectations have grown to observe practices of those EU countries that have undergone similar reform processes
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	With the strategic priority of the GoG to improve its alignment with the EU's acquis on labour rights, there experience of the EU MSs who underwent similar reform process is highly informative.
Establish a clear cause-effect relationship	Learning from the EU MSs on their reforms of labour market is a source of highly valuable lessons for the Georgian counterparts.
Indicate measurable impact and targeted beneficiaries	Recommendations formulated to support on-going reforms in Georgia
Potential for replication and by whom	Could be replicated by any partner engaged in the labour market reform in Georgia
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Directly linked with the ILO DW Agenda, UNSDCF, and national strategic development frameworks
Other documents or relevant comments	

Annex 6: List of micro-narratives

1. *Maka Kodua, SIYB Entrepreneur from Zugdidi, Samegrelo*

I am Maka from Samegrelo and I own a small flower shop. I've always had many ideas, but I didn't know how to bring them to life. I attended several trainings, always eager to learn more and expand my knowledge. One of the training courses I attended was on SIYB. While I always wanted to start a business, I can't say that this training made me decide to do so, but it did give me the self-confidence I needed to realize that I can shape my ideas into reality. So, I started with what I had. My husband's family has some land where they grew flowers for personal use and sales. I saw an opportunity to expand and cultivate more flowers for selling, so I began exploring business opportunities. I researched which flowers were in high demand, why they were popular, and where people wanted to buy them. Based on this information, I started to cultivate more flowers and opened a flower shop with a delivery service, the only one of its kind in our city. I have more ideas in mind, and I know that I can bring them to life.

2. *Tengo Akhalaia, SIYB Entrepreneur from Zugdidi, Samegrelo*

My name is Tengo, and I'm from Zugdidi. Today, I have two small shops, but a few years ago, I never thought of opening anything like this. I won a competition that was supposed to send me to a European country for a year through the Erasmus exchange program. However, due to COVID, this couldn't take place. So, I decided to start a business by leveraging my network and using the momentum of COVID when everyone started giving up. I rented a place in a prime business location, knowing that sooner or later, the world would go back to normal. And I was right. The training I received helped me refresh my knowledge as a business student and learn new things about running a business. The training served as one of the triggering factors for me to start a business. The most valuable thing the training gave me was networking opportunities. I got to know many smart, motivated, and interesting young people. Meeting with them helped me generate new ideas and explore possible partnerships.

3. *Nino Artmelidze SIYB Entrepreneur from village Nasakirali, Ozurgeti, Guria*

My name is Nino and I am from Guria. I have a small sewing shop that is organized at home where I sew different items for the elderly and children. The demand for my services is high in our village. I learned these skills from my mother who is well-known for her sewing abilities. I attended a training program that provided me with valuable information and knowledge. It gave me the confidence to register my business and start my own company. After the training, I wrote a grant application with the help of a consultant provided by ILO and won a small grant to buy sewing equipment, such as a sewing machine. Currently, I work from home, but I am aiming to open a workshop with a designated space for sewing, accepting clients, and attracting new customers. I am planning to apply for a grant competition that will be launched soon by Enterprise Georgia.

4. Natia Ghurtskaia SIYB Entrepreneur in village Kakhati, Samegrelo

My name is Natia, and I'm from Kakhati. I have a small farm where I produce dairy products, mainly cheese, using different techniques. This training provided me with a lot of things - I registered my business, applied for different grants, and received funding to purchase equipment. In total, I almost triple my turnover since the completion of the training. Currently, I plan to expand my business and have a dedicated place for decent dairy production according to EI requirements and standards. This is a family business, and my kids and husband do all the things on our own. I'm thankful for the support I received, and I want to share this with other women here. I talk to them, share information about existing opportunities, give them direction on whom to address and how to search for opportunities. In parallel, I work for a kindergarten, and with the skills I gained from attending training, I know that it's possible to attract funds for community needs. So, I organized other women and pushed the local government to repair a small portion of the road to the kindergarten. I believe that with little by little, we can make big changes.

5. Lika Loria, SIYB Entrepreneur from Lanchkhuti, Guria

My name is Lika, and I'm from Guria. I have a small catering service, and people like what I cook and how I cook. They ask me to do catering for different events. I always wanted to do something about it, but there was always something missing. I'm happy that I attended the training on SIYB as it gave me the most important thing - self-confidence. As a result, I registered my business, and now with the help of an SIYB consultant, I'm writing a proposal to apply for a micro-grant from Enterprise Georgia.

6. Maniko Mokia SIYB Entrepreneur from Lanchkhuti, Guria

My name is Maniko, and I'm from Guria. I studied making patisseries and I always wanted to open a bakery. I was baking at home and selling my products. After SIYB training I decided to register my business and look for additional funding. Meanwhile, my parents helped with some funding and my husband and me decided to try to run a restaurant as the place became vacant. This training helped me gain self-confidence, which motivated me to take actions.

7. Maiko Kvirikadze SIYB Entrepreneur from village Kvenobani, Chokhatauri, Guria

My name is Maiko. My husband migrated to Poland for work. While he is away, I decided to start a business to sustain my family. I used to live in Batumi, but I moved with my kids to my parent's place. I have a piece of land, which my father gave me. It is an artificial lake, where people like to come, have a rest, do fishing, and then go back to their hectic city lives. As people kept asking for a place to stay overnight, the idea of opening a family hotel (a studio) was born. With the help of the training, I gained skills to put on paper a lot of ideas I have in mind. With the help of the SIYB trainer I am writing a grants proposal to apply for a grant competition from Enterprise Georgia. I applied for a grant a year ago, but I didn't win. However, I have improved my skills and I am now confident that I will win the competition and get funding to build a family hotel.

8. Shorena Kadidze *SIYB Entrepreneur from Batumi, Adjara*

My name is Shorena Kadidze, and I'm from Adjara. With the help of ILO, I opened and registered a small business, a Career Academy, that aims to provide career orientation services for school children to help them choose their future profession. There is high demand for this and no organization that provides such services. I met a lot of people, which is important for developing and expanding business.

Annex 6: Terms of Reference

Terms of Reference: Independent Final Evaluation

Project title	Inclusive Labour Market for Job Creation in Georgia
Project code	GEO/17/01/DNK
Country	Georgia
Funding partner	Denmark Ministry of Foreign Affairs
Administrative Unit	ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia
Technical Unit(s)	ENTERPRISES
Programme & Budget (P&B) Outcome	Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue Outcome 2: International labour standards and authoritative and effective supervision
Budget	USD 4,298,762
Project duration	December 1, 2017- June 30, 2023
Type of Evaluation	Independent Final Evaluation
Timing of Evaluation	February-April 2023
Evaluation Manager	Irina SINELINA

Introduction

Despite positive trends in the economy, Georgia is struggling with poverty, unemployment, gaps in social protection and poor employment and entrepreneurial prospects for youth. Youth unemployment at 24.7%⁵⁰, is considerably higher than the general unemployment rate. The rate of youth not in education, employment or training (NEET) in Georgia is 24.9%⁵¹, and 23.6% for men and 26.4% for women. 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 entails (e.g., low levels of productivity, low wages, low working conditions, and poor access to social protection, social dumping, unfair competition) 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 and sustainability, 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” (ILM), 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 ILO Project

The core problems that the ILM project tackle are the remaining critical normative and institutional steps to allow Georgia to fully focus on ensuring compliance and poor labour market outcomes (wage and self-employment, earnings, or activation, entrepreneurship) for young women and men, as well as lack of responsible business conduct. The development objective of the project is to ensure that necessary labour market institutions are established and 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 theory of change (ToC) of the project fits tightly with the ToC for the DANEP component for Sustainable and Inclusive Economic Development. It is as follows:

Level: Sustainable and Inclusive Growth

Input: *If* Denmark supports labour market institutions and mechanisms, including social dialogue; addressing aspects such as possible social lop side of the business environment reform and growth agenda; mechanisms to stimulate youth employment, including entrepreneurship development; support to SMEs in the reform process in particular concerning adjustments related to the DCFTA...

⁵⁰ Labour Force Survey 2020

⁵¹ Labour Force Survey 2020

Output: *then the* government and the Social Partners are capacitated to enter into a constructive dialogue; possess technical knowledge and abilities for implementing necessarily reforms. SMEs are assisted in tackling the challenges of the new post-DCFTA environment, capacitating them to expand and create jobs. Youth is capacitated to make career choices including entrepreneurship.

Outcome: *Leading to inclusive* labour market structures that secure the creation of decent work, especially for youth; a flexible, stable labour market with sustainable and competitive able to compete in the new post-DCFTA environment while generating growth and jobs.

Impact: Eventually *contributing* to overall DANEP objective of stability, democracy and growth and compliance with the EU association agreement.

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

Input: *If* Denmark supports labour market institutions and mechanisms, including social dialogue, responsible for ensuring labour law enforcement and compliance with international labour standards...

Output: ...*then* the government and the Social Partners are capacitated to enter into a constructive dialogue concerning the development and subsequent establishment of effective compliance mechanisms that contribute to ensuring the quality of existing jobs as well as jobs to be created....

Outcome: *Leading to inclusive* labour market structures that secure the creation of decent work, within which respect for workers' rights drives productivity and competitiveness.

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.

If

Input

Technical support is provided to GEA and relevant government institutions to strengthen their capacity to provide business development services (BDS)

Technical support to GEA and the Human Rights Secretariat to promote responsible business conduct and engage the private sector to productively include enterprises of the youth in Georgia

Technical support provided to ILO social partners to engage and lead policy dialogue to improve the business climate for the creation and growth of businesses of young entrepreneurs

Output

... *then* the technical capacities of GEA and governmental institutions will be strengthened to design and implement youth entrepreneurship programmes and identify opportunities to link businesses of young Georgians with the economy in the country, tailored business development services (BDS) for young entrepreneurs will be provided; young Georgians will be provided with SIYB training to develop their own business ideas; GEA and other social partners will engage in policy dialogue conducive to improving the business climate, and the capacities of the Human Rights Secretariat strengthened to promote a responsible business conduct (RBC) with a focus on the productive inclusion of young entrepreneurs and community-based initiatives, as well as the facilitation of policy framework to allow RBC to take place

Outcome

Leading to the establishment of new businesses by young Georgians; Responsible business conduct aimed at the productive inclusion of youth implemented; awareness raised on the benefits of responsible business conduct; and more jobs for youth created.

Impact

Eventually *contributing* to overall DANEP objective of stability, democracy and growth and compliance with the EU Association Agreement.

Key stakeholders of the project include Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia (MoIDPLSA); Ministry of Economy and Sustainability Development of Georgia (MoESD); Georgian Trade Unions Confederation (GTUC); Georgian Employers Association (GEA); Tripartite Social Partnership Commission (TSPC); Human Rights Secretariat (HRS); High School of Justice (HSoJ).

The four-year project is delivered in two stages (I: 2017-2021; II: 2022-2023 no-cost extension).

The expected results of ILM project are:

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

Output 1.1 Support provided for legislative reform (MoIDPLSA, TSPC)

Output 1.2 Support provided for improved labour law and ILS compliance (MoIDPLSA, GEA, GTUC, TSPC, HSoJ)

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

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 the existing ones, and involving the private sector through awareness raising on responsible business conduct

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

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

During the implementation of the project, the following major results have been achieved with the technical support of the project:

- National Employment Strategy 2019-2023 has been adopted with the technical support of the ILO
- Assessment of the Social Protection System in Georgia report produced
- Labour Code reform 2020 implemented (consist of a Law on Labour Inspection Services and extensive amendments to the Labour Code) - ILO assistance for the reform process was provided within the framework of the Project “Improved Compliance with Labour Laws in Georgia”, funded by the United States Department of Labour and the Project “Inclusive Labour Markets for Job Creation” funded by Denmark Ministry of Foreign Affairs
- Bylaw on the definition of night workers and regulation related to their health assessment adopted as determined by the transitional provisions of the recently amended Organic Law of Georgia “Georgian Labour Code”
- Frequently Asked Questions (FAQ) related to 2020 amendments to the Labour Code of Georgia were made available
- Training of Judges- since 2020 the project has trained additional 40 judges (30 women and 11 men) in ILS
- Training of Legal Practitioners-since 2020 the project has trained additional 254 legal practitioners (170 women and 84 men)
- Official registry of 17 mediators (10 women and 7 men) for 2020-2023 approved by the Ministerial Order
- Labour Inspection Plan & Monitoring framework, Risk Assessment Methodology, and Standard Operating Procedures (SoP) has been developed in Occupational Safety and Health (OSH) and regulations adopted

- Labour Inspection Management System (LMIS) developed and 60 tablets handed over to Labour Inspection Office (LIO)
- 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 No: 100 produced
- 2 ITC ILO Certification Course on Conciliation/ Mediation for state registry mediators organized
- Produced knowledge, instruments, advocacy, and cooperation at the service of social partners. (A set of measures and support services, including for enterprise improvements, awareness raising on mediation of collective labour disputes, increase knowledge regarding the new amendments to the Labour Code for trade union leaders, training services for companies using ILO guides on OSH and addressing the challenges of COVID)
- Information awareness raising materials in connection to occupational safety and health (OSH) and on COVID-19 prevention at the workplace produced. The materials helped labour inspection office to conduct awareness raising activities at enterprises for preventing the spread of new coronavirus
- 30 Start and Improve Your Business (SIYB) trainers (23 women and 7 men) certified
- 409 young entrepreneurs (290 women and 119 men) trained in SIYB
- At least, 15 young people (11 women and 4 men) trained in SIYB have registered a business
- Representatives from at least 17 businesses developed understanding on CSR and RBC through two events (1) GEA's "Understanding and Promoting CSR and RBC in Georgia" and (2) through ILO HRS partnership "Seminar on Business, Human rights and Decent Work for SME Advisors"
- Inter-ministerial workshop titled "Responsible Business conduct: The approach of the MNE Declaration and role of Government to advance responsible labour practices" organized to allow in-depth inter-ministerial discussions on the use of ILO's instruments, including the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration) and contribute to the implementation of Business and Human Rights action plan;
- e-course on Business and Human Rights developed for awareness raising in Responsible Business Conduct
- Engagement of Danish partners ensured- Confederation of Danish Industry (DI), for the provision of technical support to and strengthening the capacity of Georgian Employers Association (GEA) and Danish Trade Union Development Agency DTDA (Ulandssekretariatet) for supporting Georgian Trade Unions Confederation (GTUC) in advocacy on Occupational Safety and Health (OSH) and OSH in Agriculture; and provide support with institutional capacity building in labour market analysis and statistics and in the health care and nursing sector.

The ILMS project is in alignment with the ILO's Programme and Budget outcomes for the biennium 2020–21 and 2022–23. Specifically, the project contributes to the achievement of Outcome 2: International labour standards and authoritative and effective supervision and Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue.

The ILM project contributes to the 2030 Agenda and the fulfilment of the Sustainable Development Goals (SDGs). Specifically, it falls under SDG Goal 8: Decent work and economic growth. The project aligns with the Government of Georgia: Program for 2021 - 2024 Towards Building a European State), economic development and development of social policy and human capital; the project also aligns with Small and Medium-Size Enterprises (SME) Development Strategy of Georgia, the EU/Georgia Association Agreement (AA), Annex on Employment, Social Policy and Equal Opportunities focuses on labour rights and lays out specific directives and timetables for legislation and practices; the EU/Georgia Deep and Comprehensive Free Trade Agreement (DCFTA), within which Chapter 13 lays out issues related to Trade and Sustainable Development and with The United Nations Sustainable Development Cooperation (UNSDCF) Framework Georgia 2021-2025, Outcome 1: By 2025, all people in Georgia enjoy improved good governance, more open, resilient and accountable institutions, rule of law, equal access to justice, human rights and increased representation and participation of women

in decision making; Outcome 2: By 2025, all people in Georgia have equitable and inclusive access to quality, resilient and gender-sensitive services delivered in accordance with international human rights standards and Outcome 3: By 2025, all people without discrimination benefit from a sustainable, inclusive and resilient economy in Georgia. And is linked to the ILO Decent Work country programme outcomes 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;

The project team is comprised of one project manager, Chief Technical Adviser (CTA), one National Project Officer, one Monitoring and Evaluation Officer, one Project Assistant (all based in Georgia), and one Fin/Admin Assistant based in Moscow. The project receives technical backstopping support from the DWT/CO-Moscow specialists, and technical backstopping from SME Unit at ENTERPRISES at ILO HQ.

Purpose, objectives and scope of the evaluation

ILO considers project evaluations as an integral part of the implementation of technical cooperation activities. The evaluation findings will be used for project accountability and organizational learning. The purpose of the final independent evaluation is to provide an objective assessment of the accomplishment of project activities in terms of coherence and relevance, efficiency, effectiveness, orientation towards impact and sustainability.

The specific objectives of the evaluation are:

1. 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.)
2. Assess the relevance and coherence of the project regarding country needs and how the project is perceived and valued by project beneficiaries and partners.
3. Assess the extent to which the project has achieved its stated objective and expected results regarding the different target groups, while identifying the supporting factors and constraints that have led to them, including implementation modalities chosen, and partnership arrangements
4. Identify unexpected positive and negative results of the project
5. Assess the implementation efficiency in terms of financial, human, etc. resources
6. Assess the extent to which the project outcomes will be sustainable
7. Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further
8. Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes

The geographical analysis of the assessment should cover Georgia nationwide.

The evaluation will examine the entire project intervention from December 2017 to May 2023.

The evaluation will use the findings of the midterm internal evaluation.

The evaluation will integrate gender equality and non-discrimination, international labour standards, social dialogue, as crosscutting themes throughout its deliverables and process. It should be addressed in line with [EVAL guidance note 3.1 on gender](#) and [Guidance Note 3.2 on ILO's normative and tripartite mandate](#). COVID-19 response and recovery measures will be also looked into.

The evaluator should adhere to [ILO policy guidelines for results-based evaluation \(4th edition\)](#).

Clients of the evaluation are:

ILO's constituents: Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia (MoIDPLSA); Georgian Trade Unions Confederation (GTUC); Georgian Employers Association (GEA);

National partners: Ministry of Economy and Sustainability Development of Georgia (MoESD); Human Rights Secretariat (HRS); High School of Justice (HSJ);

Funding partner: Denmark Ministry of Foreign Affairs

Furthermore, the findings of this final evaluation are destined for ILO's management (the ILM team, the ILO DWT/CO Moscow, ILO Regional Office Europe and Central Asia, ENTERPRISES, ACRTAV, ACTEMP).

The knowledge generated by this evaluation will also benefit other stakeholders that may not be directly targeted by the project's intervention such as: key government institutions, civil society organizations, funding partners, UN agencies, international organizations that work in relevant fields, and other units within the ILO.

Evaluation criteria and questions (including cross-cutting issues / issues of special interest to the ILO)

The evaluation will be based on the following evaluation criteria: strategic relevance, coherence, validity of project design, effectiveness, efficiency, impact orientation and sustainability in the context of criteria and approaches for international development assistance, as established by the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System.

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.

Relevant data should be sex-disaggregated and different needs of women and men should be considered throughout the evaluation process.

The following questions, while not an exhaustive list, are intended to guide and facilitate the evaluation. Evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed between the evaluation manager and the evaluator and reflected in the inception report.

Relevance and strategic fit:

- How relevant is the project to the needs and priorities of tripartite constituents' organizations in the context of Georgian labour market?
- To what extent did the project build on previous experience of the ILO in Georgia, and relevant experience of other local and international organizations in Georgia?
- To what extent did project strategies remain flexible and responsive to emerging concerns such as the situation of COVID 19?

Coherence:

- To what extent was the project built upon for an integrated and harmonized response with on-going ILO, UN and government operations at country level?
- Is the project relevant for the ILO's strategic objectives and initiatives at national, regional and global levels?
- Are there any synergies and interlinkages between the project and other interventions carried out by the ILO at country level? To what extent there is a consistency of the project with the crosscutting issues of standards, social dialogue and tripartism, gender equality and non-discrimination, environmental sustainability issues?

- What adjustments have been made to indicators and their measurement efforts to provide the Office with robust feedback on the ILO's contribution to the ILS, social dialogue, business and human rights, youth entrepreneurship?
 - To which extent other interventions of the partners (particularly policies) support or undermine the project activities?

Validity of project design:

- Do the project design results lead to meet project objectives? Do outputs causally link to the intended outcomes and objectives and consider external factors (assumptions and risks)? Does the project express in a consistent Theory of change?
- To what extent did the project build on the comparative advantage of the ILO in the field of youth entrepreneurship, ILS, social dialogue, business and human rights?
- Has the project planning included a useful monitoring and evaluation framework, including outcome indicators with baselines and targets?
- Has the project design included an exit strategy and a strategy for sustainability?

Effectiveness of the project in relation to the expected results:

- To what extent have the project objectives been achieved?
- To what extent have the project delivered on the recommendations of mid-term evaluation report?
- Have unexpected positive and negative results take place?
- What were the main internal and external factors that influenced the achievement or non-achievement of results?
- Have ILO constituents been actively involved in articulating, implementing and sustaining coherent response strategies? To what extent have stakeholders other than ILO constituents been engaged in the project activities for sustainable responses?
- To what extent has the project made progress in achieving results on crosscutting issues of international labour standards, social dialogue and tripartism, gender equality and non-discrimination (i.e., people with disabilities), fair transition to environmental sustainability? In accordance with the overall objective and outcomes, what specific measures were taken by the project to address issues related to the gender equality and non-discrimination?
- How gender considerations have been mainstreamed throughout the project cycle (design, planning, implementation, M&E), including that of implementation partners?
- How has the COVID-19 pandemic influenced project effectiveness and intervention model?

Efficiency of the resources used:

- Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outputs and specially outcomes?
- To what extent has the intervention leveraged partnerships (with constituents, national institutions, and other UN/development agencies) that enhanced projects results and contributed to priority SDG targets and indicators (explicitly or implicitly)?
- To what extent did the project leverage resources (financial, partnerships, expertise) to promote:
 - i. Gender equality and non-discrimination?
 - ii. Inclusion of people with disabilities?

Impact orientation and sustainability of the project:

- What can be identified as project sustainable impacts in the target groups and other actors as relevant? Are the results integrated or likely to be integrated into national institutions, target populations, and will partners be able to sustain them beyond the project (institutionalisation of project components)?
- What measures and actions have been put in place to ensure ownership of the project's results at national level? Has the project developed an exit strategy?
- Can the project's approach or parts of it, and results be replicated or scaled-up by national partners or other actors considering institutional and financial dimensions?

Methodology

This evaluation will be carried by a team of two consultants: an international consultant (team leader) and a locally recruited consultant (team member).

The evaluation approach will be theory of change-based, (reconstructing the TOC if necessary), with particular attention to the identification of assumptions, risk and mitigation strategies, and the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets.

The methodology should include multiple methods, with analysis of both quantitative and qualitative data, and should be able to capture intervention's contributions to the achievement of expected and unexpected outcomes. Multiple sources of evidence will be used and triangulated. During the data collection process, the evaluation team will compare and cross-validate data from different sources (project staff, project partners and beneficiaries) to verify their accuracy, and different methodologies (review documentary, field visits and interviews) that will complement each other.

The data and information should be collected, presented, analysed with appropriate gender disaggregation even if project design did not take gender into account. The data collection, analysis and presentation should be responsive to and include issues relating to ILO's normative work, social dialogue, diversity and non-discrimination, including disability issues, and environmental sustainability.

The methodology should ensure involvement of key stakeholders in the implementation as well as in the dissemination processes (e.g., stakeholder workshop, debriefing of project manager, etc.). The methodology should clearly state the limitations of the chosen evaluation methods, including those related to representation of specific group of stakeholders.

In order to help answer the above questions, the evaluator should consult [Guidance Note 4.3: Data collection methods](#).

Desk review:

The Desk review will take place before data collection phase, and it will include the following documents and information sources:

- Project document
- Results framework
- Action Plan on the Implementation of Mid-Term Evaluation Report recommendations
- Mid-term evaluation report
- Project Advisory Committee (PAC) meeting notes
- Implementation plan
- Work plans
- Progress reports
- Project budget and related financial reports
- Reports from various activities (including trainings, workshops, task force meetings, video conferences etc.)
- Relevant minute sheets
- Documents produced as outputs of the project (e.g., knowledge products)
- Other relevant documents as required

All documents will be made available by the Project Manager in coordination with the evaluation manager, in a Dropbox (or similar) at the start of the evaluation. During the desk-review phase, the evaluators will firstly review and analyse project and other documentation, and thereafter produce an Inception report that will operationalise the ToR.

Initial meeting (on-distance) will be held with the evaluation manager, the Project Manager and the Project Team to capture and manage expectations of the evaluation. The objective of the initial consultation is to reach a common understanding regarding expectations and available data sources, and this should be reflected in the inception report.

Interviews with key stakeholders in the project sites and with the funding partner:

Data will be collected via face-to-face fieldwork that will be carried out responsibly in the various locations of the ILM project implementation, in line with ILO safety and health protocols. The evaluators will undertake group and/or individual discussions. The project will provide all its support in organization of these face-to-face interviews to the best extent possible. The evaluators will ensure that opinions and perceptions of women are equally reflected in the interviews and that gender-specific questions are included. The evaluators will meet relevant stakeholders including Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia (MoIDPLSA); Georgian Trade Unions Confederation (GTUC); Georgian Employers Association (GEA), project team, the funding partner, ultimate project beneficiaries (i.e., youth), SIYB trainers and state-level government officials and experts to examine the delivery of outcomes and outputs. List of beneficiaries will be provided by the project for selection of appropriate sample respondents by the evaluator(s). The criteria and locations of data collection should be reflected in the inception report mentioned above. The evaluator is encouraged to propose alternative mechanisms or techniques for the data-collection phase. These would need to be discussed with the project and the evaluation manager at the desk review/inception phase and any alternative methods should be reflected in the inception report.

Key national partners to be interviewed:

- o Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia (MoIDPLSA)
- o Georgian Employers Association (GEA)
- o Georgian Trade Unions Confederation (GTUC)
- o Human Rights Secretariat (HRS)
- o Tripartite Social Partnership Commission (TSPC)
- o Ministry of Economy and Sustainability Development of Georgia (MoESD) represented by the implementing agencies: Georgia's Innovation and Technology Agency (GITA); Enterprise Georgia (EG); Rural Development Agency (RDA)
- o High School of Justice (HSJ)
- o Georgian Bar Association (GBA)
- o The Mediators Association of Georgia (MAG)
- o Youth Agency
- o State Employment Support Agency (SESA)
- o SIYB Trainers

Funding partner:

- o Denmark Ministry of Foreign Affairs

ILO:

- o Project staff based in Tbilisi
- o Director ILO DWT Moscow
- o Backstopping technical specialists (LA/LI/OSH, ENTERPRISES, EMPLOYMENT, ILS, Senior Workers' Specialist/ACTRAV, Senior Employers' Specialist/ACTEMP)

UN Agencies and Development Partners:

- o UNRCO
- o UN Women
- o EUD
- o Expertise France
- o Danish Trade Union Development Agency
- o New Democracy Fund

Ultimate beneficiaries: sample of youth in in the various locations of the ILM project implementation.

For required quality control of the whole process, the evaluator will follow the EVAL evaluation policy guidelines and the ILO Evaluation Guidance⁵² and ILO/EVAL checklists.

Stakeholders' workshop:

The preliminary findings, conclusions and recommendations will be presented to all project stakeholders including the national key stakeholders, project partners, ILO project team and the funding partner in a bilingual workshop in Tbilisi (hybrid set-up). This will allow validating the findings, addressing factual errors, clarifying ambiguities or issues of misunderstanding or misinterpretation.

Reporting:

The evaluation team will develop the draft evaluation report in English that will be methodologically reviewed by the evaluation manager and then shared with key stakeholders. Comments received will be provided to the evaluator for consideration, no later than 2 weeks after reception of the first draft.

The evaluator will present clearly (a separate comments log or using track-changes mode on MS Word) how the comments have been addressed in the revised draft. The final draft will be reviewed by the Regional Evaluation Focal person. After approval by the evaluation manager and the regional evaluation focal point a final review will be conducted by ILO/EVAL. Once approved by EVAL, the report will be uploaded in the EVAL *i*-discovery repository and shared by the ILO project with the stakeholders and a management response will be developed.

Main deliverables

The following products will have to be produced and delivered by the evaluator:

Deliverable 1. Inception report in English (incl. methodological note) in accordance with ILO Evaluation Office Checklist 4.8 Writing the Inception Report⁵³. This report will be 5 to 10 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The Evaluator will share the draft inception report with the Evaluation Manager to seek comments and suggestions.

Deliverable 2. Stakeholder workshop presentation. On the last day of the field mission, the evaluator will conduct a debriefing meeting for the key national partners and relevant stakeholders, ILO and the funding partner to present and discuss the preliminary findings and the lessons learned. The workshop will be in Georgian and English with interpretation. Stakeholders will be provided with a draft report in English that they can check for accuracy and provide general comments. The consolidated comments will be compiled by the evaluation manager and then sent to the evaluator for consideration.

Deliverable 3. Draft evaluation report. The draft evaluation report will have to be written in English, must be about 30-40 pages maximum (excluding annexes and executive summary). It will follow the following structure:

Cover page with key project and evaluation data ([using ILO EVAL template](#))

Acronyms

1. Executive Summary

2. Description of the project

3. Purpose, scope and clients of the evaluation

4. Evaluation criteria and questions

5. Methodology and limitations

6. Clearly identified findings for each criterion

7. Conclusions

8. Lessons learned and good practices (briefly in the main report and a detailed in ILO EVAL template [4.1](#) and [4.2](#) , annexed to the report)

⁵² Available at: [wcms_853289.pdf \(ilo.org\)](#)

⁵³ Available at [wcms_746817.pdf \(ilo.org\)](#)

9. Recommendations

10. Annexes:

- a) ToR
 - b) Evaluation questions matrix
 - c) Data Table on Project Progress in achieving its targets by indicators with comments
 - d) Evaluation schedule
 - e) Documents reviewed
 - f) List of people interviewed
 - g) Lessons learned and good practices (using ILO-EVAL template [4.1](#) and [4.2](#))
- Any other relevant documents

Deliverable 4. Final evaluation report. The final evaluation report must be written in English, must be about 30-40 pages maximum (excluding annexes and executive summary), follow the structure presented in [Checklist 4.2 Preparing the Evaluation Report](#). Appendices should include the questions matrix, lessons learned and good practices using the ILO EVAL templates [4.1](#) and [4.2](#), the interview and focus groups guides, field work schedule, a list of interviewees, and a list of documents analysed, a PowerPoint summary in English.

A summary of the final evaluation report ([ILO Eval template 4.4](#)) will be sent, together with the final report, in English to the evaluation manager based on the executive summary of the evaluation report. The quality of the report will be assessed against the relevant EVAL Checklists.

Management arrangements and work plan (including timeframe)

The organization and coordination of the evaluation will be provided by the designated Evaluation Manager at ILO level. The evaluation team will discuss with the Evaluation Manager all technical and methodological issues when needed. The evaluator will also receive technical, logistical, and administrative support from the project team.

The Evaluator's roles and responsibilities:

- Responsible for conducting the evaluation according to the terms of reference (TOR)
- Coordinate with evaluation manager, project team and stakeholders to conduct the entire evaluation process
- Responsible for data collection and analysis
- Conduct preparatory consultations with the ILO prior to the mission
- Conduct a field mission to meet main stakeholders
- Elaborate the inception report (incl. methodological elaborations), the first version and final report in deadlines and in conformity with ILO and international standards
- Responsible for overseeing the work of the national consultant and coordinating tasks with her/him
- Conduct the field work and stakeholders' workshop at the end of the mission
- Participate to debriefings with main stakeholders on the main results and recommendations of the evaluation

National consultant's roles and responsibilities:

- Assist the evaluator in field work, data collection and analysis

- Perform written and consecutive translations (from English to Georgian and vice-versa) of reports and meetings and interviews, including during field visits
- Coordinate with project team in scheduling meetings

The Evaluation Manager's roles and responsibilities:

- Draft ToR and circulate the draft ToR to the stakeholders, and work with project management, REO and DEFP to finalize them after input is received
- Preparations for starting: the evaluation schedule, time frame and work plan in collaboration with project staff; solicit input from project staff for the necessary documentation for implementing the evaluation; confirm the project staff are preparing their schedules and documentation for the upcoming evaluation
- Select and contract the suitable consultant, through the most effective, efficient and transparent way; prepare and publish the call for expressions of interest (Eol); undertake due diligence to check references
- Manage the evaluator- ensure initial briefing, approve inception report, manage the evaluation data collection process in collaboration with the project team
- Finalize the evaluation- check the first draft report quality; circulate the report to the stakeholders; consolidate the comments from stakeholders and send to the evaluator for consideration
- Review final report and evaluation summary, plus all annexes and submit to the RO for Europe for approval and to EVAL/HQ evaluation officer for a final approval.
- Signal the Evaluation Office if any problems arise that relate to the ethical principles, the conduct of honest, objective, and fair evaluation work; management of any political or ethical conflict; fiscal transparency in the conduct of the evaluation; apply the ILO anti-fraud and anti-corruption policy

The Project Manager and staff's roles and responsibilities:

- Review the draft TOR and provide inputs, as necessary
- Provide project background materials and documents produced as outputs of the project (e.g., knowledge products) including surveys, studies, analytical papers, reports, tools, publications
- Cooperate with Evaluation Manager and provide evaluator with access to relevant monitoring data as requested
- Participate in preparatory meeting prior to the evaluation
- Schedule all meetings
- Provide logistics and administrative support to the evaluation process
- Review and provide comments on the report
- Organizing and participating in debriefing on findings, conclusions, and recommendations

The work plan table below highlights the main activities, tentative time frame and the workdays

Phases	Tasks	Responsible Person	No of days team leader	No of days Team member	Tentative Dates (TBD)
Development of ToRs	o Draft the ToRs	Evaluation Manager	0	0	01-11 November
	Comments by stakeholders	Evaluation Manager and the project team	0	0	14 -30 November
	Integration of comments	Evaluation Manager	0	0	1 December
Call for EoI	Evaluation Manager	Evaluation Manager	0	0	TBD
Selection and contracting of the consultants	Evaluation Manager	Evaluation Manager, Programming Officer, Project CTA,	0	0	TBD
Briefing	Initial meeting and methodological briefing	Evaluation Manager	1	0	27 February 2023
Inception phase	Desk Review Preliminary interviews with the project Coordinator Inception report	Team leader	7	2	28 February – 10 March
	Review and Approval of inception report	Evaluation Manager	0	0	13 - 17 March
Field data collection	In-country consultations. Field visits Interviews with projects staff, partners, and beneficiaries	Team leader	8	8	20 -27 March
	Stakeholders workshop for sharing of preliminary findings	Team leader	1	1	28 March

Draft reporting	Draft report	Team leader	6	4	29 March-4 April
	Review by Evaluation Manager	Evaluation Manager	0	0	5-7 April
	Circulate draft report to stakeholders for comments	Evaluation Manager	0	0	10 -14 April
	Consolidate comments of stakeholders and send to the evaluator	Evaluation Manager	0	0	17-21 April
	Integration of comments	Team leader	2	0	24 April
Final report	Review of final report and approvals	Senior Regional M&E focal point; EVAL	0	0	25-28 April
TOTAL			25	15	

Profile of the evaluation team

The evaluation will be conducted by a team leader and team member.

Team leader (International consultant)

- Advanced university degree in social sciences or related graduate qualifications/equivalence.
- A minimum of 7 years' professional experience in project evaluations of social development projects, including in the role of sole evaluator or team leader with international organizations employable covering areas such as skills development, youth employment, livelihoods, enterprise development, value chain and/or market systems development.
- Proven understanding and experience of M&E methods and approaches (including quantitative, qualitative and participatory), logical framework, theory of change and other strategic planning approaches, information analysis and report writing
- Fluency in written and spoken English and strong report-writing skills in English; knowledge of Georgian an advantage
- Excellent consultative, communication and interviewing skills
- Demonstrated ability to deliver quality results within strict deadlines
- Understanding of Decent Work concepts and the ILO's normative mandate and tripartite structure will be an asset
- Knowledge of the UN System and of UN evaluation norms and its programming
- Understanding of the development context of Georgia or similar countries.

- No involvement in the project.

Team member (National consultant based in Georgia)

- University degree in social sciences or related graduate qualifications equivalent.
- A minimum of 5 years' professional experience in evaluating social development projects or related qualitative research (i.e., data collection and analysis) as team member.
- Proven understanding and experience of M&E methods and approaches (including quantitative, qualitative and participatory), logical framework, theory of change, and other strategic planning approaches, information analysis and report writing.
- Excellent communication and interviewing skills
- Demonstrated ability to deliver quality results within strict deadlines
- Understanding of Decent Work concepts and the ILO's normative mandate and tripartite structure would be an asset.
- Knowledge of the UN System and of UN evaluation norms and its programming will be an asset.
- Experience of research in the area of employable skills development, youth employment, livelihoods, enterprise development, value chain and/or market systems development will be an asset.
- Fluency in written and spoken Georgian and very good knowledge of English
- Understanding of the development context of Georgia.
- Based in Georgia.
- No involvement in the project.

Legal and ethical matters

The evaluation will comply with UN Norms and Standards. The evaluator will abide by the EVAL's Code of Conduct for carrying out the evaluations⁵⁴. The UNEG ethical guidelines will be followed. The consultant should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation. All intellectual property rights arising from the execution of this mandate are attributed to the ILO. The contents of the written documents obtained and used in connection with this assignment may not be disclosed to third parties without the prior written consent of the ILO or the relevant stakeholders.

The budget of the evaluation includes:

The budget allocated to this evaluation is entirely covered by the project and its execution is under the control of the evaluation manager for the recruitment of consultants, field missions, organizing workshops and consultation meetings with stakeholders.

For the International consultant- team leader.

- Consultancy fees for the International Team Leader for 25 days.
- DSA costs and international travel costs as per ILO travel policy (8 days),

For the national consultant - team member.

- Consultancy costs for the national consultant, 15 days.
- DSA fees as per ILO travel policy (8 days)

To this are added the costs dedicated to the logistics for the field missions and organization of the stakeholder's workshop.

⁵⁴ ILO Code of Conduct: Agreement for Evaluators [Microsoft Word - Evaluators_code%20of%20conduct_Final_EVAL_7.11.18.doc \(ilo.org\)](#)

Annex 1. Relevant documents and tools on the ILO Evaluation Policy

1. [Code of conduct form](#) (to be signed by the evaluator)
2. Checklist No. 3 [Writing the inception report](#)
3. Checklist 5 [Preparing the evaluation report](#)
4. Checklist 6 [Rating the quality of evaluation report](#)
5. Guidance note 7 [Stakeholders participation in the ILO evaluation](#)
6. Guidance note 4 [Integrating gender equality in M&E of projects](#)
7. [Template for lessons learned](#)
8. [Template for Emerging Good Practices](#)
9. [Template for evaluation title page](#)
10. [Template for evaluation summary](#)
11. [Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation](#)
12. ILO Policy Guidelines for results-based evaluation, 4th Edition, 2020
https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm
13. Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation
https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_744068.pdf
14. Protocol to collect evidence on ILO response to COVID-19
https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_757541.pdf
15. ILO EVAL [Guidance Note 3.1 on integrating gender equality and non-discrimination](#)
16. ILO EVAL [Guidance Note 3.2 on Integrating social dialogue and ILS in monitoring and evaluation of projects](#)

Cooperation Topics



To the International labour Organization

1. Drafting of National OSH Profile
 - Provide training to national tripartite constituents on OSH Governance, to build their capacity to develop and implement a national OSH Framework (policy, system and programme).
 - Conduct Researches about the enforcement of labour norms in Georgia in coordination with Labour Inspection Office and by the involvement of the Educational institutions, as one of the important power to conduct broaden research. (Students participation is one priority)
 - Conduct Researches about informal work in Georgia and based on results in order to formalize informal work support LIO to provide information campaign
2. Alignment of national OSH legislation with ILS and EU Acquis promoted in Cooperation with EU Twinning (assistance from ILO will be very important for us)
3. Development of the Systems to collect, analyze and report data on occupational accidents and diseases and on cases of VH are improved
 - Support national institutions for the identification and researching of professional diseases by creating guidelines, checklists, workshops, sharing practices
4. OSH in education is mainstreamed at all levels
 - By the coordination of LIO collaborate with Georgian training institutions to develop their skills and abilities in order to better provide OSH program for future OSH professionals.
 - By the cooperation of LIO and Ministry of Education and Science of Georgia develop OSH modules and curriculums in educational system.
5. Labour inspection legal framework is better aligned with ILS
6. Labour inspectorate is capacitated to promote SHWE
 - Support LIO in the Development of HR Development Strategy (sharing international practices)
 - Support LIO to coordinate the activities of supervisory agencies, by developing unified approaches for the effective enforcement of labor norms, including the involvement of the Ministry of Internal Affairs, the Prosecutor's Office, and other supervisory agencies.
 - Support in the implementation of preventive measures for the spread of chemical substances released into the working environment (we think that supporting in the creation of new regulation in this direction will be needed by the involvement of relevant institutions. Also relevant checklists and measurement tool (equipment) and trainings for Labour inspectors)
 - Supporting LIO to create OSH training certification course for all employees/job seekers.

(Creation of course syllabus, thematic materials, program that will remotely provide an opportunity for listeners to develop the basic skills at the sectoral level and obtain a certificate as a result of successful completion of the course.

The proactive measure will have long term and effective impact to reach the main goal of the project.

The course will be adopted in the official online platform of LIO (lio.moh.gov.ge) and will be promoted as well.)
