



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

Date when the evaluation was completed by the evaluator: 05 June 2023

Date when evaluation was approved by EVAL: [Click here to enter a date.](#)

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

Project duration: 1 December 2017 – 30 June 2023

Donor and budget: DKK 28,000,000 / USD 4,298,762

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Evaluation Office oversight: Mr. Craig Russon

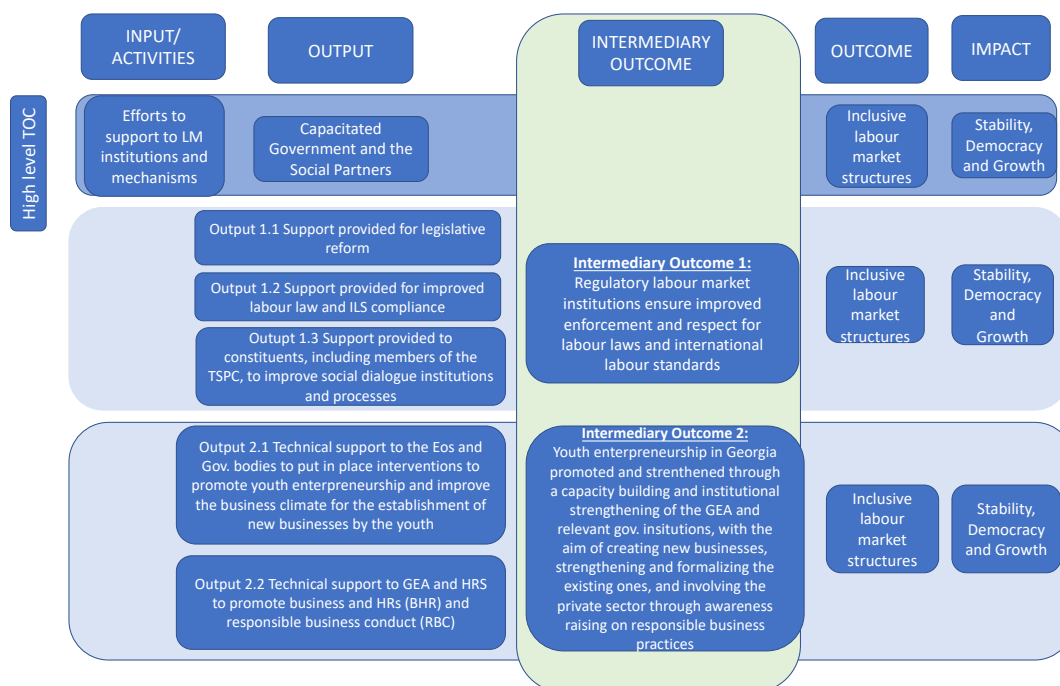
Evaluation budget: USD25,000

## 1. Project Background

The “Inclusive Labour Market for Job Creation in Georgia” project with the implementation period of 1<sup>st</sup> December 2017 to 30<sup>th</sup> 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 aligned with the strategic framework of the Danish Neighbourhood Programme (DANEP) for Georgia to achieve stability, democracy and inclusive growth. 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),<sup>1</sup> the Georgian Employers Association (GEA),<sup>2</sup> and the Georgian Trade Union Confederation (GTUC).<sup>3</sup> Exhibit 1 below illustrates the reconstructed TOC of the project.

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.

**Exhibit 1: Reconstructed TOC**



<sup>1</sup> <https://www.moh.gov.ge>

<sup>2</sup> <https://employer.ge/?lang=en>

<sup>3</sup> <https://gtuc.ge>

## **2. 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.*

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

## **3. Evaluation findings per evaluation criteria**

### **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*

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*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*

#### **4. Conclusion**

This is a highly successful project of ILO initiated and implemented in Georgia during very challenging period defined by the efforts of the GoG 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. 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 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.

#### **5. 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

#### **6. 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.

## **7. 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.