



BUREAU OF INTERNATIONAL LABOR AFFAIRS
UNITED STATES DEPARTMENT OF LABOR



[Photo Credit: Martina Nicolls]

INTERIM EVALUATION

ENGAGING WORKERS AND CIVIL SOCIETY TO STRENGTHEN LABOR LAW ENFORCEMENT IN GEORGIA

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This report describes in the interim evaluation of the Engaging Workers and Civil Society to Strengthen Labor Law Enforcement Project in Georgia project. Fieldwork for this evaluation was conducted in June and July 2021. Sistemas, Familia y Sociedad (SFS) conducted this independent evaluation in collaboration with the project team and stakeholders, and prepared the evaluation report according to the terms specified in its contract with the United States Department of Labor. The evaluation team would like to express sincere thanks to all the parties involved for their support and valuable contributions.



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LIST OF ACRONYMS

AmCHAM	U.S. Chamber of Commerce
AOR	Authorized Organization Representative
AR	Awareness-Raising
BCC	Behavior Change Communication
CA	Cooperative Agreement/Award
CB	Capacity-Building
CIPE	Center for International Private Enterprise
COVID-19	Coronavirus Disease 2019
CSO	Civil Society Organization
EBA	European Business Association of Georgia
EGP	Economic Governance Program (USAID-funded program 2019-2024)
EMC	Education and Monitoring Center
EPAC	Economic Policy Advocacy Coalition
EPC	Economic Policy Committee
EQ	Evaluation Question
ET	Evaluation Team
F2F	Face-to-Face
FGD	Focus Group Discussion
FOA	Funding Opportunity Announcement
G4G	Governing for Growth (USAID-funded program 2014-2019)
GESI	Gender and Social Inclusion
GLP	Global Labor Program (USAID-funded program 2016-2021)
GOG	Government of Georgia
GTUC	Georgian Trade Unions Confederation
ILAB	USDOL Bureau of International Labor Affairs
ILO	International Labor Organization
IP	Implementing Partner
KII	Key Informant Interview
LC	Labor Code
LE	Lead Evaluator
LI	Labor Inspectorate

LTO	Long-Term Outcome
M&E	Monitoring & Evaluation
MEL	Monitoring, Evaluation and Learning
MIDPOTHLSA	Ministry of Internally Displaced Persons from Occupied Territories, Health, Labor and Social Affairs
MOHLSA	Ministry of Health, Labor and Social Affairs
MPG	Management Procedures and Guidelines
MTO	Medium-Term Outcome
NGO	Non-Government Organization
OECD DAC	Organization for Economic Growth Development Assistance Committee
OSH	Occupational Safety and Health
OTLA	USDOL Office of Trade and Labor Affairs
PII	Personally Identifiable Information
PMP	Performance Monitoring Plan
SC	American Center for International Labor Solidarity (Solidarity Center)
SFS	Sistemas, Familia y Sociedad – Consultores Asociados
SGD	Small Group Discussion
STO	Short-Term Outcome
SWOG	Strengthening Workers’ Organizations in Georgia (USDOL-funded program 2014-2018)
TOC	Theory of Change
TOR	Terms of Reference
TOT	Training of Trainers
TPR	Technical Progress Report
TSPC	Tripartite Social Partnership Commission
TU	Trade Union
USAID	United States Agency for International Development
USDOL	United States Department of Labor
USG	United States Government

EXECUTIVE SUMMARY

BACKGROUND AND CONTEXT

In August 2018, the Georgian Parliament passed a new occupational safety and health (OSH) law targeting high-risk industry sectors. In February 2019, the government of Georgia (GOG) enacted new measures to strengthen the authority of labor inspectors within the Labor Inspectorate to enforce the OSH laws. The Labor Inspectorate has about 90 inspectors and plans to have 110 inspectors, which means that there will be one inspector for every 18,000 workers, or about 7,470 businesses in Georgia.¹

The American Center for International Labor Solidarity, known as Solidarity Center (SC), received a Cooperative Agreement/Award (CA) from the United States Department of Labor's Bureau for International Labor Affairs (USDOL ILAB) for US\$8,050,000 in January 2019 to implement the Engaging Workers and Civil Society to Strengthen Labor Law Enforcement Project in three countries: Georgia, Peru, and Mexico (referred to as the Global Project). The global project objective was the 'effective engagement by workers and civil society organizations (CSOs) with the government and employers to improve enforcement of labor laws.'² Georgia's allocation was US\$1,994,173.

ILAB set four identical global long-term outcomes (LTOs) as part of the Funding Opportunity Announcement designed to be achieved across the three countries: 1) workers/CSOs accurately identify potential labor law violations in the workplace; 2) workers/CSOs submit justiciable claims to initiate workplace inspections and legal recourse; 3) workers/CSOs effectively track the progress of claims; and 4) workers/CSOs engage with the government and employers to address potential labor law violations.

The project's objective in Georgia was to effectively engage workers and CSOs with the GOG and employers, in urban and specified regional areas in high-risk sectors, to improve the enforcement of labor laws – i.e., the OSH laws – through awareness-raising, capacity-building, technical assistance, and social dialogue, to reach about 17,000 workers. SC's partner in Georgia, from commencement, was the Georgian Trade Unions Confederation (GTUC) which has a reach of about 330,000 workers. In 2020, the Georgian Parliament adopted amendments to the 2006 Labor Code (LC), and hence in May 2020 ILAB increased Georgia's budget and duration to include issues related to the LC – e.g., workers' rights – by partnering with the Center for International Private Enterprise (CIPE) and the Economic Policy Advocacy Coalition (EPAC) starting in June 2020 to reach about 100 businesses to facilitate worker-employer dialogues (roundtables) and support business compliance with the new labor legislation.

USDOL ILAB contracted Sistemas, Familia y Sociedad (SFS) to conduct performance evaluations in Georgia, Peru, and Mexico. In Georgia, for the interim performance evaluation, the Lead Evaluator worked remotely (due to Coronavirus Disease 2019 [COVID-19] pandemic restrictions), and the Senior M&E Evaluator conducted key informant interviews (KIIs), Small Group Discussions, and Focus Group Discussions (FGDs) in-country from June 21 to July 2,

¹ GeoStat, the National Statistics Office of Georgia, documents 821,677 registered & active businesses and between 1.7 to 2 million workers in Georgia.

² USDOL (2018). CA Award & Proposal, p. 51.

2021. The evaluation team interviewed a total of 49 individuals (out of a planned 50 interviews) comprising the implementing partner (IP), its partner organizations, CSOs, government representatives, trade unions (TUs), business associations, and workers. The evaluation included a 4-point Rapid Achievement and Sustainability Rating Scorecard to record stakeholder responses. The primary audience for the evaluation findings included ILAB, SC, its partner organizations, and the GOG. The evaluation findings were structured according to six Organization for Economic Growth Development Assistance Committee evaluation criteria: Relevance and Validity; Coherence; Effectiveness; Impact; and Sustainability.

KEY EVALUATION RESULTS

RELEVANCE AND VALIDITY: The project focused on four clearly defined long-term outcomes with associated indicators and activities (originally 15 indicators, which increased to 23 when the project expanded in 2020 to include the labor code). The LTOs were broad enough to transition from an OSH focus to include both OSH and the LC. The COVID-19 pandemic that began in March 2020 highlighted the project's immediate relevance on workers' rights, when reduced hours and dismissals became common not only in Georgia but also globally, making workers eager for information, particularly related to leave entitlements and salary indexation. From 2020, with the adoption of the amended LC, the project appropriately extended its target groups from high-risk sectors to all sectors. It also extended from workers, trade unions and CSOs to include employers, and from predominantly union workers to also include non-union workers.

The CA stated that the project would seek 'to ensure that collective bargaining outcomes better reflect workers' needs as well as the economic needs of the workforce more broadly.'³ The project did not conduct a structured and specific workers' needs assessment at the beginning of the project, nor a stakeholders' (government, employers, and workers) or a sector-specific needs assessment for each high-risk sector, because it used a range of tools to identify workers' needs such as meetings, in-house expertise, workers' dialogues, collective bargaining dialogue, surveys, and legal consultations.⁴ The project also conducted meetings in 2020 with employer associations to determine the needs of employers. The evaluators sought evidence from stakeholders during interviews, and 90% of evaluation participants said that the project was meeting stakeholder needs and priorities, with the remainder saying that their specific sector needs were being addressed.

COHERENCE: The project's IP and sub-awardee have worked in four US Government (USG)-funded labor-related projects in Georgia, in conjunction and in coordination with other actors and donors, such as the United States Agency for International Development (USAID):

- USDOL Strengthening Workers' Organization in Georgia – SWOG (2014-2018);
- USAID Governing for Growth – G4G (2014-2019);
- USAID Global Labor Program - GLP (2016-2021); and

³ USDOL (2018). CA Award & Proposal, p. 40.

⁴ Confirmation by the IP on August 27, 2021.

➤ USAID Economic Governance Program - EGP (2019-2024).⁵

The project's IP has worked with GTUC since 2006, and in USG projects in Georgia since 2014. Hence, some interventions have continued into this project, such as embedding lawyers within GTUC to provide support. However, this project was unique and differentiated from other USG projects because it focused on labor reforms for the explicit aim to improve enforcement. This meant that many of the trainings for stakeholders have been conducted for the first time in Georgia, making this a pioneering project.

EFFECTIVENESS: Stakeholders rated the project's achievement as Above-Moderate, with workers, particularly in the regions, rating them as High, especially regarding the development of the claims tracking system. Activities for LTO1 and LTO2 have made significant progress in awareness-raising (AR) and training. The AR communications activities were high-quality and wide-ranging, targeting different demographics of workers across different platforms (except radio). Although the project has not fully analyzed the different communication results, leaflets were overwhelming in demand by regional workers. The end-of-project dissemination target of 17,000 leaflets was increased to 30,000 in 2020, and the project has already reached a total of 23,000 workers through leaflets that have been delivered. Union workers preferred this tangible, portable, and useful product, and sought advice directly from OSH champions in the workplace. GTUC hotline callers were predominantly non-union workers and CIPE Facebook page users were predominantly urban users with stable internet connectivity. Hence, the 19 trained OSH trainers were also in high demand as the first contact for the identification of labor law violations and advice for the submission of claims.

The project developed a claims tracking system for GTUC. Lawyers input their data, but due to the high demand for their services they found it difficult to input data regularly, along with delays in the information received from the Labor Inspectorate due to COVID-19. Hence, although the system was in place, activities under LTO3 have not yet produced reported results. Workers were still suspicious of mediation because they had the perception that the employer always wins. However, workers were beginning to see effective results from collective bargaining. LTO4, on social dialogue, was lagging behind all other LTOs, predominantly due to the pandemic restrictions for gatherings and trainings. The project undertook a hybrid approach of remote meeting (for regions) and small face-to-face meetings with employers and the GOG in urban areas. Nevertheless, the 20 worker-employer roundtables under LTO4 have proven to be most effective according to the stakeholder Rapid Achievement Rating Scorecard. However, from among LTO4's nine indicators, seven have recorded no results, predominantly due to delays caused by the COVID-19 pandemic. In addition, the project has yet to produce results for the indicators to determine knowledge levels after training; however, this was in progress during the evaluation.

EFFICIENCY: The project improved its monitoring and evaluation (M&E) system to make it more useful for capturing self-reporting training engagement data and is in the process of conducting training surveys. However, the project was missing the opportunity to analyze data on awareness-raising campaigns. For example, the evaluators' analysis of hotline calls confirmed the declining trend in workers' concerns about OSH issues and the increasing trend

⁵ Solidarity Center was/is implementing the SWOG and the GLP, and CIPE were/are partners in the Deloitte-implemented G4G and EGP projects.

in workers’ interest in labor code issues. The project estimated that 10% of its participants were non-unionized, but LTO1 training data of 171 participants (made available to the evaluators) showed that 28% were non-union participants.

IMPACT: Longer-term results – in terms of transformative change – were not yet documented. The M&E system, to date, focused on measuring the effectiveness of interventions, but not yet enforcement outcomes. Longitudinal indicators and counterfactual information that assess change may be appropriate to measure impact, using worker/employer-related outcome indicators rather than, or in addition to, education/knowledge/capacity-building indicators.


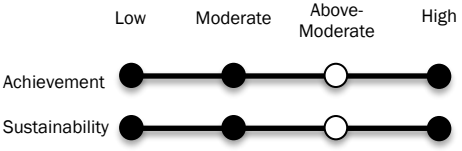
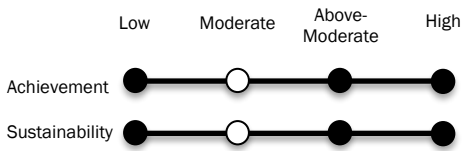

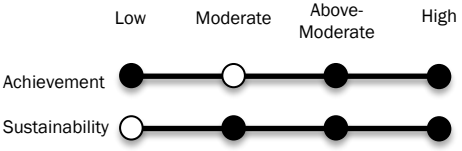
SUSTAINABILITY: Stakeholders rated each of the four long-term outcomes as Above-Moderate on the 4-point Rapid Sustainability Rating Scorecard (Annex G). There were no Low responses. However, the evaluators rated the performance lower, particularly for LTO4. Overall, the identification of violations (awareness-raising) and the submission of claims (LTO1 and LTO2) were rated as the most likely outcomes to be sustainable (score of Above-Moderate), followed by LTO3 (tracking of claims) as Moderate, and LTO4 (social dialogue) as Moderate for performance and Low for sustainability (see Table 1). Sustainability may be improved for the tracking of claims with improvements to the tracking system, whereas social dialogues, specifically tripartite dialogues, are most at risk of not being sustainable.

CONCLUSION

The evaluators noted that participants rated sustainability as Above-Moderate because they thought the training and media campaigns were of high quality, and were new to them, and therefore they had high confidence that they could replicate them at the end of the project. Moreover, the ratings from workers reflected their belief that they could sustain the identification of violations, act upon them, and continue worker-employer roundtables. However, the evaluators had reservations about available resources (financial and human) to meet the high demand from workers for continued information, advice, and legal assistance. Of more concern to the evaluators was the project’s ability to hold tripartite social dialogues due to Georgia’s long-time mistrust of the process. The worker-employer roundtables have proven to be successful with workers, but the project has only conducted two of them. The project has only conducted one employer-government roundtable in June 2021 and two trade union-employer roundtables in April and June 2021, with no tripartite roundtables yet conducted.

Table 1. Performance Summary (Evaluator and Stakeholder Combined Compilation)

Performance Summary	Rating
LTO1: CSOs/workers accurately identify potential labor law violations in workplaces	
<p>On track, except for Indicator #4 (employer training on labor law & enforcement of workers’ rights). There was currently no data for Indicator #5 on participants’ knowledge gained through media awareness-raising, but this is planned for 2021.</p>	<p>A horizontal rating scale with four points: Low, Moderate, Above-Moderate, and High. Two rows of metrics are shown: 'Achievement' and 'Sustainability'. Each row has four circular markers corresponding to the scale points. In the 'Achievement' row, the marker for 'Above-Moderate' is white, while the others are black. In the 'Sustainability' row, the marker for 'Moderate' is white, while the others are black.</p>

Performance Summary	Rating
LTO2: CSOs/workers submit well-supported, well-articulated, justiciable claims to initiate inspections & legal cases 	
<p>On track, except for Indicator #9 (training to union leaders/members on legal procedures). High achievement for Indicator #7 (calls to the hotline). There was currently no data for Indicator #11 on participants' knowledge gained through training – however, this is currently in progress.</p>	 <p>Low Moderate Above-Moderate High</p> <p>Achievement ●————●————○————●</p> <p>Sustainability ●————●————○————●</p>
LTO3: CSOs/workers effectively track progress of claims	
<p>There were no targets or results against the two indicators #13 and #14 (claims & cases tracked that are in the GOG's records). However, stakeholders rated the training and purpose of the claims tracking mechanisms as a major achievement.</p>	 <p>Low Moderate Above-Moderate High</p> <p>Achievement ●————○————●————●</p> <p>Sustainability ●————○————●————●</p>
LTO4: CSOs/workers engage with the GOG & employers to address potential labor law violations 	
<p>Few activities have started. Two roundtables were held (Indicator #20) and 16 OSH policy recommendations were submitted to GOG (Indicator #23). Interventions that were just starting included: training of trainers (TOT), collective bargaining, dispute resolution, tripartite social dialogue skills, and facilitating GOG dialogues. Stakeholders rated the roundtables highly, but no tripartite roundtables have been conducted.</p>	 <p>Low Moderate Above-Moderate High</p> <p>Achievement ●————○————●————●</p> <p>Sustainability ○————●————●————●</p>

PROMISING PRACTICES

Promising Practice 1: Embedded lawyers and specialists (LTO2). The project recruited, embedded trained and designated lawyers into the GTUC. These lawyers provided technical assistance, practical support, and mentoring to a cadre of GTUC lawyers.

Promising Practice 2: Roundtables (LTO4). The project conducted two bilateral worker-employer roundtables (for the service sector and the construction sector), bringing people together to discuss needs, priorities, and current key issues, which was a first step in tripartite social dialogue.

Promising Practice 3: Training on the identification of labor law violations and submission of justiciable claims (LTO1 and LTO2). The project's training on the identification of violations and the submission of evidence-based claims was a unique learning experience for workers and TUs.

LESSONS LEARNED

Lesson Learned 1: Communications analyses provided insights into audience differentiation (LTO1). Union workers in high-risk sectors in the regions preferred leaflets as their source of information, whereas non-union urban workers in low-risk sectors preferred the hotline.

Lesson Learned 2: Adoption of the labor code and the COVID-19 pandemic sparked high demand for labor law enforcement information (LTO1). The project was timely due to internal and external circumstances – push and pull factors – where the pandemic (which resulted in reduced hours/salaries or dismissals) created even more interest in the labor code (in itself, the LC was a watershed moment in Georgia’s 30-year history since independence). From 2020, workers’ awareness and interest in the LC (workers’ rights) increased (due mainly to direct benefits) more than their interest in OSH-related issues (mainly indirect benefits).

Lesson Learned 3: As workers’ awareness on labor law enforcement increased, so did the demand for OSH specialists and lawyers (LTO1). The project’s and GTUC’s OSH specialists and lawyers noted a significant increase in demand for their services, such as through the Q&A social media posts, consultations, hotline calls, and the submission of labor law violation claims. However, the high demand increased the workload of partner organizations (especially lawyers and OSH specialists), leaving them less time to regularly input data into the claims tracking system and for the project to document findings on users and their concerns.

Lesson Learned 4: Sector-Specific Needs Assessments (LTO4). Although the project did not conduct initial needs assessments specifically for workers or for high-risk sectors, 90% of evaluation participants said that the project was meeting the needs and priorities of all stakeholders (with 10% stating that their sector-specific needs were being met as they did not know about other sectors). A sector-specific needs assessment, conducted at the beginning of implementation, would have been beneficial to determine workers’ needs for each sector and allow union representatives to gain the skills to conduct a sector-specific needs assessment.

CONCLUSION AND KEY RECOMMENDATIONS

GENERAL RECOMMENDATIONS – FOR USDOL ILAB

Recommendation	Evidence	Page Numbers
<p>NO 1: Legal support</p> <p>In future labor projects, ensure that the recruitment and training of a cadre of lawyers in the GTUC, including regional affiliated unions, is within scope.</p>	<p>Embedding designated OSH and LC specialist lawyers in the GTUC has proved successful, in this project, for mentoring and training other lawyers, assisting with claims, tracking claims, conducting consultations and responding to social media and hotline queries. As project interventions expanded with modifications, GTUC lawyers faced challenges keeping up with the high demand for legal support. This intervention is unlikely to be sustained at the current level at the end of this project, and the demand for legal support for labor law enforcement will continue to be high.</p>	<p>Section 3.2 Coherence, EQ5, pages 13-14;</p> <p>Section 3.3 Effectiveness, EQ6, page 15 and page 19</p>

Recommendation	Evidence	Page Numbers
<p>NO 2: GESI strategy</p> <p>In future labor projects, establish a project requirement to explicitly detail a gender and social inclusion (GESI) strategy with targets, goals, and outcomes, and to regularly report against them.</p>	<p>The project did not have specific requirements to target underserved communities or to document their reach as part of awareness-raising interventions. Therefore, results were not being monitored or reported.</p>	<p>Section 3.3 Effectiveness, EQ10, pages 25-26</p>
<p>NO 3: Needs assessment</p> <p>In future labor projects, establish a project requirement to produce a formal written needs assessment at sector level, as well as (if appropriate) at stakeholder/ institutional level to inform project interventions.</p>	<p>The project did not conduct a formal needs assessment for workers, sectors, or stakeholders, but relied on past experiences, meetings, legal consultations, and surveys to gain information. However, this approach meant that there was no documentation of findings consolidated in one report.</p>	<p>Section 3.1 Relevance and Validity, EQ4, pages 12-13; Section 3.4 Efficiency, EQ11, pages 26-27</p>

GENERAL RECOMMENDATIONS – FOR THE IMPLEMENTING PARTNER

Recommendation	Evidence	Page Numbers
<p>NO 1: Completion of interventions</p> <p>Ensure all LTO4 interventions are implemented and completed before the end of the project. Continue the activities commenced during the evaluation: i.e., the issuance of the small grants program, social dialogues, and surveys to determine level of knowledge after training.</p>	<p>Technical Progress Reporting tables against indicators, especially #15-23, have not yet recorded results at the interim stage of the project.</p>	<p>Annex F; Section 3.5 Impact, EQ14, pages 31-32</p>
<p>NO 2: Roundtables</p> <p>Continue bilateral worker-employer social dialogues (roundtables) to influence the GOG to take action. Conduct more employer-government and trade union-employer roundtables and consider encouraging the tripartite body to convene the roundtables to ensure ownership and sustainability. Promote and facilitate GTUC, GOG, and employer associations to document and implement action plans, and if possible, to conduct tripartite roundtables.</p>	<p>Despite the formation of the Tripartite Social Partnership Commission and the GOG Parliament ratification of ILO Convention No. 144 on ‘Tripartite Consultations to Promote the Implementation of International Labor Standards’ in 2017, tripartite and tripartite-plus social dialogue remain a challenge, not only for Georgia, but across many countries.</p>	<p>Section 3.3 Effectiveness, EQ6, pages 21-22</p>

Recommendation	Evidence	Page Numbers
<p>NO 3: Behavior Change Communication</p> <p>For this or future projects, consider a Behavior Change Communication (BCC) strategy for mindset change, particularly regarding mediation and tripartite social dialogues. Formulate a BCC strategy and align post-intervention surveys to capture mindset change (positive/negative) to improve future training and media campaigns.</p>	<p>Mindset change was a challenge within a context of deep-seated perceptions of mistrust among stakeholders and a lack of a culture of dialogues. Current AR and communication campaigns may not show evidence of a change in perceptions.</p> <p>Additional AR performance indicators could include: # partner organizations providing material, in-kind technical and financial support; and % knowledge change in the population exposed to BCC.</p>	<p>Section 3.1 Relevance and Validity, EQ2, pages 9-10</p>
<p>NO 4: Claims tracking data system</p> <p>Improve the comprehensiveness of the claims tracking data system, promote regular input of data, and ensure semi-annual data analysis and reporting of results to the donor, government, and the public.</p>	<p>Lawyers and trade unions, particularly, saw the value of the claims tracking data system, and rated it as High on the Scorecard. However, the lawyers had a high workload due to high demand, and regular documenting and reported have yet to occur.</p>	<p>Section 3.3 Effectiveness, EQ6, page 20;</p> <p>Section 3.6 Sustainability, EQ16, pages 32-34</p>
<p>NO 5: Project M&E system</p> <p>Improve the project’s M&E system to effectively capture data for analysis and reporting. Set measurable targets, disaggregate data (gender, disability, etc.), analyze the social media and communications strategy, and clearly align reporting on its progress toward the aim of reaching 17,000 workers.</p> <p>E.g., further understanding of hotline calls is important to determine the dynamics in rural and remote areas, ascertain internet connectivity issues, and collect evidence related to the anecdotal information on the higher rate of workers connecting informally with their union representative in preference to calling the hotline, etc.</p>	<p>While improvements have been made to the data collection on training, the M&E system has deficiencies in its targets, measuring the progress against its aim, and in the disaggregation of data. [The evaluators noted that the project is in the process of finalizing project targets.]</p> <p>Data collection could be enhanced by training GTUC and partners to collect and track data for consolidation at the central level (with the Implementer), with an established mechanism for quality assurance including timeliness of inputs and submission.</p>	<p>Section 3.4 Efficiency, EQ13, pages 28-30</p>
<p>NO 6: Project GESI strategy</p> <p>Consider establishing a project gender and social inclusion (GESI) strategy with targets, goals, and outcomes, and regularly report against them as part of documenting evidence in addressing underserved communities.</p>	<p>The project did not have specific requirements to target underserved communities or to document their reach as part of awareness-raising interventions. Therefore, results were not being monitored or reported.</p>	<p>Section 3.3 Effectiveness, EQ10, pages 25-26</p>

Recommendation	Evidence	Page Numbers
<p>NO 7: Fundraising</p> <p>Improve the GTUC’s and partner organizations’ ability to raise funds (including submitting proposals to donors) to expand their efforts into other sectors, such as the informal sector.</p>	<p>The GTUC and partner organizations have the commitment and capacity to serve their constituents, but not the funding to maintain that level of support or for expansion into other areas and sectors.</p> <p>Although the informal sector was outside the scope of this project’s Cooperative Agreement, it predominantly comprises women, and informal sector workers were not eligible for GOG support during the pandemic. People from the informal sector constituted almost the full number of callers to the GTUC hotline.</p>	<p>Section 3.6 Sustainability, EQ16, pages 32-34;</p> <p>Section 3.1 Relevance and Validity, EQ3, page 11</p>
<p>NO 8: Needs assessment training</p> <p>Consider designing and implementing training for GTUC and partner organizations on how to conduct a sector-specific or worker-specific needs assessment.</p>	<p>Trade unions would benefit from the ability to conduct sector-specific needs assessments, which would contribute to the sustainability of activities, such as collective bargaining negotiations.</p>	<p>Section 3.1 Relevance and Validity, EQ4, pages 12-13;</p> <p>Section 3.3 Effectiveness, EQ10, pages 25-26</p>

1. PROJECT CONTEXT AND DESCRIPTION

The American Center for International Labor Solidarity, known as Solidarity Center (SC), is the United States Department of Labor's (USDOL's) implementing partner (IP) for the Engaging Workers and Civil Society to Strengthen Labor Law Enforcement (2019-2022) project in Georgia, Peru, and Mexico. USDOL, through its Bureau for International Labor Affairs (ILAB), contracted Sistemas, Familia y Sociedad (SFS) under order number 1605C1-21-F-00030 to conduct performance evaluations of SC's technical assistance in the three countries. The evaluations were conducted with consideration of the results from each project evaluation under this evaluation order.

1.1. CONTEXT

Workers in Georgia were affected by labor laws that did not protect workers' rights. Georgian workers have almost no experience working under a functional industrial relations system. From 2004-2013, after the November 2003 election, the two-term Saakashvili government focused on economic growth, and thus dismantled institutions charged with enforcing the labor law, such as the Labor Inspectorate (LI). A 2006 Labor Code (LC) limited freedom of association and workers' rights to collective bargaining.

As a result of concerted pressure from civil society organizations (CSOs), including complaints filed under trade agreements with the United States (US), the Government of Georgia (GOG) implemented legal and administrative reforms aimed at improving labor law compliance. In August 2018, the Georgia Parliament passed a new occupational safety and health (OSH) law targeting high-risk sectors. In February 2019, the GOG enacted new measures to strengthen the authority of labor inspectors to enforce the labor law. In addition, Parliament adopted amendments to the 2006 LC in September 2020 to comply with international standards, and further increased the responsibility of the LI. The LI department is situated in the Ministry of Internally Displaced Persons from the Occupied Territories, Health, Labor and Social Affairs (MIDPOTHLA), formerly the Ministry of Health, Labor and Social Affairs (MOHLA).⁶ Both the OSH law and the LC are limited in labor law enforcement. Therefore, before the USDOL Project, the only recourse for workers to address labor law violations was to bring individual cases to court. Workers' low awareness of labor rights and legal recourse, and their limited ability to identify workplace labor law violations, further hampered the use of the LC and OSH law.⁷

With their strengthened authority, labor inspectors can now inspect any enterprise at any time, without prior warning or court authorization, to issue warnings and fines and to suspend the activity of any business found to violate health and safety rules. However, the newly functioning LI, and a legacy of acrimonious industrial relations and decimated monitoring systems, have resulted in virtually no meaningful social dialogue at the enterprise or national level, despite various attempts, such as through the Tripartite Social Partnership Commission (TSPC).

Jobs in the Georgian construction sector, where most fatal accidents occur, remain largely informal and non-unionized, leaving workers exposed to occupational hazards and other labor law violations because they lack information on their labor rights. An understanding and use

⁶ MIDPOTHLA is referred to as the Ministry in this report.

⁷ The background information has been adapted from SC's Project documentation, i.e. CA (2018), p. 1-2.

of the new OSH law and LC remain limited, even among unionized workers. Workers' organizations are now beginning to use their role to promote government enforcement action and are testing and improving the use of new mechanisms and laws, but they require technical and material assistance to develop their sustainable, long-term capacity to effectively contribute to labor law enforcement.

1.2. GEORGIAN CONTEXT

In 2018, USDOL ILAB awarded the IP, Solidarity Center, a three-year US\$2,850,000 Cooperative Agreement (CA) for the Engaging Workers and Civil Society to Strengthen Labor Law Enforcement Project in Georgia, Mexico, and Peru. In 2020, USDOL expanded the project through a CA modification which increased the overall budget for all three countries to US\$8,050,000. The CA was signed on September 14, 2018, and implementation in Georgia commenced on January 1, 2019, for 30 months. CA modification #4, signed on May 1, 2020, extended the Georgia component of the project from March 31, 2021 to July 31, 2022. Funding for the Georgia project was originally US\$797,392 which increased to a total of US\$1,994,173 after CA modification #4.

SC partnered with the Georgia Trade Unions Confederation (GTUC), with access to affiliated unions, including regional unions and the construction sector. SC also partnered with sub-awardee Center for International Private Enterprise (CIPE), signing a grant on June 24, 2020. CIPE is an independently incorporated 501(c)(3) foundation affiliated with the U.S. Chamber of Commerce (AmCHAM), established in 1983 to promote private enterprise and market-oriented reform worldwide. CIPE was previously part of the team implementing the US Agency for International Development (USAID)-funded Governing for Growth (G4G) activity from 2014-2019 and is co-implementing the USAID-funded Economic Governance Program (EGP) from 2019-2024 to strengthen Georgia's reform process, including through support to the Economic Policy Advocacy Coalition (EPAC). Solidarity Center is also implementing the USAID-funded Global Labor Program (GLP) from 2016-2021, which is not limited to Georgia, but includes Georgia.

1.3. GEORGIA PROJECT DESCRIPTION AND THEORY OF CHANGE

Georgia project locations: The project's locations included Tbilisi and the following regions: Imereti, Shida Kartli, Kvemo Kartli, Adjara.

Theory of Change: In Georgia, the project's theory of change (TOC) was:⁸ If 1) workers' knowledge of Georgian OSH labor law and standards, and skills to assess workplaces for OSH violations, is strengthened and workers have access to legal expertise to address OSH complaints; 2) workers and unions have improved mechanisms to report, monitor, and track OSH violations; 3) businesses and employers have increased knowledge of OSH law compliance; and 4) workers, enterprise-level employers, and government engage in social dialogue around OSH issues; **then** regular monitoring of worksites for OSH violations will be improved and OSH labor law will be enforced (violations will be reported, investigated, and addressed by workers, employers, and government).

⁸ USDOL (2021). Scope of Work, p. 2; and adapted from USDOL (2020). Project MEL Plan, September, p. 8.

ILAB set four identical global long-term outcomes (LTOs) as part of the Funding Opportunity Announcement (FOA) designed to be achieved across the three countries, in part for comparative purposes, and hence they could not be adjusted within each individual country. Initially, ILAB also established short-term outcomes (STOs), as stated in the 2018 CA, which were amended under CA modification #3 on December 16, 2019, and the STOs were changed to medium-term outcomes (MTOs).⁹ The project's four (4) long-term outcomes and eight (8) corresponding medium-term outcomes, with their associated activities, are provided in Section 3.1 along with an assessment of their relevancy and validity.¹⁰

Direct project participants: 'The direct beneficiaries of the project were workers and their organizations, and trade unions (TUs) that participate in SC-funded training and receive technical support to understand, apply, and promote adherence to labor laws ... complementing parallel efforts that seek to improve employer adherence to, and government enforcement of, the law.'¹¹ There are an estimated 175,000 workers employed in high-risk sectors (mining, transport, construction, electricity, light industry – clothing and textiles, oil and gas, chemical production, and metallurgy). Through awareness-raising (AR) and capacity-building (CB), the project sought to reach approximately 10% of these workers – i.e., 17,000 workers. The primary focus was to support unionized enterprises, but also non-unionized workers in enterprises with a poor safety record. Individual employers and business associations were also direct beneficiaries; in particular, the 72 EPAC member business support organizations (i.e., tourism, retail, and distribution).¹² Employers were expected to engage with workers in collective bargaining and negotiation processes and participate in roundtables with workers and their unions to build trust, and to explore voluntary, mutually agreed-upon mechanisms to address OSH violations.

Indirect project participants: The project also supported GOG representatives and employers that are not directly engaged through the project. The MIDPOTHLISA was also an indirect beneficiary through the preparation of social dialogues and cooperation with unions.

2. EVALUATION PURPOSE

This interim performance evaluation assessed the achievements of the Georgia project from its inception and commencement of implementation in January 2018 through the current reporting period to March 2021. The primary audience of the evaluation included ILAB, SC and its partners.

The purposes of the evaluation were to:¹³

1. Assess the relevance of the project in the cultural, economic, and political context in Georgia, as well as the validity of the project design and the extent to which it is suited to the priorities and policies of the Government of Georgia and other national stakeholders;

⁹ USDOL (2018). CA Award & Proposal, p. 16-25; and USDOL (2021). SOW, p. 3.

¹⁰ USDOL (2021). TPR October 2020-March 2021, p. 13-22.

¹¹ USDOL (2018). CA 2018 Award & Proposal, p. 14; & USDOL (2019). TPR Oct-March, p. 51.

¹² Created in 2015 with the support of CIPE and USAID's G4G program, EPAC is a coalition of 72 business support organizations, representing over 10,000 businesses, think tanks, and NGOs.

¹³ USDOL (2021). Terms of Reference, May, p. 4-5.

2. Determine whether the project is on track toward meeting its objective, aim, and outcomes; identify the challenges and opportunities encountered; and analyze the driving factors for these challenges and opportunities;
3. Assess the effectiveness of the project's strategies, and the strengths and weaknesses in the project implementation; and identify areas in need of improvement to July 2022;
4. Provide conclusions, lessons learned, and recommendations, particularly focused on supporting the completion of the project and the design of future projects in similar contexts;
5. Assess the project's sustainability plans at the local and national levels, and among partners, including the coherence of its sustainability measures, the extent to which sustainability was considered in the project design, and its relevance to the Georgian context.

2.1. EVALUATION QUESTIONS

USDOL ILAB and SC developed key evaluation questions in accordance with the six Organization for Economic Co-operation (OECD) Development Assistance Committee (DAC) criteria, e.g., Relevance/Validity, Coherence, Effectiveness, Efficiency, Impact, and Sustainability (Table 2).¹⁴

Table 2. Evaluation Questions (EQ)

OECD DAC CRITERIA
1. RELEVANCE AND VALIDITY
EQ1. Are the project strategy, objective, aim, and assumptions appropriate for achieving the planned results? Do the project's expected outcomes and interventions respond to stakeholders' needs?
EQ2. To what extent did the global project TOC and set LTOs as prescribed in the FOA hold true in Georgia? What were the benefits and limitations of the prescribed TOCs and LTOs?
EQ3. Has the grantee addressed all relevant stakeholders to ensure project support?
EQ4. What are the needs and priorities of workers and underserved communities regarding workers' rights and working conditions?
2. COHERENCE
EQ5. What efforts have been made by the project to increase its coherence? To what extent has the project coordinated efforts with existing SC and CIPE interventions in the country to avoid duplication of activities/investments?
3. EFFECTIVENESS
EQ6. Which project outcomes show the greatest level of achievement during the project's period of performance (as per the project's specific performance monitoring plan [PMP] indicators)? To what extent are the expected outcomes likely to be achieved within the life of the project? What adjustments, if any, should be made to the project PMP to better reflect progress toward project outcomes?
EQ7. What interventions were most effective at strengthening civil society organizations and empowering workers? Under what circumstances and for whom were they effective or not effective?
EQ8. Which institutional actors, leverage points or structures within existing (country, regional or global) systems were the most willing/effective partners and what were the factors facilitating or limiting their engagement (in achieving and sustaining desired outcomes)?

¹⁴ USDOL (2021). Terms of Reference, p. 5-7 (shown in Annex D); and Revised OECD DAC (2020). Criteria, January: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>.

OECD DAC CRITERIA

EQ9. How does the organizational capacity of project implementers, target institutions, and implementing partners limit or facilitate the effectiveness and sustainability of project interventions? Does the project design adequately account for differences in institutional capacity?

EQ10. How effectively did ILAB and the project implementer(s) engage underserved communities over the project life cycle? How could ILAB and project implementers improve engagement with underserved communities to ensure programming is equitable and responsive to their needs and priorities?

4. EFFICIENCY

EQ11. How can USDOL and its grantees improve coordination and efficiency on project design, ensuring alignment with USDOL priorities and grantee expertise?

EQ12. What can be learned about the level of change (outcomes) that can realistically be achieved within a given project timeframe and budget (with acknowledgement that some aspects of this learning are context-specific or resultant from the COVID-19 pandemic, and some aspects may be more generalizable)?

EQ13. How has the project adapted in light of external factors such as global health crises, political crises, etc.? Does the project have a solid planning, monitoring and evaluation (M&E) framework or system in place and being used in an effective way?

5. IMPACT

EQ14. How can ILAB and its grantees better capture the impact of long-term outcomes for workers and workers' organizations?

6. SUSTAINABILITY

EQ15. Is there a clear exit strategy in place, that aims to ensure the sustainability of the project outcomes?

EQ16. Have the GTUC taken steps to ensure that project services for workers will continue after the end of the project? What kind of support would increase the likelihood of sustainability of these services?

EQ17. Which project outcomes (and major outputs) show the greatest likelihood of being sustained after external support has ended? What are the key opportunities for sustainability? Are there any significant limitations to sustainability?

2.2. METHODOLOGY

An independent two-person evaluation team (ET), with a Lead Evaluator (LE) and a National M&E Expert, conducted the evaluation, including fieldwork from June 21 to July 2, 2021. Using multiple sources of evidence and combining primary qualitative data with secondary quantitative data, the evaluation was conducted through four main phases: 1) a document review; 2) fieldwork data collection with key informant interviews (KIIs), focus group discussions (FGDs) and small group discussions (SGDs), conducted either remotely or face-to-face (F2F) due to the Coronavirus Disease 2019 (COVID-19) pandemic restrictions; 3) analysis of data sources; and 4) report writing. These phases are outlined in detail in Annex D and a summary evaluation design matrix is shown in Annex E.

At the end of the fieldwork, the LE conducted a remote (virtual), interactive and participatory validation session (agenda and participant list is shown in Annex B) with project partners for clarification and validation of preliminary findings before draft report writing. In addition, the ET provided a post-fieldwork debriefing to USDOL ILAB to share initial findings.

2.2.1. SITE SAMPLING AND DATA COLLECTION METHODS

The ET planned to conduct 20 KIIs and six FGDs/SGDs¹⁵ with a total of 50 individuals, and conducted 21 KIIs and six FGDs/SGDs with 28 individuals over ten days to reach a total of 49 individuals (31% female), as shown in Table 3. The LE worked remotely and the National M&E Expert worked in Georgia. The ET selected project locations and stakeholders according to project interventions and the location of major stakeholders. This included the capital city Tbilisi, Imereti region and Shida Kartli region. Hence, gender representation was dependent upon purposive interviews – the people involved in the project according to their position, organization, roles and responsibilities. The sampling is provided in Table 3 below and Annex B.

Table 3. KII and FGD Data Collection Strategy

KII Stakeholder Type	KII Sample Size
IP, Grantee & GTUC	8 (5 Female)
US Government	2 (1 Female)
Government of Georgia	2 (1 Female)
Business Associations	5 (2 Female)
CSOs & Others	4 (3 Female)
TOTAL	21 (12 Female, 57%)

FGD/SDG	Focus/Small Group Discussion	NO	Location
FGD-1	TRADE UNION – METALLURGY, MINING & CHEMICAL, Including Ksani Glass	6 (0 F)	RUSTAVI, Kvemo Karti Region
SGD-2	TRADE UNION – MINING	2 (0 F)	TKIBULI, Imereti Region
SGD-3	TRADE UNION – METALLURGY: STEEL MANUFACTURING, Professional Union, Zestapoini Ferroalloys Plant	3 (0 F)	ZESTAPONI, Imereti Region
SGD-4	TRADE UNION – MINING	2 (0 F)	CHIATURA, Imereti Region
FGD-5	TRADE UNION – MANUFACTURING – Bottled Water Plant	11 (3 F)	BORJOMI, Samtskhe-Javakheti Region
FGD-6	TRADE UNIONS - MIXED Agriculture; Road & Construction; Medicine, Pharmacy & Social Protection; Metallurgy, Mining & Chemical	4 (0 F)	TBILISI
		28 (3 Female, 11%)	
TOTAL NO. INDIVIDUALS		49 (15 FEMALES, 31%)	

KIIs, FGDs and SGDs were conducted using semi-structured guided questions (Annex H). Both KII and FGD evaluation tools included two questions with ratings – 1) Achievement Rating and 2) Sustainability Rating – on a scale from 1-5 (including Other [No Answer], Low, Moderate, Above-Moderate, and High) using the USDOL ILAB Rapid Scorecard Template (Annex G) to provide quantifiable evidence to support the qualitative data collection. Of the 49 evaluation participants, 33 (67%) completed the scorecard questions.¹⁶ Of the 33 respondents, 16 (49%) were workers, with eight business representatives (24%), eight trade union representatives (24%), and one CSO member (3%), representing 30% of women. The stakeholders' scores and

¹⁵ FGDs typically comprise 5-8 individuals, whereas SDGs are groups with less than five individuals.

¹⁶ Rapid Scorecards were administered as part of the interview and participants responded according to their involvement; hence 16 indicated that they didn't have enough knowledge to answer the questions.

the evaluators’ scores were combined to provide one scorecard (shown in the Executive Summary). A list of KII and FGD participants is shown in Annex B.

2.3. LIMITATIONS

The COVID-19 pandemic and global government restrictions prevented the international Lead Evaluator from traveling to Georgia. The LE conducted interviews and discussions remotely through virtual meeting platforms. This limited the interaction with IP staff for in-depth F2F discussions, and a close working relationship with the local M&E expert. Some stakeholders lacked access to the technology necessary for conducting remote interviews in privacy and with confidentiality, so the ET worked with the IP, where needed, to ensure access and privacy. To address the challenge, the ET also established a WhatsApp account for immediate communications and troubleshooting, as well as an extensive documentation collection for review and analysis. Despite this limitation, the ET’s coverage of stakeholder types was comprehensive in order to triangulate the data collection.

The ET conducted two USDOL-developed participant-response Scorecard Ratings as part of SFS’s contractual requirement: 1) Achievement Rating, and 2) Sustainability Rating. The ET included the category ‘other’ (not stated or not answered) to the 4-scale scorecard. Also, the application of ratings may not be considered as a non-formal impact assessment, but rather as a guide or prompt for comments on stakeholders’ perceptions of project interventions.



3. EVALUATION RESULTS

The evaluation findings are structured according to each of the six OECD DAC evaluation criteria: Relevance and Validity; Coherence; Effectiveness; Efficiency; Impact; and Sustainability.¹⁷

3.1. RELEVANCE AND VALIDITY

EQ1. Are the project objectives, aims, and long-term outcomes appropriate for achieving the planned results?

Table 4 below shows the project’s four (4) long-term outcomes and eight (8) corresponding medium-term outcomes with their associated activities.¹⁸

Table 4. Project Long-Term Outcomes, Medium-Term Outcomes, and Activities

GLOBAL PROJECT OBJECTIVE (3 COUNTRIES): Effective engagement by workers and civil society organizations with the government and employers to improve enforcement of labor laws.¹⁹

GEORGIA PROJECT AIM: To reach approximately 10% of high-risk workers (i.e., 17,000 workers) through the following activities: 1) awareness-raising (AR); 2) capacity-building (CB); 3) assistance with identifying

¹⁷ ILAB’s institutional learning-related questions are highlighted in red characters and marked with an asterisk *.

¹⁸ USDOL (2021). TPR October 2020-March 2021, p. 13-22.

¹⁹ USDOL (2018). CA Award & Proposal, p. 51.

and documenting OSH risks and seeking legal recourse; AND 4) mentoring and social dialogue regarding the new OSH law and labor code.²⁰

LTO 1	LTO 2	LTO 3	LTO 4
CSOs/workers accurately identify potential labor law violations in workplaces	CSOs/workers submit well-supported, well-articulated, justiciable claims to initiate inspections & legal cases	CSOs/workers effectively track progress of claims	CSOs/workers engage with the GOG & employers to address potential labor law violations

MTO 1	MTO 2	MTO 3	MTO 4
1.1 Monitoring worksites by an increased number of workers who are better informed of labor laws & standards due to AR campaign 1.2 CSOs/unions/workers increase use of legal & OSH experts to improve identification of labor law violations in workplaces	2.1 Legal advocates for CSOs/unions/workers submit & litigate OSH violations cases under new OSH law 2.2 Skilled workers/OSH champions increase independent monitoring, documenting & reporting workplace OSH violations prior to government action	3.1 CSOs/unions use tracking system data to hold government accountable to address potential labor law violations	4.1 Companies demonstrate improved systems & procedures to address OSH 4.2 Grassroots GTUC members are more engaged in activities to address OSH violations with employers 4.3 CSOs/unions/workers apply policy dialogue skills to engage GOG & employers on OSH

ACTIVITIES 1	ACTIVITIES 2	ACTIVITIES 3	ACTIVITIES 4
1.1 OSH law AR campaign 1.2 Trade union OSH capacity building 1.3 OSH hotline providing workers with legal aid related to OSH	2.1 Strengthen trade union legal capacity	3.1 Design & train users on tracking system for OSH violations & legal cases 3.2 Consultation on OSH law	4.1 Collective bargaining, dispute resolution & social dialogue skills building 4.2 Facilitating dialogue with the government

Source: USDOL (2021). TPR October 2020-March 2021, p. 13-22.

The Georgia project’s four long-term outcomes targeted workers – i.e., to provide information and advice to workers to ensure that they know their rights, know when their rights are violated, and know their options for recourse. This aim was placed under the Global Objective for the three countries (Georgia, Peru, and Mexico), to bring workers and CSOs (prime targets) to dialogue with the government and employers (secondary targets). To achieve the four LTOs, the project conducted activities with and for CSOs and trade unions (LTO1 awareness-raising;

²⁰ USDOL (2018). CA Award & Proposal, p.14.

LTO2 capacity-building: LTO3 technical assistance), and with the government and employers' coalitions (LTO4 technical assistance and social dialogue).

Activities for workers were conducted primarily through trade unions for LTO1, LTO2, and LTO3. Activities for trade unions were appropriate in order to improve workers' rights and to provide improved labor law enforcement. For example, to reach a wide selection of workers, the project operated specifically through the Georgian Trade Unions Confederation (GTUC), the largest umbrella organization for trade unions that represents 330,000 of the 1.7 million workers (19%) in Georgia. It also worked with union and non-union workers through other organizations.²¹ The GTUC disseminated information through awareness-raising campaigns, including through their hotline for all workers (GTUC members and non-members).

Activities for employers and government under LTO4 were appropriate to improve prior acrimonious tripartite dialogues, and to align with the GOG's attempts to improve tripartite dialogues after the Parliament ratified the International Labor Organization (ILO) Convention No. 144 on 'Tripartite Consultations to Promote the Implementation of International Labor Standards' on November 2, 2017. The Georgia Tripartite Social Partnership Commission (TSPC) was established in 2009, after the 2006 Labor Code, but trade unions regarded the Commission as largely ineffective. For about seven years, trade unions had called for the ratification of Convention No. 144 to ensure effective dialogue between the government, employers, and trade unions, based upon ILO Conventions No. 87 and No. 98 that guarantee freedom of association and the right to organize, the promotion of collective bargaining, and the principles of tripartism.²²

EQ2. To what extent did the global project Theory of Change (TOC) and set Long-Term Outcomes (LTOs) as prescribed in the Funding Opportunity Announcement (FOA) hold true in Georgia? What were the benefits and limitations of the prescribed TOCs and LTOs?*

The theory of change aimed to initiate, promote, and improve the social dialogue of workers and CSOs with employers and government to improve labor law enforcement in Georgia.²³ The tripartite social dialogue – workers, employers, government – has held true from the beginning of the project to the current date. It will continue to be a critical objective, as each of the LTOs are dependent upon the cooperation and dialogue of all stakeholder groups.

Project indicators were clearly defined for each LTO (Annex F) and evolved throughout the project to include (initially) the OSH law and (subsequently, from 2020) the LC. The number of indicators increased from 15 to 23, with two F-indicators.²⁴ Five LTO1 indicators focused on awareness-raising and training to identify potential labor law violations in the workplace. Seven LTO2 indicators focused on claims identified and reported through monitoring participants' knowledge, calls to the hotline, and the transfer of skills to other workers by the OSH 'champions' (workplace specialists). Two LTO3 indicators focused on tracking the progress of claims – i.e., the process of change. Nine LTO4 indicators focused on the training of trainers

²¹ International Trade Union Confederation, <https://www.ituc-csi.org>, accessed on June 27, 2021.

²² ILO (2018). How to Promote Social Dialogue in Georgia, www.ilo.org, accessed on 1 July 2021.

²³ USDOL (2018). CA Award & Proposal, p. 51.

²⁴ USDOL (2021). TPR October 2020-March 2021, p. 10. The 2 F-indicators are: DR.4.5-1: # independent worker organizations supported by USG to promote international labor standards; and DR.6.1-2: # human rights defenders trained & supported. These are Standard Foreign Assistance indicators that aggregates USAID, Department of State, and other USG agency data across programs.

(TOT), improved workplace mechanisms to address OSH, and roundtables to facilitate social dialogue.

“The project is quite diverse in terms of activities, because it covers everything that can be realistically done in this field, whether it is legal aid, awareness-raising, reciprocal negotiations, improvement of the legislative environment ... There is not one space left behind in the labor sphere that is not addressed by this project.”²⁵

- Trade Union Representative

The Global TOC and LTOs were broad and general enough to enable the project to readily adapt to external circumstances, such as the progress of Georgia’s Parliament to adopt the Labor Code in September 2020. The benefits were that, after the CA modification #4 in May 2020 that increased the budget and activities, the project could include additional critical stakeholders: employers and the private sector. Similar project activities could raise awareness and build the capacity of employers and business associations to improve compliance with the law and further promote bilateral and tripartite social dialogue.

Hence, the project provided funding to CIPE in June 2020 to bring stakeholders together in dialogues to discuss needs and priorities in relation to the new labor laws. CA mod #4 increased the duration of the Georgia project from June 2021 to July 2022. For Georgia, the changes included in the CA modification involved direct beneficiaries (the inclusion of individual employers and business associations, especially under the EPAC coalition of high-risk sectors, plus other sectors, such as tourism, retail, and distribution), a revised project strategy, and additional indicators.²⁶

“Mostly all the projects, NGOs, and politicians are oriented to defend workers’ rights ... and it is definitely good and right, but it’s extremely rare for someone to view this issue from the employers’ perspective, which is good for bringing all views to the discussions about interpreting the law.”²⁷

- Employer Partner Organization Representative

Although the global TOC and LTOs were theoretically logical, sound, achievable, and measurable, whereby the project could contribute toward improved labor law enforcement in Georgia, the limitations were that the project’s outcomes, particularly LTO4 (social dialogue), require not only changes to awareness, knowledge, processes, and mechanisms, but also to ingrained mindsets between stakeholders with different or opposing principles. Therefore, transformational change is more difficult for a short-term project to affect significant and/or longer-term results. Georgia has not had a culture of labor rights, nor a tradition of effective

²⁵ Interview MS04-TU, June 2021.

²⁶ USDOL (2020). CA Award & Proposal, Modification #4, May 1, p. 2; and USDOL (2021). TPR October 2020-March 2021, p. 10.

²⁷ Interview MS02-EMP, June 2021.

reciprocal tripartite dialogue, nor of collective negotiations involving workers and employers, nor an awareness of OSH or the effective enforcement of OSH rights. Workers feared losing their job if they filed complaints, dialogue generally only occurred after worker strikes, and there was a suspicious culture of ‘them versus us’ whereby other stakeholders in the tripartite mechanism were viewed as ‘the enemy.’²⁸ Therefore, successful outcomes depend upon the spirit of cooperation in a ‘tripartite-plus’ environment between government, elected officials, law enforcers, employers, trade unions, workers (unionized and non-unionized), civil society organizations, NGOs, and activists.

EQ3. Has the grantee addressed all relevant stakeholders to ensure project support?

The project addressed stakeholders at all levels to ensure their support, build networks, and disseminate information on workers’ rights, the OSH law, the LC, and their enforcement. The project included government (such as relevant members of Parliament and labor inspectors) employers and employer associations (such as the economic policy advocacy coalitions, business associations, and small-to-medium enterprise associations) local and international trade unions, and workers, as well as CSOs²⁹ and NGOs, youth activists, media and social media, legal groups, the Court of Appeal, and US Government (USG) agencies (such as the US Embassy and USAID).

The project implementer partnered with two major entities that represent a large majority of stakeholder groups – the GTUC from the commencement of the project, and CIPE through a sub-awardee grant signed in June 2020. The GTUC, with a cadre of lawyers and a collective bargaining team, covers a membership of high-risk industries such as construction, mining, and transport, operating across regions in Georgia, as well as the teachers’ union, which is its largest affiliated union. The GTUC has 330,000 members, with 57% women and 28% young people under 35 years of age.³⁰ CIPE is a Washington DC-based center, covering all industry sectors in Georgia. In addition, the project has partner organizations such as the Economic Policy Advocacy Coalition (EPAC), representing 72 business organizations with a public-private business focus; the European Business Association of Georgia (EBA), representing about 100 local and international companies; the Confederation of Safety and Health Organizations; and legal and management companies.

The project extended its reach beyond high-risk industries. The new 2018 OSH law targeted high-risk sectors, and these sectors were the project’s initial target group. In September 2020, the Georgian Parliament adopted LC amendments to comply with international standards and increased the responsibility of the Labor Inspectorate. The LC reforms affect all industries, and hence, from Year 2, the project extended its coverage to include non-high-risk sectors, such as tourism, farming, retail, and business enterprises, as well as non-union individuals.³¹ This approach was viewed as appropriate and necessary by all project participants interviewed during the evaluation, because workers’ rights – safety, working conditions, gender pay equity, dismissal rights, etc. – are universal.

²⁸ Extrapolated from desk review, KIs, and FGDs.

²⁹ There are currently 1,258 Civil Society Organizations in Georgia with 123 ongoing programs, as documented in www.csogeorgia.org, accessed June 27, 2021.

³⁰ International Trade Union Confederation, <https://www.ituc-csi.org>, accessed on June 27, 2021.

³¹ The tourism sector in Georgia is included in the Agriculture Trade Union.

During the pandemic, the importance of universal workers' rights for both high-risk and non-high-risk sectors became even more critical.

However, in Georgia, the 'active population of 1.7 million workers includes 1.1 million employed in the informal economy,' with women prominently contributing to this sector.³² Although many of these informal workers are included within GTUC's affiliate groups, the project did not actively target the informal sector.

EQ4. What are the needs and priorities of workers and underserved communities regarding workers' rights and working conditions? Do the expected outcomes and interventions respond to relevant stakeholders' needs?

Identifying workers' needs and priorities is important to addressing their rights and working conditions in alignment with the labor code and labor law reforms. It is not necessary for the tripartite participants to agree, but that they are able to articulate their needs and priorities at the negotiation table.³³ The CA stated that the project would seek 'to ensure that collective bargaining outcomes better reflect workers' needs as well as the economic needs of the workforce more broadly.'³⁴ The project, in accordance with its CA, 'analyzed feedback from participants ... to tailor future workshops to more effectively meet worker needs' and, therefore, the project did not conduct an initial structured workers' needs assessment.³⁵ It used a range of tools to identify workers' needs, such as meetings, in-house expertise, workers' dialogues, collective bargaining dialogue, surveys, and legal consultations.³⁶ The project also took into consideration the GOG's priorities for workers, such as the June 17, 2019 announcement from the MIDPOTHLA that the assessment of OSH in workplaces was one of the top three priorities for the Ministry.³⁷ The project documented its strategy 'where workplace safety is prioritized as a core labor right' and acknowledged that it 'also requires a cultural attitude shift on labor safety among workers.'³⁸

From feedback during the evaluation, the needs of workers were identified and include information about the OSH law and the LC, the obligation of employers regarding occupational safety, the duties of labor safety specialists in the workplace, newly-introduced labor definitions and interpretations of the law, regulation of working hours, leave entitlements, reimbursement of overtime, salary policies, dismissal rules, and information on the expanded responsibilities of the LI.³⁹

The sub-awardee was expected to identify the needs of business associations.⁴⁰ The sub-awardee conducted ten public events on the implications of the OSH law, reaching 200 employers, and hosted a webinar in December 2020 on the new labor legislation for over 110

³² International Trade Union Confederation, <https://www.ituc-csi.org> accessed on June 27, 2021.

³³ Interview MN09-IP, June 2021.

³⁴ USDOL (2018). CA Award & Proposal, p. 40.

³⁵ USDOL (2019). TPR September, p. 15.

³⁶ Confirmation by the IP on August 27, 2021.

³⁷ USDOL (2019). TPR September, p. 3; and Interview MN07-PO, June 2021.

³⁸ USDOL (2020). Project Document, September, p. 11.

³⁹ Interviews MN07-PO; MS02-PO; MS04-PO; MS05-PO; and USDOL (2021). Main Changes in Legislation (internal project document).

⁴⁰ USDOL (2020). CIPE Sub-Award Agreement, revised June 24, p. 12.

individual EPAC members.⁴¹ The main aim was to discuss their priorities to prepare businesses to comply with the labor laws being enforced from January 2021.⁴² This was the first-ever dialogue between employers and the government on labor laws and the identification of employer needs and priorities. During the evaluation, employers stated that their priorities include the application of the new norms, current OSH requirements, interpretations of the law, court procedures and rulings, mechanisms for tracking technical regulations, and the identification of gaps in practice.⁴³

Relevance: Of 40 stakeholders who responded to an evaluation question regarding the project's relevance, 36 (90%) felt that project interventions are addressing the relevant stakeholders' needs.⁴⁴ Three participants responded that they were not sure about other sectors, although they agreed that the project was meeting their sector's needs. In fact, a trade union member thought that having the skills to conduct a needs assessment for their sector would enable them to contribute to future dialogues in a more comprehensive way.

Needs assessments: The project, therefore, did not conduct a structured and specific workers' needs assessment at the beginning of the project. It also did not conduct a general stakeholders' needs assessment (government, employers, and workers) or a sector-specific needs assessment for each high-risk sector. However, 90% of evaluation participants said that the project was meeting stakeholder needs and priorities, with the remainder saying that their specific sector needs were being addressed but that they could not comment on all stakeholders.

3.2. COHERENCE

EQ5. What efforts have been made by the project to increase its coherence? To what extent has the project coordinated efforts with existing SC and CIPE interventions in the country to avoid duplication of activities/investments?

OECD DAC's 'coherence' evaluation criterion aims 'to better capture linkages, systems thinking, partnership dynamics, and complexity' within the project.⁴⁵ This could include internal coherence (synergies and interlinkages between the project and other IP interventions) and external coherence (synergies with interventions by other actors).

In selecting the GTUC as a partner organization, the IP extended their working relationship from 2006. Both the GTUC and IP provided critical review, analysis, and recommendations to the GOG during the development of the new 2018 OSH law and the amended 2020 labor code. In 2017, before the project, although 70% of GTUC's workers' claims were successfully ruled in their favor, the process was lengthy and expensive, with insufficient legal staff to meet demand. Hence, in 2019, the project hired two experienced OSH legal specialists to be embedded within the GTUC to provide technical support to its cadre of lawyers, which meets the project's four LTOs – e.g., to build GTUC's capacity to identify labor violations, train their

⁴¹ The project documents 72 EPAC members, but this has grown to about 110 (according to EPAC).

⁴² USDOL (2021). TPR October-March, p. 16. Some regulations are effective from April or September 2021.

⁴³ Interviews MN06-BSO; MN07-PO, June 2021.

⁴⁴ Nine participants in the evaluation's KIIs and FGDs did not respond to the question because they felt that they did not have enough information to provide a response.

⁴⁵ OECD DAC (2020). Revised Criteria, January: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>.

affiliated unions and workers, provide specialized legal representation, and assist in filing claims to the LI and tracking their progress.⁴⁶

The project's IP and sub-awardee have worked in four USG-funded labor-related projects in Georgia, in conjunction and in coordination with other actors and donors, such as:

- USDOL Strengthening Workers' Organization in Georgia – SWOG (2014-2018);
- USAID Governing for Growth – G4G (2014-2019);
- USAID Global Labor Program - GLP (2016-2021); and
- USAID Economic Governance Program - EGP (2019-2024).⁴⁷

Some interventions, approaches, and mechanisms initiated in one USG project were carried forward into a subsequent USG project. For example, in SWOG, GTUC was supported with four additional lawyers and four OSH specialists to provide legal assistance to workers to file claims, and the same approach is used in this project⁴⁸ – i.e., two project-supported lawyers embedded in GTUC. This model also built upon the 2016 ILO-funded apprenticeship mentoring program, where apprentices were embedded in unions, and a sub-set were eventually hired permanently.⁴⁹ In the G4G project, EPAC, a coalition of business associations, was established to ensure improved dialogue with the GOG. In this Georgia project, EPAC is a trained partner organization currently engaged in dialogue with the newly elected Parliament Economic Policy Committee (EPC).⁵⁰

This project was unique and differentiated from the USAID projects and other donor projects. The USAID projects also included labor and labor safety issues, but they did not include labor law enforcement issues, nor did they engage with the Georgian Parliament regarding law reforms. The project was also distinct from the ILO in Georgia, because the project supported employers through dialogues, training, and engagement with businesses, business associations, and AmCHAM.⁵¹

3.3. EFFECTIVENESS

EQ6. Which project outcomes show the greatest level of achievement during the project's period of performance* (as per the project's specific PMP indicators)? To what extent are the expected outcomes likely to be achieved within the life of the project? What adjustments, if any, should be made to the project PMP to better reflect progress toward project outcomes?

The Georgia project's aim to reach an approximate target of 10% of high-risk workers (i.e., 17,000 workers) through awareness-raising, capacity-building, and technical support has already been achieved, with the development and distribution of 23,000 leaflets on the new

⁴⁶ USDOL (2018). CA Award & Proposal, p. 18.

⁴⁷ Solidarity Center was/is implementing the SWOG and the GLP, and CIPE were/are partners in the Deloitte-implemented G4G and EGP projects.

⁴⁸ USDOL (2019). Final Performance Evaluation: Improving Compliance with Labor Laws in Georgia and Strengthening Workers' Organizations in Georgia, p. 13.

⁴⁹ USDOL (2020). Project Document, p. 20-22.

⁵⁰ Interview MN01-IP, June 2021.

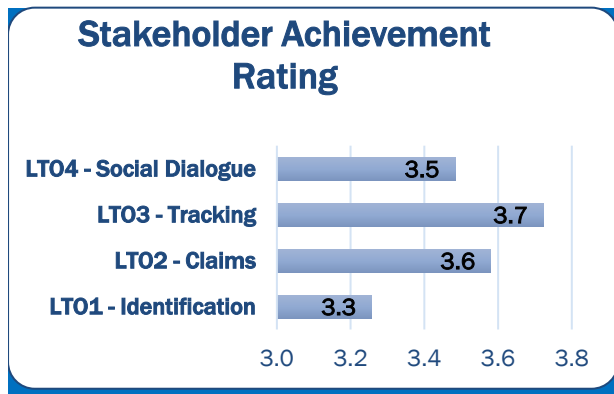
⁵¹ Interview MN01-IP, June 2021.

OSH law among sectoral trade unions and workers.⁵² With its network of trade union and business associations, television broadcasts, a hotline, and social media outlets, the evaluators estimate the project’s reach to be much more than 23,000, at about 500,000 workers.

Stakeholders rated the project’s achievements, to date, as Above-Moderate (Score 3). Using USDOL’s 4-point Rapid Achievement Rating Scorecard (Figure 1 and Annex G),⁵³ stakeholders rated each of the LTOs according to their perception of whether project interventions were moving toward their expected outcomes. However, trade union officials and workers rated LTO2 and LTO3 activities consistently as High (Score 4).

Most effective project interventions (stakeholder perspective): Overall, for stakeholders, the six most effective interventions were: 1) creation of the public Facebook page ‘Safe Business is Your Choice’ under LTO1; 2) training of business association members under LTO1; 3)

Figure 1. Achievement Ratings by LTOs



development of OSH champions under LTO2; 4) training on submitting claims and access to legal support under LTO3; 5) training to track claims and development of a tracking system under LTO4; and 6) worker-employer roundtable dialogues and the beginning of other social dialogues under LTO4. These are detailed below. The evaluators included the GTUC hotline for non-union participants and the quality of lawyers (i.e., the project embedding two lawyers in GTUC under LTO2).

Table 5. LTO1 Achievements: CSOs/workers accurately identify potential labor law violations in workplaces

TPR Results (Annex F)	Stakeholder Scorecard Rating	Evaluator Rating
On track, except for Indicator #4 (Employer training on labor law & enforcement of workers’ rights). There is currently no data for Indicator #5 on participants’ knowledge gained through media awareness-raising.	Above-Moderate (Score 3.3)	Above-Moderate
	<ul style="list-style-type: none"> - Interactive Facebook page with Q&A, but not all workers have online access - Inclusion of business associations - Wide range of issues covered - Leaflets are in high demand - Not enough AR campaigns 	<ul style="list-style-type: none"> - Variety of media (except radio) - Wide sectoral coverage (high-risk & non-high-risk) - Regional reach, but need F2F interactions - Lack of disaggregated data on AR activities

Note: TPR results are through the end of March 2021 (see Annex F for full results against indicators).

⁵² USDOL (2021). TPR October 2020-March 2021, p. 2; and USDOL (2018). CA Award & Proposal, p.14; and interviews with Solidarity Center.

⁵³ Thirty-three (67%) of 49 evaluation participants responded to the rating scorecard: 49% were workers, with 25% business respondents, 24% trade union respondents, and 3% CSOs. Others did not respond because they were not directly involved in the relevant activities. The 4-point ratings are: Low (Score 1), Moderate (Score 2), Above-Moderate (Score 3), and High (Score 4); some respondents gave fractional scores, e.g., 3.5.

Capacity-building: The project's capacity-building achievements included training 1,733 workers and 87 trade union officials (133 more than the project's end-of-project target of 1,600; and 27 more than the target of 60 respectively), which included training for 368 female workers (21%). The project provided training to a wide range of industry sectors, including metallurgy, chemical, mines, oil and gas, railway, transport, agriculture, construction, forestry, medicine, and municipal services.⁵⁴ Capacity-building interventions that have yet to reach their expected results include the training of employers on the labor law – this training is in progress and is expected to be completed by July 2022. To date, only 58% of training participants (target is 85%) have indicated increased knowledge of labor laws. A knowledge survey is currently in progress to assess training participants' OSH knowledge, and the report is expected to be completed by September 2021.⁵⁵

Awareness-raising: AR achievements included the development and broadcast of seven advertisements in 2019 and 2020 on OSH regulations, and the launch of social media platforms. There were two main channels that the project used for AR on the identification of labor violations: 1) community television broadcasts; and 2) social media. The television broadcasts were free, short, community-service announcements with good national coverage, including the project's targeted locations: Chiatura, Tkibuli, and Zestaponi. For social media, the project targeted different demographic groups such as the 18-65 age range, male and female, urban and rural. The GTUC website targeted its members and non-union workers, and CIPE's Facebook page targeted young workers through an OSH campaign called 'Safe Business is Your Choice.' YouTube videos targeted the general public, and LinkedIn targeted professional individual workers.⁵⁶ However, the project has not documented disaggregated estimates of its reach by gender, age, or by urban, rural, or remote coverage.

The evaluators noted that the 'Safe Business is Your Choice' Facebook page was interactive, with a Question-and-Answer section in English and Georgian languages, and included a range of graphics, with a recent (June 3, 2021), first-time, 38-second animated video clip. All stakeholders appreciated the coverage of topics on all media platforms, but workers in regional locations indicated that they preferred print material, such as the project's OSH leaflets, as well as television broadcasts.⁵⁷ However, the project has not documented disaggregated analytics of its Facebook reach by gender, age, or by urban, rural, or remote coverage.

AR activities did not have associated indicators, except indicator #5 (# participants reporting information gained through AR media efforts), and hence their achievements cannot be directly measured. However, there are currently 1,300 Facebook members, predominantly human rights lawyers, who are actively engaged in the content, particularly answering the workers' and employers' questions on OSH. The AR intervention that is yet to reach its expected result is the activity under indicator #5, which is still in progress. Additional AR performance indicators could include: # partner organizations providing material, in-kind technical and financial support; and % knowledge change in the population exposed to behavior change communication (BCC), as well as the collection and documentation of

⁵⁴ Results against indicators are shown in Annex F; and through SC correspondence dated 2 July 2021.

⁵⁵ USDOL (2020). TPR April-September, p. 16.

⁵⁶ Interview MN07-PO, June 2021.

⁵⁷ Details are provided in the response to EQ7 below.

analytics on the distribution of AR materials, their use, and changes in workplaces exposed to BCC.

Table 6. LTO2 Achievements: CSOs/workers submit well-supported, well-articulated, justiciable claims to initiate inspections and seek legal remedies

TPR Results (Annex F)	Stakeholder Scorecard Rating	Evaluator Rating
On track, except for Indicator #9 (Training to union leaders/members on legal procedures). High achievement for Indicator #7 (Calls to the hotline). There is currently no data for Indicator #11 on participants' knowledge gained through training – however, this is currently in progress.	Above-Moderate (Score 3.6)	Above-Moderate
	<ul style="list-style-type: none"> - Training and support provided to business associations - Hotline trends on labor issues of concern, but limited statistics - Demand for legal support - Workers know process for making justiciable claims - Workers know claims are made & are interested in outcomes 	<ul style="list-style-type: none"> - Two lawyers embedded in GTUC - Active & committed lawyers - Active OSH champions - Labor Inspectorate engaged - Importance of term 'justiciable' - Urban, non-union participants use the hotline; regional union members go to OSH specialist - Limited hotline data aggregation

Note: TPR results are through the end of March 2021 (see Annex F for full results against indicators).

Lawyers: The project’s achievements included the submission of 29 claims – i.e., 29 labor violations were identified, reported, and responded to by the LI. Of these, 19 have had resolution terms agreed upon and 3 have had resolution terms enforced. The project, through the GTUC, has not yet documented further information about these claims, such as by gender, sector, and context. The project has trained 10 GTUC lawyers in the OSH law, achieving the project’s target. Stakeholders stated that lawyers play a major, active role in answering queries through Facebook, hotline calls, and in-person consultations. For example, the GTUC lawyers provided 127 in-person consultations in 2020.

Submission of claims: Stakeholders stated that the number of claims rose during the COVID-19 pandemic, from trade unions and individual non-union workers across all regions, when workers were losing their jobs due to the (temporary and permanent) shutdown of companies.⁵⁸ Claims, anecdotally, were related more to the LC than to the OSH law. Particularly for a period of 4-5 months in 2020 at the height of the pandemic when the country was in lockdown, workers had their salaries reduced or were dismissed from work. The deteriorating currency exchange exacerbated their financial concerns, and many workers went on strike, especially in the mining, bottled mineral water production, distribution, and courier sectors.

“We did not stop legal consultations during the pandemic. Also, our OSH specialists were making alternative inspections via local union leaders. In the

⁵⁸ The GOG (as in all countries around the world) restricted or ordered the closure of companies during lockdown. The duration of the lockdowns was uncertain and often extended due to health and safety protocols, and there were subsequent waves of the pandemic, thus requiring further lockdowns. For companies where work ceased, they reduced their workforce; and some companies were badly affected and closed permanently. Many workers had loans in US dollars.

last four to five months, there was a boom in the number of strikes in different fields – mining, water production, distribution, couriers – and the issues they were complaining about had changed. One reason is reduced salaries. The other reason is worsening of our currency exchange rate. Our workers have loans in USD and now they pay more. So, we worked with trade union leaders to continue legal assistance during the pandemic.”⁵⁹

- GTUC Lawyer

Workers indicated that they rated this LTO at the highest score of 4, not because they were making claims, but because they were aware of their rights, where and how to seek information, the legal support available to them, and the processes required to address their concerns and make claims. One stated, ‘the project taught me that a claim must be justiciable.’⁶⁰

“In some circumstances a claim by one person, or even many people, can lead to changes in the workplace that benefit everyone. Before the project, people were scared to say anything in case they lost their job.”⁶¹

- Worker

Quality of information: During the pandemic, workers wanted more information on the LC and labor rights, rather than OSH issues. All stakeholders stated that information on workers’ rights was accessible, the quality of the project’s information was high, and the processes were clearly outlined, including the range of options from mediation to collective bargaining to legal recourse. Regarding OSH, workers said that the project’s training on labor inspections was ‘distinguishable and exemplary.’⁶² Stakeholders, in general, stated that they were trained on OSH prevention, including risk identification and mitigation of OSH and labor violations in the workplace (i.e., making conditions safe and compliant according to the law and the code) as well as the important role of the Labor Inspectorate. Employers, trade unions, and workers became more interested in how to prepare for labor inspections in the workplace, especially because workers could contact the LI anonymously.⁶³ The LI appreciated that the project raised awareness of their role. One trade unionist said that the LI is a ‘newly established department; it is very good and will gradually acquire efficiency. Sometimes, they arrive for inspection but, as far as I know, they are short of resources.’⁶⁴

Hotline: A project achievement was the GTUC hotline, which has already far exceeded its end-of-project target of 900 calls for Indicator #7, achieving 3,048 calls (239% over target) through the end of March 2021. The number of hotline calls increased from 1,272 in 2020 to 1,776

⁵⁹ Interview MN04-TU, June 2021.

⁶⁰ Interview FG02-TU, June 2021.

⁶¹ Interview FG06-TU, July 2021.

⁶² Interview MS10-lawyer, June 2021; and FG01-TU, June 2021.

⁶³ Interview MS10-lawyer, June 2021; and FG01-TU, June 2021.

⁶⁴ Interview FG04-TU, June 2021.

by mid-2021, increasing significantly during the COVID-19 pandemic.⁶⁵ Hotline calls confirmed the declining trend in workers’ concerns about OSH issues and the increasing trend in workers’ interest in labor code issues, particularly salary and allowance payments (Table 7).⁶⁶ GTUC lawyers and OSH specialists, who receive hotline calls, stated anecdotally that the majority of calls came from the urban service sector with non-union members, because internet is not stable in the regions and regional workers seek advice directly from their management and OSH specialists. In fact, ‘almost no calls’ came from regional workers. However, this information was not evidenced in documentation.

Table 7. Hotline Topics and Percentage of Frequency (2000-2021), July 8, 2021

GTUC HOTLINE STATISTICS

2020 ISSUES	%	2021 ISSUES (to 8 July)	%
Dismissal from job/delayed salary payments	30%	Dismissal from job/delayed salary payments	30%
Unlawful dismissal (pandemic cited as an objective circumstance for termination)	20%	Unlawful dismissal (pandemic cited as an objective circumstance for termination)	25%
Access to unemployment subsidies	20%	Access to unemployment subsidies	10%
Employers’ refusal to meet safety standards	15%	Employers’ refusal to meet safety standards	10%
Maternity leave/allowances for paid leave	5%	Paid less dismissal compensation than entitled	10%
Denial of payment for overtime	5%	Denial of payment for overtime	10%
Paid less dismissal compensation than entitled	5%	Maternity leave/allowances for paid leave	5%

Source: GTUC information, correspondence from SC on July 8, 2021.

OSH Champions: Project partners rated the training of 19 OSH volunteer champions (17 male and 2 female) as High (Score 4) and a major achievement. After training, OSH champions stated that they had started initiating their own workplace inspections for preventive measures and preparing for labor inspectorate visits, and that they were conducting informational sessions and outreach workplace discussions.⁶⁷

Workers and trade unions rated the concept of OSH champions as Above-Moderate (Score 3, Annex G). Overall, the OSH champions do not use the term ‘champion’ and are not conducting formal training sessions in the workplace, as this was not the project’s expectation of their volunteer duties. Instead, they said it is more effective for them to ‘orally spread the information’ to workers who ask questions and seek advice, as the project planned – which, they say, is constantly increasing, especially during the COVID-19 pandemic. Two OSH champions interviewed confirmed that the project equipped them with high-quality resources, a stipend for travel costs, and presented a matrix for workplace safety checks which helped them to ‘easily identify the potential risks’ and provide training and information in their workplace.⁶⁸ However, one stated that during the pandemic, with the travel restrictions, it was difficult to check all of the 35 work sites under their responsibility. Both confirmed that their GTUC-affiliated unions provided support, but it was a constant task to remind employers of the

⁶⁵ USDOL (2020). TPR April-September, p. 2.

⁶⁶ Correspondence from SC on July 8, 2021, after the evaluators’ request for information.

⁶⁷ Interview FG01-TU June 2021; and FG02-TU, June 2021.

⁶⁸ FG02-TU, June 2021.

OSH law because it was new and not yet a culture in the workplace. In another FGD, the OSH champion provided a small group, two-hour training on specific OSH topics for workers, and said that only 30% of participants were actively engaged in the session, while the others just wanted the OSH certificate. However, after training, all participants realized the importance of OSH. He said that OSH now had ‘high visibility’ and individuals come to him for advice and information, making him ‘constantly busy.’⁶⁹

Table 8. LTO3 Achievements: CSOs/workers effectively track progress of claims

TPR Results (Annex F)	Stakeholder Scorecard Rating	Evaluator Rating
There are no targets or results against the two indicators #13 and #14 (Claims & cases tracked that are in the GOG’s records).	Above-Moderate (Score 3.7)	Low
	<ul style="list-style-type: none"> - Project data tracking system - Establishment of database - Tracking, but LI delay in recording 	<ul style="list-style-type: none"> - Limited documentation of claims data, including indicator targets - Tracking data not yet available

Note: TPR results are through the end of March 2021 (see Annex F for full results against indicators).

Tracking of claims: Stakeholders rated LTO3, the tracking of labor violation claims, as Above-Moderate (Score 3), with regional workers in high-risk sectors rating it High (Score 4). The project established a data tracking system for GTUC, responsible for tracking claims and providing the results to the project and to MIDPOTHLA’s LI department. The project trained relevant GTUC staff, who thought the training was excellent: ‘we are very grateful because there was a problem with statistics in the past and now it is in one database.’⁷⁰ Another participant confirmed that ‘we track everything.’⁷¹ A GTUC lawyer, who inputs data for tracking, stated that the data was good, but not yet comprehensive and flexible: ‘many referrals aren’t reflected there yet and it’s technically impossible because many people come to us for consultations each day ... however, the whole cycle, from application to result, is visible and that was the goal ... I can see online my colleagues’ cases, which contextually is very important, but it needs improvement.’⁷²

The project records showed that there were 46 cases and 29 claims. However, there were no targets for Indicators #6 and #14 related to the number of claims, nor for Indicator #13 on the percentage of tracked cases that are present in the GOG’s records; hence, it is not clear whether this is above or below expectations. When the evaluators requested evidence of the tracking of claims, GTUC stated that information had not yet been fully incorporated into the system. A GTUC representative stated that ‘the tracking of claims is a bit complicated as there is some delay in filling in information in the tracking system.’⁷³ The explanation was that ‘when we have communication with the LI to check how many claims were recorded and how many were solved, there is always a delay, maybe because of the lack of staff. Compared to other government agencies, they are really friendly and they are cooperative with us, and with the trade union as well, but delays still exist.’

⁶⁹ Interview FG06-TU, July 2021.

⁷⁰ Interview MNO4-IP, June 2021.

⁷¹ Interview MS04-TY, June 2021.

⁷² Interview MS10-lawyer, June 2021.

⁷³ Communication with GTUC after interviews were completed, July 6, 2021.

Table 9. LTO4 Achievements: CSOs/workers engage with the government and employers to address potential labor law violations

TPR Results (Annex F)	Stakeholder Scorecard Rating	Evaluator Rating
Few activities have started. Two roundtables held (Indicator #20); 16 OSH policy recommendations submitted to GOG (Indicator #23). Activities just starting include TOT, collective bargaining, dispute resolution, tripartite social dialogue skills, & facilitating GOG dialogues.	Above-Moderate (Score 3.5)	Low
	<ul style="list-style-type: none"> - Roundtables are bringing workers and employers together - GOG engagement has started - Training on collective bargaining is starting to bring results (not yet with mediation) 	<ul style="list-style-type: none"> - Many activities have just started - 7 of the 9 LTO4 indicators have yet to record results - Information on increased knowledge after training is not yet available – in progress

Note: TPR results are through the end of March 2021 (see Annex F for full results against indicators).

The project's achievements for LTO4, to date, included two worker-employer roundtable discussions, which is short of the end-of-project target of 20 roundtables. In addition, the project conducted two trade union-employer roundtables in April and June 2021 (one with the infrastructure/construction sector, with 18 participants, and the other with the retail sector, with 16 participants), which provided the opportunity to discuss challenges regarding the implementation of the labor legislation.⁷⁴ The project also submitted 16 OSH policy recommendations to the GOG. However, of the nine indicators (#15-23) under LTO4, seven have yet to record any results.

Tripartite meetings: Interventions for tripartite social dialogues, engaging with the government, mediation, and collective bargaining have only recently commenced in 2021. Stakeholders were still suspicious of each other: workers and the government, workers and employers, and especially employers and trade unions, where there is the greatest existing tension in Georgia, particularly in high-risk sectors. For example, the government's involvement in workers' issues on the ground is low, and workers laughed at the evaluator's questions about government engagement: 'Maybe the government demanded something from the company, we don't know ... One thing is for sure, the regional government did nothing good.'⁷⁵

Roundtables: The project has conducted two worker-employer roundtables online due to the COVID-19 pandemic, which would normally be held face-to-face. In total, the project plans to conduct 20 roundtables with 10 businesses and 400 workers are expected to take part in discussions about law reforms. Both workers and employers interviewed for the evaluation saw the value in bringing parties together to share their views on focused, topical, and relevant issues, where participants' needs and priorities are heard.

The project also conducted a pandemic-compliant F2F employer-government dialogue with the Parliament Economic Policy Committee in June 2021, as an introductory meeting on labor law

⁷⁴ Correspondence with SC, 2 July 2021.

⁷⁵ Interview FG05-TU, July 2021.

enforcement. It was regarded as an open, productive meeting in which various issues were raised.⁷⁶

“No one has invented anything more constructive and effective than a dialogue. It is the best form of communication where problems can be identified, where parties listen to each other and not blame each other. Otherwise, nothing would be resolved ... because 99% of problems that people have today come from the absence of communication and wrong communication channels. We like dialogues because it brings parties together with an open mind, to be ready to listen, not move to a defense mode, and to work toward a solution.”⁷⁷

- Employer

Mediation: Reforms to the Law on Mediation came into effect in Georgia in 2019 and were enforced from September 2020. Before then, for example, a government department had 120-140 labor disputes in 2016-2017. After the law was introduced, to date, it has only had seven or eight open disputes.⁷⁸ Prior to the project and the Law on Mediation, a GTUC representative stated that ‘court was more effective – not because mediation has no outcome, but because parties do not have proper information on mediation, so awareness is low.’⁷⁹

The project recognized the importance of mediation, even though Georgia does not have a culture of effective mediation, with workers believing that better working conditions only come after striking. Mediation is deployed as the first step to reduce the need for strike actions or to take complaints to court.

Workers indicated that they liked the concept of mediation, but not the execution, because the only examples they had of the results of mediation was that the state wins, and the state is on the side of the employer. Workers had seen no examples of mediation as a ‘true’ (effective) cooperative approach to settling disputes.

Collective bargaining: Workers confirmed that the project is increasing their knowledge of collective disputes, finding this approach ‘good’ as they are beginning to hear about positive results and benefits, such as indexation (setting wages in high inflation environments): ‘at these seminars, we learned things we would never have known as ordinary workers.’⁸⁰ A regional mining representative stated that the company concluded a collective agreement on May 2, 2021, after more than a year: ‘it is a precedent for the Tkibuli mine; we never had it before ... and it was reached with only a small strike of 3-4 days and no strikes after the agreement. We had to do mediation first which took three weeks.’

⁷⁶ Interview MN01-PO, June 2021.

⁷⁷ Interview MS08-EMP, June 2021.

⁷⁸ Interview MS02-PO, June 2021.

⁷⁹ Interview MS04-TU, June 2021.

⁸⁰ Interview FG01-TU, June 2021.

“The process of collective bargaining is very interesting. We got financial benefits, which workers like most of all; but in my opinion, the biggest achievement is that labor safety issues are covered quite well.”⁸¹

- Mining Representative

In an FGD, participants confirmed that the project’s training played an important role in positive collective bargaining outcomes: ‘without these trainings, we would not be able to act within the law ... There was a topic on the art of negotiations with the employer and we used it. We did what they taught us ... Everything was done in written form with evidence ... and we must not forget the efforts and merits of the lawyers. And there was no strike.’⁸²

EQ7. What interventions were most effective at strengthening civil society organizations and empowering workers? Under what circumstances and for whom were they effective or not effective?*

The project is currently strengthening business partners (employers) through the training of trainers (TOT), whereas the interventions most effective at empowering workers were the on-site awareness-raising sessions, with the distribution of OSH leaflets and information on the LC.

Institutional strengthening: Excluding trade unions and business organizations, CSOs were, in fact, not the main focus for institutional strengthening. Since mid-July 2020, due to Parliament passing the new OSH law 18 months into the project, the project’s strategy broadened its scope from strengthening only CSOs, to strengthening business associations as well through TOT workshops on the new OSH law (Indicator #16), for at least ten businesses selected through the coalition entity EPAC’s Working Group on Labor Safety (including retailers and the tourism association). The TOTs will train workers in their own workplaces. This will result in about 150 businesses with trained workers, aligning them to international OSH standards, particularly European Union standards on improving trade relations. EPAC receives USAID funding, but no support for OSH training. The project’s broad interpretation of CSOs has enabled it to engage with NGOs, groups, and associations that are most aligned with labor law advocacy.

Small grants for TOT: The project recently announced a small grants program, where it will issue 5-7 grants of US\$5,000 each for EPAC business association members to conduct TOT. At the time of writing, 12 smaller associations, out of about 50 EPAC associations, have applied for a small grant, with assistance from project staff.⁸³ Associations will still conduct OSH training, but they said that a grant will speed up the implementation of training, enable more workers to gain knowledge and ensuring that they conduct appropriate, high-quality training with project support.

Leaflets: Workers were empowered with information on OSH and the labor code – i.e., ‘armed’ with information, especially about workers’ rights. Workers found the OSH leaflets to be one of the most effective aspects of the project, and a major achievement. The leaflets were

⁸¹ Interview FG02-TU, June 2021.

⁸² Interview FG05-TU, July 2021.

⁸³ Interview MN01-PO, June 2021; the small grants are for business associations, not businesses.

regarded as ‘extremely effective and useful’ because they covered ‘adapted’ labor rights – i.e., not merely re-writing the new labor rights, but adapting the content and context to the awareness level of workers, particularly in the regions. The recent publications were ‘compact, small things which we can easily carry and look through.’⁸⁴ In fact, participants in the evaluation FGDs brought their leaflets with them, and the GTUC indicated that the demand for the leaflets from its affiliated trade unions for their AR and the training sessions was so high that they ‘re-printed them several times because our members ask us to provide as many as possible.’⁸⁵ Furthermore, the GTUC said: ‘We were the first to publish this kind of material and there is no product similar to this. Even though I personally object to so much paper waste ... but the majority of workers do not have access to an online space, so we still do face-to-face consultations and workers prefer those leaflets. I believe the leaflets are necessary and effective. The last page provides our hotline number and they can receive assistance through consultation ... and I think it is very good that we managed to prepare such materials.’⁸⁶

EQ8. Which institutional actors, leverage points or structures within existing (country, regional or global) systems were the most willing/effective partners and what were the factors facilitating or limiting their engagement (in achieving and sustaining desired outcomes)?*

Employers: The project’s involvement and engagement of private sector employers was extremely high. Business associations – AmCHAM, EBA, and EPAC – were eager to be part of the social dialogue with the Parliament. Smaller associations, such as farmers and retailers, were interested in applying for small grants for TOTs to make their companies OSH-compliant.

However, employer-government dialogues require a complex process before they can take place. Consent for dialogues require the formation of a working group; identification of topics; sending topics to the GOG; preparation of a WG policy paper for the GOG; and sending the policy paper to EPAC members for signatures before sending it to Parliament. The introductory EPAC-GOG dialogue in June 2021 resulted in the GOG considering a committee investigation. The GOG asked EPAC to submit evidence-based analysis on their suggested policy changes, but the GOG has not yet given the project a definitive response on whether this process will begin.

Trade unions have been willing and heavily engaged partners to affect labor reforms that improve working conditions, especially through awareness-raising and training. Although only two trade union-employer dialogues have been conducted in 2021, the GTUC considered this an effective first step toward tripartite dialogues between government, employers, and trade unions.

EQ9. How does the organizational capacity of project implementers, target institutions, and IPs limit or facilitate the effectiveness and sustainability of project interventions? Does the project design adequately account for differences in institutional capacity?*

The project’s organizational capacity has combined the complementary strengths and networking capacities of the implementing partners (employers through CIPE and trade unions through GTUC) to work from the national level to the grassroots level. With its long working

⁸⁴ Interview FG03-TU, June 2021.

⁸⁵ Interview MS04-TU, June 2021.

⁸⁶ Interview MS04-TU, June 2021.

involvement and collaboration with these partners, the project has adequately accounted for differences in institutional capacity. Given the lean IP and sub-awardee teams, the project has also sought the partnerships of a range of government, CSOs, agencies, associations, and organizations dedicated to improving the effective implementation of OSH laws and LC through active engagement in AR, advocacy, and training, particularly in using their skills to address workers' questions in Q&A sessions via social media, the hotline, seminars, and consultations.

Labor Inspectorate: Although the project was engaging with the government's Labor Inspectorate, it recognized that the LI has only recently (since the end of 2020 with the LC reform and the OSH law) had the authority to make unannounced workplace inspections and to impose sanctions. Also, if employers are no longer under a labor contract, the LI does not conduct inspections, as per the law. The LI has about 90 inspectors, and due to the pandemic, it has not yet hired additional staff to meet its planned 110 inspectors.⁸⁷ In 2018, there was one inspector for 44,000 workers; in 2019, there was one inspector for 33,000 workers, and in 2020, the LI had one inspector for 20,000 workers. With 110 inspectors, there will be one inspector for 18,000 workers (equivalent to one inspector for 7,470 businesses): 'This is significant progress in three years.'⁸⁸ However, the LI is actively involved in the project's AR campaigns, videos, and meetings with employers.⁸⁹

EQ10. How effectively did ILAB and project implementers engage underserved communities over the project life cycle? How could ILAB and project implementers improve engagement with them to ensure programming is equitable and responsive to their needs and priorities?*

The term 'underserved communities' refers to populations sharing particular characteristics, including geographic location, that have been systematically denied a full opportunity to participate in aspects of economic, social, and civic life. It refers to populations who have been historically marginalized or denied equitable treatment on the basis of disability, gender identity, sexual orientation, race, ethnicity, religion, migration status, and persons or groups otherwise adversely affected by persistent poverty or inequality.⁹⁰

Underserved communities were not operationalized within the Georgian context as a project reporting requirement, nor as a specific implementation goal, but instead as a generalized approach to their interventions, with a greater focus on gender than on other categories. The CA did not overtly state that the project was required to reach and support underserved communities, indigenous communities, the disabled, people who have faced inequalities, or marginalized groups or individuals in order to meet its targets, goals, or outcomes. The Georgia project has not documented or reported against these terms, nor has the project disaggregated data according to categories of underserved communities, except gender for some interventions.

⁸⁷ GTUC said there are currently 53 labor inspectors, not 90 as the LI states; interview MS09-TU, June 2021. No further information has been provided on the number of male and female labor inspectors or their geographic location.

⁸⁸ Interview MS03-LI, June 2021. LI uses the figure of almost 2 million workers (in comparison with the project's 1.7 million workers). GeoStat, the National Statistics Office of Georgia (br.geostat.ge), documents 821,677 registered & active businesses; for 110 inspectors, LI will have one inspector for 7,470 employers.

⁸⁹ Interview MS03-LI, June 2021.

⁹⁰ USG (2021). Executive Order 13985 of January 20, 2021, Advancing Racial Equity and Support for Underserved Communities Through the Federal Government.

From information gained during the evaluation KII and FGDs/SDGs, participants maintained that the project was effectively engaging underserved communities through a wide range of AR interventions, such as Facebook, YouTube, LinkedIn, television broadcasts, and videos on open, public free-to-air spaces. Workers from a range of regional workplaces were provided with in-person, in-company training, as well as remote communications during the COVID-19 pandemic. As the project moved from high-risk sectors to the inclusion of other sectors in 2020, due to the country's adoption of the labor code and the pandemic, it has not included the informal sector, which comprises mostly women. Stakeholders stated that the inclusion and engagement of the informal sector should also be considered.

Although the project was not uniquely targeting women, women are benefitting from the project. High-risk sectors typically employ male workers as a majority, but other sectors that are now included in the project have a high percentage of female workers, such as tourism, business/retail, and distribution. Gender-mainstreaming of labor law reforms was being addressed, providing appropriate attention to gender-related labor issues such as pregnancy, childcare entitlements, paternity leave, and gender pay gaps. The GOG, with input from stakeholders associated with this project, considered the inclusion of gender needs and priorities in the new labor reforms. For example, stakeholders sought the inclusion of codes for maternity and paternity leave. Although stakeholders had greater ambitions for the inclusion of gender issues in the LC (such as paid maternity leave), which were not eventually adopted, all stakeholders viewed the reforms as an excellent start. Therefore, the project has also engaged with women workers in particular to identify their needs and address potential implementation issues related to discrimination in hiring/retaining pregnant women, working hours, childcare, and breaking workplace/career stereotypes.⁹¹

A trade union representative said, 'there are gaps that are still remaining, but it's not because of this project. To the contrary, gender equity and minority inclusion are well included in this project and the goal is to ensure proper protection of their labor rights.'⁹²

Due to the project not documenting their gender equity or minority inclusion activities (such as for disabled workers and migrant workers), there was a lack of evidence to support the project's approach to inclusivity and its results. Therefore, a gender and social inclusion (GESI) strategy with targets and disaggregated data would enable the project to monitor its challenges and successes.

3.4. EFFICIENCY

EQ11. How can USDOL and its grantees improve coordination and efficiency on project design, ensuring alignment with USDOL priorities and grantee expertise?

USDOL's ILAB Strategic Objective 2.6 has two international priorities: 1) combat international child labor and modern slavery, and 2) strengthen global labor standards.⁹³ The priorities are general and not specifically detailed in the strategic plan, enabling ILAB and the project to target the implementation of the new labor reforms in the Georgian context. The project commenced in January 2019, addressing the implementation of the new 2018 OSH law. ILAB

⁹¹ USDOL (2018). CA Award & Proposal, p. 26-27; and interview MN05-CSO, MN07-PO, June 2021.

⁹² Interview MS04-TU, June 2021.

⁹³ USDOL (2018). U.S. Department of Labor FY 2018-2022 Strategic Plan, p. 28-29.

modified the Cooperative Agreement in May 2020 to increase the project's duration and budget to address the implementation of the newly amended Labor Code in 2020, which also changed the project's focus from predominantly OSH to the broader context of workers' rights, and from solely high-risk industries to broader sectors.

The project partners included those with whom the implementer had a long working relationship with similar projects in the country, as well as new partners that were tailored to the emerging issues from 2020. The long-term partnering enabled the project to design interventions that aligned with the key issues related to labor reforms at a country-specific level, while remaining flexible. However, the project duration was initially planned for 30 months to March 31, 2021, and was extended to July 31, 2022, incorporating more sectors and a greater diversity of stakeholders and workers.

Hence, to improve coordination and efficiency during the project design phase, USDOL and its grantees could plan for a range of overarching and cross-cutting issues that remain flexible yet targeted to labor reforms. These include the preparation of a GESI strategy that clearly outlines the inclusion of underserved communities, and the preparation of a sectoral needs assessment that could be replicated during implementation for additional and emerging sectors, which would enable unions and CSOs to target the needs of workers. Although a project that may initially be short in duration may not appear to address long-term systemic change, the project design could plan for the inclusion of change agents (similar to the OSH champions) and a BCC strategy, which both target incremental change. More importantly, these approaches also prepare the project for monitoring, documenting, and reporting change through the use of an M&E plan with appropriate and relevant goals, objectives, targets, and outcomes.

EQ12. What can be learned about the level of change that can realistically be achieved within a given project timeframe and budget?*

The project acknowledged the limited budget and timeframe but optimized its outcomes by responding to the labor reforms as soon as the Parliament adopted changes in the LC in 2020. Therefore, the project was timely, current, and relevant. Moving to an online approach during the pandemic resulted in the project's ability to continue meetings with urban participants, but it was more challenging for the project to conduct the planned regional meetings and trainings. Regional meetings were not limited by budget constraints but by the timeframe – they could not be conducted online mainly due to people's limited access to technology, and therefore some regional interventions were delayed. As some pandemic travel restrictions were lifted, there were, and continue to be, social distancing restrictions limiting the number of people congregating together. This limitation mainly affected the implementation of social dialogues under LTO4. In addition, the short timeframe of the project was a challenge in changing long-held workers' and employers' attitudes, and hence behavioral change requires a specific BCC strategy over time.

Therefore, the pandemic was the main constraint. Adapting rapidly to the pandemic restrictions, particularly to introduce technological solutions that replaced F2F meetings, was also challenging due to the uncertainty over the duration of the restrictions; initially the lockdown was for three months but it has continued intermittently for more than a year. The

evaluators did not view this as a missed opportunity in terms of computer literacy, internet access, and remote collaboration, because this was beyond the project's scope and the pandemic was a new phenomenon across the globe. The project adapted effectively at the urban level and could have experimented with targeting greater use of the OSH champions at the remote/rural level, although this would possibly require greater numbers of OSH champions due to the geographical distances between work sites (e.g., one OSH champion said he was responsible for 35 work sites).

EQ13. How has the project adapted in light of external factors such as global health crises, political crises, etc.? Does the project have a solid planning, monitoring and evaluation (M&E) framework or system in place and being used in an effective way?

COVID-19 pandemic: Fifteen months after the project commenced, in March 2020 the World Health Organization declared a global COVID-19 pandemic. Governments, globally, restricted travel and transport, closed non-essential business operations, and imposed health regulations, including imposing social distancing rules and the temporary prohibition of congregating groups of people. In Georgia, an extensive lockdown occurred during two phases (March to July 2020; and October 2020 to February 2021), with varying forms of restrictions thereafter. The IP's offices were closed, staff worked from home, and F2F activities and events such as campaigns, roundtable events, and training sessions were modified, curtailed, or ceased.

COVID-19 changed the way the project communicated and interacted with its partner organizations, beneficiaries, and government officials. The project instituted a hybrid approach to meetings to remain productive: 1) F2F with social distancing and health regulations in place; and 2) virtual/online (remote) meetings via telecommunication platforms requiring internet connectivity. For example, training programs for employer association groups were conducted online, and meetings with Parliamentarians were F2F.

The hybrid approach was efficient for urban areas but lacked efficiency in maintaining communication within regional locations mainly due to the lack of, or limited access to, reliable internet connectivity. F2F is still the preferred, most effective means of communication for regional stakeholders, but these were greatly reduced during the pandemic. However, the project continued to provide legal support remotely, monitored court claims, and commenced work on the OSH situational assessment survey by developing survey instruments. The project also continuously maintained its AR social media campaigns (which commenced in October 2020).

The Labor Inspectorate was also affected by COVID-19. The GOG tasked the LI with monitoring employers' compliance with COVID-19 regulations and issuing fines, thus taking top priority (essentially this was the only priority). The pandemic delayed the implementation of some secondary LC legislations to April or September 2021.⁹⁴ By the end of September 2020, there were only eight inspections and 42 court cases, with the project reporting 46 cases by March

⁹⁴ Interview MS03-LI, June 2021.

2021.⁹⁵ The uncertainty of the duration and nature of the pandemic restrictions made it challenging for the project to provide direct assistance to the GOG, although the Labor Inspectorate confirmed that they continued to have virtual meetings with project personnel.⁹⁶

Monitoring and evaluation framework: The project has an M&E framework/system, with a Monitoring, Evaluation and Learning (MEL) Plan and Performance Monitoring Plan (PMP) data tracking tables. The project has made improvements to its data collection methods to make its M&E system more useful. By the end of Year 2 (September 2020), based upon an internal analysis of its data collection methods such as pre-training and post-training questionnaires and participant engagement sheets, the project updated and improved its M&E system to include a new self-reporting form/survey to assess training participants' OSH knowledge.⁹⁷ After pilot testing the self-reporting form in July 2020, the results showed a higher participant response rate and more useful participant information than through its previous data collection methods. This was primarily because it became less burdensome for participants, taking only 5-7 minutes by using a 4-point scale to assess their own knowledge uptake and identify their own knowledge gaps. In addition, the project finalized the PMP data tracking tool for project lawyers and OSH specialists to count and monitor inspections and court cases on the GTUC's web platform.⁹⁸

To date, the project missed two submission deadlines for M&E activities. The project was expected to complete its first PMP at the end of Quarter 1, Year 1 (December 2018), but this was submitted in Quarter 2 due to delays in hiring the M&E Officer.⁹⁹ However, by the end of Year 1 (September 2019), the project initiated a database and data tracking tool to submit to USDOL as part of the required quarterly and annual Technical Progress Reports (TPR), and a revised MEL Plan was submitted in September 2020.¹⁰⁰ The project was expected to conduct two situational assessments of employers and workers on OSH knowledge and application – one by the end of 2020 (baseline) and one by the end of the project (endline) – these being surveys that have never been conducted in Georgia before.¹⁰¹ The 2020 baseline was delayed due to the COVID-19 pandemic. It was in process during this interim evaluation, with data collection planned to commence in July 2021 and the report expected to be completed in October.¹⁰² Although the surveys may have been possible to initiate virtually to accelerate the process, the evaluators felt that the uniqueness of the surveys in the Georgian context constituted a direct and concentrated approach.

The project's M&E system monitors its activities against indicators, but only half have targets (Annex F). In 2019, the project had 15 indicators, nine (60%) with targets.¹⁰³ By March 2021,

⁹⁵ SC (2018). CIPE Sub-Award Agreement, Revised October 24, p. 7.

⁹⁶ Interview MS-03-LI, June 2021.

⁹⁷ USDOL (2020). TPR April-September, p. 16.

⁹⁸ USDOL (2020). TPR April-September, p. 17.

⁹⁹ USDOL (2018). CA Award & Proposal, p. 55; USDOL (2018). TPR Q1, p. 5; and USDOL (2019). TPR October-March, Revised in June, p. 8.

¹⁰⁰ USDOL (2020). TPR April-September, p. 16.

¹⁰¹ SC (2018). CIPE Sub-Award Agreement, Oct. 24, p. 7; and USDOL (2020). Project Document, Sept., p. 29.

¹⁰² USDOL (2021). TPR October 2020-March 2021, p. 24; and interview MN01-PO, June 2021.

¹⁰³ USDOL (2019). TPR Data Tracking Table, September.

after CA mod #4 in May 2020, there were 23 indicators, 12 (52%) with targets.¹⁰⁴ The TPR stated that ‘final targets will be set in the next reporting period.’¹⁰⁵

The project’s M&E quarterly and annual reports to USDOL documented its activities and data tracking, but they did not explicitly document its statistical progress against its aim to reach approximately 10% of high-risk workers (17,000 workers) through its AR, capacity-building, and technical assistance activities.¹⁰⁶ There was no report that provides the project’s progress against the target of 17,000 workers reached. One effort to reach this target was through the distribution of 17,000 leaflets on the new OSH law through Activity 1.1, which was increased to a target of 30,000 in 2020.¹⁰⁷ The total distribution of leaflets to GTUC, to date, was 8,500 in 2019, 8,500 in 2020, and 6,000 in 2021, for a current total of 23,000.¹⁰⁸

While the ET was not able to view the claims data tracking mechanism (database), there was no systemized, regular, disaggregated analysis and reporting of claims. To date, this mechanism showed only the number of claims, but no reported data for LTO3 (claims tracking) as data was not fully incorporated into the system.

The project has begun capturing feedback and knowledge data from its training participants and is in the process of capturing further data for LTO4. The data on the M&E dashboard was disaggregated by sex, age, location, trade union membership, and position. The project estimated, during interviews, that 90% of its participants were union members and 10% were non-union individuals. Current dashboard data of 171 training participants indicated that 28% are non-union participants.¹⁰⁹ Trade union membership data indicated the sector (e.g., Agriculture TU), but there was no sectoral information for non-union participants. Sectoral data would be advantageous for disaggregation and analysis of high-risk versus non-high-risk sectors. Age data was not captured by actual age, but by an age-range: <35 years, 36-50, 51-65, and 65+ years.¹¹⁰ For comparison purposes, the OECD first-level or second-level age range data would be preferred (provided in the footnote).¹¹¹ Furthermore, there was no systemized, detailed, disaggregated (where possible) analysis and regular reporting of hotline and social

¹⁰⁴ The 2 F-indicators are: DR.4.5-1: # independent worker organizations supported by USG to promote international labor standards; and DR.6.1-2: # human rights defenders trained & supported. These are Standard Foreign Assistance indicators that aggregates USAID, Department of State, and other USG agency data across programs.

¹⁰⁵ USDOL (2021). TPR October 2020-March 2021, p. 10.

¹⁰⁶ USDOL (2018). Cooperative Agreement Award & Proposal, p.14.

¹⁰⁷ USDOL (2020). Project Document, September, p. 14.

¹⁰⁸ USDOL (2021). TPR October 2020-March 2021, p. 2; and USDOL (2018). CA Award & Proposal, p.14; and interviews with Solidarity Center.

¹⁰⁹ The IP provided the evaluation team with the M&E Dashboard on 2 July 2021.

¹¹⁰ The IP confirmed that when the collection of data was paper-based, respondents reported their age, but there were many non-response cases. Due to the non-responses, the simple age ranges were introduced.

¹¹¹ GeoStat, the National Statistics Office of Georgia, uses OECD conventions and the 2017 European Statistics Code of Practice. First-level age ranges (for employment data) are defined as: <15, 15-19, 20-24, 25-29, 30-34, 35-39, 40-44 etc. Second-level is: 15-24, 25-44, 45-64, 65+.

media users/issues (i.e., AR/communication campaigns) to determine the project’s reach, results, and major trends.¹¹²

3.5. IMPACT

EQ14. How can ILAB and its grantees better capture the impact of long-term outcomes for workers and workers’ organizations?*

To date, the project has been implemented for 2.5 years, with over 12 months being fully or partially affected by the global COVID-19 pandemic. Hence, LTO impacts could not be assessed, and would require an assessment of ‘higher-order effects and broader changes to which an intervention may be contributing’ that goes beyond this interim evaluation to ‘address significant positive or negative, intended or unintended ... potentially transformative effects.’¹¹³ With one year until its conclusion in July 2022, the project has yet to capture evidence toward impactful outcomes – e.g., increased knowledge across all LTO trainings (Table 10) – although this is currently in progress.

Table 10. Project Indicators on Increased Knowledge of Labor Reforms (to March 31, 2021)

INDICATOR	TARGET	ACTUAL
LONG-TERM OUTCOME 1: Identify potential labor law violations in workplaces		
3: % training participants with increased knowledge of labor laws	85%	58%
5: # participants reporting information gained through AR media efforts	TBD	No data
LONG-TERM OUTCOME 2: Submit justiciable claims to initiate inspections and seek legal remedies		
8: % trainees with increased knowledge to document/report claims	85%	64%
11: % participants (lawyers etc.) with increased knowledge of OSH laws	TBD	No data
LONG-TERM OUTCOME 4: Engage with GOG & employers to address potential labor law violations		
17: % training participants with increased knowledge of OSH law compliance	70%	0%
21: Best practices of labor-management cooperation to reduce/resolve OSH violations	N/A	N/A
22: % training participants with increased skills for OSH policy advocacy	70%	0%

Project Data Tracking Table, March 2021: Revised with indicators submitted in Sept. 2020.

Current project indicators were directed at measuring the effectiveness of project interventions (related to the OSH law and labor code) rather than labor reform outcomes and impacts in Georgia over time. For example, what would be the expected impact of improved labor law enforcement (global project objective) and of the identified violations, the submitted and tracked claims, and the government engagement to address labor law violations (Georgia project aim)? A growing body of research is examining systemic labor market/workforce change in terms of assessing continuous improvement, employment conditions (legal, paid work in the formal or informal economy), wages and income, returns on investments, and satisfaction (e.g., workers’ level of satisfaction with conditions and employers’ satisfaction with workers’ skills and performance).

¹¹² The IP agreed that this data has not been captured in a consistent manner, and that centralization and formatting is needed. The IP will discuss options with GTUC for introducing an additional tool for registering the calls, such as a simple VBA (Visual Basic for Applications) in Excel for this purpose.

¹¹³ OECD DAC (2020). Revised Criteria, January, p. 9.

These examples, and many other factors, often require alternative evaluation measures, such as longitudinal indicators and counterfactual information that assesses change. There is further emerging consensus that for labor programs, worker/employer-related outcome indicators might be as suitable, or more suitable, than education/knowledge/capacity-building indicators. These might include, for example, % increase in the number of employers with inclusivity recruitment plans, or # of workforce development initiatives completed as a result of USDOL capacity development, etc.¹¹⁴

3.6. SUSTAINABILITY

EQ15. Is there a clear exit strategy in place that aims to ensure the sustainability of the project outcomes?

The project had a clear exit strategy called a Sustainability Strategy, accompanied by a summary matrix, which was submitted and approved in May 2019 and subsequently updated in each periodic report.¹¹⁵ USDOL's Office of Trade and Labor Affairs (OTLA) Management Procedures and Guidelines stated that the Sustainability Strategy should explain how the project's specific outcomes will be sustained after the project ends. The strategies were explained under each Long-Term Outcome. For LTO1 this included plans to 1) cultivate a cadre of OSH 'champions' (a voluntary OSH contact person in the workplace); 2) train union leaders to eliminate work casualties; and 3) transfer OSH training materials to the GTUC. For LTO2 the project planned to build OSH legal and risk assessment capacity; and for LTO3 to provide GTUC with an open-source web tool to track violations and claims. The strategy for LTO4 was to ensure tripartite dialogue between government, employers, and trade unions. These strategies were appropriately aligned to the project outcomes, but lacked milestone points that track their progress, due to weaknesses in the project's MEL plan, such as the lack of targets.

EQ16. Has the Georgian Trade Union Confederation taken steps to ensure that project services for workers will continue after the end of the project? What kind of support would increase the likelihood of sustainability of these services?

The project was designed to achieve sustainable results by partnering with GTUC and its affiliated unions. The project recruited and embedded lawyers and OSH specialists within GTUC to implement intensive trainings for union activists and workers on the labor law, OSH regulations, and the roles and responsibilities of GOG entities, trade unions, and employers in enforcing these laws and standards. The lawyers also provided consultations, assisted with the submission of justiciable labor law violation claims, and tracked claims on a project data tracking system.¹¹⁶ The GTUC viewed training, the hotline, and legal consultations as vital services that will continue, but not at the same current 'frequency and intensity' due to resource limitations.¹¹⁷ The GTUC-embedded lawyers and OSH specialists enabled affiliated unions to train their own specialists, thus expanding the cadre of OSH expertise and

¹¹⁴ Resource example: USAID (2015). Workforce Connections: Measuring Employment Outcomes for Workforce Development.

¹¹⁵ USDOL (2019). TPR October-March, revised in June; USDOL (2020). Project Document, September, p. 42-45; and USDOL (2021). TPR October 2020-March 2021, p. 25-30.

¹¹⁶ USDOL (2020). Project Document, September, p. 37.

¹¹⁷ Interview MS09-TU, July 2021.

information, which saw an increase in demand for services and an increase in trade union memberships, as well as some newly-formed unions in the agriculture sector.¹¹⁸

Affiliated unions said that there was ‘definitely’ an increase in skills, knowledge, and awareness of labor law reforms, and that ‘the skills will not be lost,’ especially related to the definitions of violations, the interpretations of the law and code, workers’ rights, and the processes of negotiation and collective bargaining. However, they mentioned that they are still dependent upon GTUC for support, advice, training, and informational materials, because most of their lawyers are not full-time and they lack resources to hire full-time lawyers across all sites. The project is in the process of conducting an assessment on the knowledge gained and applied for their long-term outcomes LTO1, LTO2 and LTO4 (see EQ14).

For example, some sectoral unions are growing, such as the Agricultural Trade Union, as well as the unions for textiles and bottled mineral water who are ‘using GTUC lawyers’ competence and expertise in collective bargaining, which other unions lawyers have learned from.’ GTUC indicated that ten years ago, people could be dismissed from their job without justification, ‘and now when we go to court, 99% of cases are won by our lawyers ... A week ago, we won, and the Ministry of Internal Affairs was fined because they dismissed two women without justification.’ GTUC said that the ‘important’ services that they provide to their affiliates ‘will continue because they are winning cases, and collective agreements will increase. In fact, collective agreements are now one of the main components of the project activities.’¹¹⁹

Other evaluation participants, although ‘a little’ skeptical about the sustainability of project services under GTUC – such as continued high-quality legal advice – nevertheless viewed the precedence of cases as a strong point. Winning claims and collective bargaining negotiations were viewed as a sign of hope and increased the confidence of workers to report incidences of labor law violations, seek assistance to make claims, contact the labor inspectorate, and negotiate with the appropriate parties:

“[GTUC] is representing people in courts, and they are winning, which is great. It is good for individuals, as well as creating precedents which help us to interpret some uncertainties of the law in quite a good way, and it is a good job.”¹²⁰

- GTUC Representative

GTUC stated that it will continue working on the legislation because there is a sub-legislation normative act that will be adopted under the labor law reform: ‘lawyers and the Labor Inspectorate continue to work on it together [with project staff].’ Because the labor laws were new, work to support their implementation will continue, and enforcement continues to be an active issue:

¹¹⁸ Interview MN02-IP, June 2021. Statistics have not been provided to confirm an increase in union membership, and some increase is due to a cooperative bargaining agreement that stated that the benefits would only be applied to union members.

¹¹⁹ Interview FG03-TU, June 2021.

¹²⁰ Interview MN05-CSO, June 2021.

“It is one thing to improve legislation, which is still too far from the standard that ensures a citizen’s decent employment, and another thing to enforce, which still remains problematic.”¹²¹

- GTUC Representative

The GTUC perceived no sustainability issues in continuing its services at a similar level after the project ends but felt that upscaling to meet workers’ demands for training, information, and legal counsel was not sustainable without additional support. In their efforts to meet the high demand from workers for legal consultations and information, they will find it challenging to sustain the regular tracking of claims and disseminating results on their progress because they will be short-staffed. The kinds of support that the GTUC perceived would increase the likelihood of sustainability for its services included the recruitment and training of its lawyers, increased support for trainings and AR campaigns, more informational materials (leaflets, which are in high demand, and short videos), increased technical assistance ‘for the burgeoning collective bargaining’ intervention, and support for tripartite dialogues because ‘there is much to do in this direction.’¹²²

EQ17. Which project outcomes (and major outputs) show the greatest likelihood of being sustained after external support has ended? What are the key opportunities for sustainability? Are there any significant limitations to sustainability?

From among the 36 stakeholders who responded to the evaluation team’s question about their optimism regarding the continuation of interventions for workers after the project ends, 30 (83%) responded that they were optimistic or very optimistic. They viewed the project as timely, relevant, and productive, with appropriate strategies that actively engage stakeholders. Of the six stakeholders (17%) that responded ‘not really,’ their reasons were based upon the perceived motivation of the GOG and employers, including the following: 1) the pandemic hampered progress and an additional year to compensate for 2020 would definitely help to improve the project’s sustainability; 2) sustainability depends upon the Labor Inspectorate’s capacity to enforce labor laws; and 3) the new labor law is too strict and sustainability depends upon the reaction of employers to meet the regulations.

Stakeholders rated each of the four long-term outcomes as Above-Moderate (Score 3) on USDOL’s 4-point Rapid Sustainability Rating Scorecard (Figure 2 and Annex G). There were no Low (Score 1) responses.¹²³ The submission and tracking of claims (LTO2 and LTO3) were rated as the most likely outcomes to be sustainable (Score 3.3), followed by LTO4 on social dialogues (Score 3.2) despite activities that have not yet started, and LTO1 on the identification of labor law violations (Score 3.2). Trade union officials and workers rated the

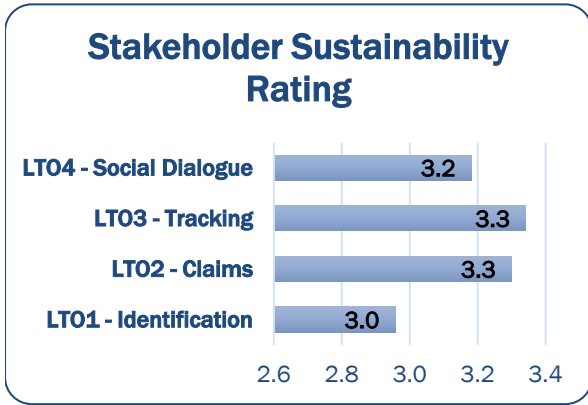
¹²¹ Interview MS04-TU, June 2021.

¹²² Interview MS04-TU, June 2021.

¹²³ Thirty-three (67%) of 49 evaluation participants responded to the rating scorecard: 49% were workers, with 25% business respondents, 24% trade union respondents, and 3% CSOs. Others did not respond because they were not directly involved in the relevant activities. The 4-point ratings were: Low (Score 1), Moderate (Score 2), Above-Moderate (Score 3), and High (Score 4); some respondents gave fractional scores, e.g., 3.5.

sustainability of all LTOs slightly higher than other respondents, except for LTO3 on tracking claims, which they rated lower than other respondents.

Figure 2. Sustainability Ratings by LTOs



Stakeholders indicated that this project was unique and other donors are not providing funding for the implementation of labor law enforcement. Currently, stakeholders stated that there are no significant limitations or constraints to sustainability for LTO1, LTO2, and LTO3, except resources to scale-up interventions to meet the demand of workers for information and support. Stakeholders acknowledged challenges to the sustainability of LTO4 (tripartite dialogues) and law enforcement (particularly with the lack of accredited courses to produce qualified labor safety specialists).

Although the above reflects the perception of stakeholders, the evaluators noted that OSH champions are likely sustainable agents for change. However, there needs to be more champions and OSH contact personnel in the workplace.

The project’s small grants scheme for TOT is expected to add to more OSH trainers to the pool in Georgia. However, GTUC said there is still a lot to do to achieve LTO1 in terms of training and awareness-raising for workplaces to sustainably address the OSH law and LC for workers’ rights. Stakeholders also raised the importance of refresher training, particularly as there is an increasing demand for information on the labor code and CSOs do not have adequate resources to meet the demand for AR, advocacy, and training. Furthermore, the evaluators noted that it is not yet clear who will manage the project’s ‘Safe Business is Your Choice’ Facebook page and other social media sites, but the project intends to finalize this decision before July 2022.

For LTO2, stakeholders maintained that project lawyers and OSH specialists achieved significant results regarding the identification of labor law violations, but that the currently available resources were insufficient for GTUC and CSOs to maintain a high-quality cadre of lawyers to conduct consultations and submit justiciable claims. Again, due to the wide coverage of the project’s AR activities, workers were familiar with new labor laws and are seeking advice and legal assistance.

For LTO3, regarding the tracking of claims, GTUC has a designated tracking data system which is largely functioning, but, due to the lawyers’ and OSH specialists’ high workload, their inputs were not entered on a regular basis. Stakeholders viewed the tracking data system as likely to be sustainable after the project finishes, because the data is not only required by GTUC but also by the LI. However, the evaluators noted that, for sustainability, the tracking data system requires improvements including regular inputs, LI updates, and documented reporting of system results.

LTO4, on social dialogues and engaging with the GOG, could not be fully assessed in terms of sustainability because seven of the nine indicators are yet to be completed. However, stakeholders viewed all social dialogues as critical to the sustainability of labor law reforms and stated that collective bargaining would continue because results are positive and universal.

Enforcement: The project did not directly support the Labor Inspectorate, which has newly established authorities for workplace inspections and sanctions but not enough inspectors and capacity to fully enforce labor law violations amid a surge in workers' awareness of the LI mandate. Stakeholders noted that, in Georgia, there were no educational courses to produce qualified labor safety specialists. The GOG previously offered programs, but they were suspended after two years, and the LI does not have the mandate to train OSH specialists in the workplace.¹²⁴

The project's OSH specialists and lawyers, who submit and monitor labor law violations claims, were in regular, ongoing communication with the LI. The project's OSH specialists were not subordinate to the LI's inspectors; they work cooperatively. The LI stated that this collaboration has prepared the groundwork for establishing an independent LI hotline. The LI regarded the GTUC and the project as close partners, having 'tight communications with the project.' The LI intended to have continued meetings with the project's IP to determine the alignment of the project's goals to the LI goals.¹²⁵ For example, LI staff spoke about labor reforms in professional forums and assisted the project with its Q&A sessions on social media platforms, mainly the 'Safe Business is Your Choice' Facebook site, while the project's specialists raised awareness about the LI's functions.¹²⁶ However, due to the project's AR, workers said that they not only have increased awareness of the LI, but that this also increased expectations of the LI to conduct inspections.

4. LESSONS LEARNED AND PROMISING PRACTICES

4.1. LESSONS LEARNED

Lesson Learned 1: Communications analyses provided insights into audience differentiation (LTO1). Union workers in high-risk sectors in the regions preferred leaflets as their source of information, whereas non-union urban workers in low-risk sectors preferred the hotline. The evaluation team requested data on hotline calls and social media users, which was not available in the project's quarterly reports. The evaluation team's analysis of KIIs, FGDs, and anecdotal information revealed preliminary findings on the differentiation and preferred mode of communication (Table 11).

¹²⁴ Interview MS03-LI, June 2021.

¹²⁵ Interview MS03-LI, June 2021.

¹²⁶ The Ministry of Healthcare is responsible for mediation, not the Labor Inspectorate.

Table 11. AR/Communication Modes - Preliminary Analysis

MODE OF COMMUNICATION	MAIN FEATURES	MAIN USERS	
		URBAN/ REGION	UNION/ NON-UNION
GTUC Hotline	Phone	Urban	Non-Union
GTUC Leaflets	Tangible, Portable	Region	Union
CIPE Facebook 'Safe Business is Your Choice'	Interactive	Urban	CSOs, Small Business, 18-40

Lesson Learned 2: Adoption of the labor code and the COVID-19 pandemic sparked high demand for labor law enforcement information (LTO1). The project was timely due to internal and external circumstances – push and pull factors – where the pandemic (which resulted in reduced hours/salaries or dismissals) created even more interest in the labor code (in itself, the LC was a watershed moment in Georgia’s 30-year history since independence). From 2020, workers’ awareness and interest in the LC (workers’ rights) increased (due mainly to direct benefits) more than their interest in OSH-related issues (mainly indirect benefits).

Lesson Learned 3: As workers’ awareness on labor law enforcement increased, so did the demand for OSH specialists and lawyers (LTO1). The project’s and GTUC’s OSH specialists and lawyers noted a significant increase in demand for their services, such as through the Q&A social media posts, consultations, hotline calls, and the submission of labor law violation claims. However, the high demand increased the workload of partner organizations (especially lawyers and OSH specialists), leaving them less time to regularly input data into the claims tracking system and for the project to document findings on users and their concerns.

Lesson Learned 4: Sector-Specific Needs Assessments (LTO4). Although the project did not conduct initial needs assessments specifically for workers or for high-risk sectors, 90% of evaluation participants said that the project was meeting the needs and priorities of all stakeholders (with 10% stating that their sector-specific needs were being met as they did not know about other sectors). A sector-specific needs assessment, conducted at the beginning of implementation, would have been beneficial to determine workers’ needs for each sector. A trade union respondent thought that if union representatives could gain the skills to conduct a sector-specific needs assessment for their sector, it would be beneficial for their workers when the union engages in social dialogues, such as collective bargaining.

4.2. PROMISING PRACTICES

Promising Practice 1: Embedded lawyers and specialists (LTO2). The project recruited, embedded trained and designated lawyers into the GTUC. These lawyers provided technical assistance, practical support, and mentoring to a cadre of GTUC lawyers.

Promising Practice 2: Roundtables (LTO4). The project conducted two bilateral worker-employer roundtables (for the service sector and the construction sector), bringing people together to discuss needs, priorities, and current key issues, which was a first step in tripartite social dialogue.

Promising Practice 3: Training on the identification of labor law violations and submission of justiciable claims (LTO1 and LTO2). The project’s training on the identification of violations and the submission of evidence-based claims was a unique learning experience for workers and TUs.

5. CONCLUSION

The Georgia project maintained a unique niche in the labor field regarding the enforcement of labor law issues and supported workers' rights through trainings on both the OSH law and the labor code. The project pioneered as a leader in high-risk and extended sectors for both union and non-union workers.

The project's aim to reach workers through simultaneous interventions (awareness-raising, capacity-building, technical assistance, and social dialogues) toward the four long-term outcomes was appropriate. However, LTO4 activities (engagement with government and employers) were lagging behind the previous three outcomes, largely due to the COVID-19 pandemic. Of the nine indicators (#15-23) under LTO4, seven have yet to record any results. The project commenced its focus on OSH issues due to the 2018 adoption of the OSH law and included workers' rights from 2020 after amendments to the labor code increased the authority of the government's Labor Inspectorate. The project focused on these two strands from 2020, bringing employer associations into the project. While employers sought information on both topics, starting in March 2020 the demand from workers focused more on the labor code due to the COVID-19 pandemic. Including various stakeholders through GTUC (trade union confederation), CIPE (private enterprises), EPAC (business coalition) partners, and a wide range of associated partners, enabled the project to bring workers and employers together. The project's achievements, to date, included two worker-employer roundtable discussions, with 18 more that are planned.

The project's focus was predominantly on the dissemination of information to improve labor law enforcement. While 'mindset change' is quite a challenging task, the project acknowledged that changing deep-seated perceptions was also necessary due to the previous high number of workplace accidents, acrimonious relations between trade unions, employers and the government, and the lack of a culture of social dialogue, mediation, and collective bargaining.

The Georgia project aimed to reach 'about' 17,000 workers, even though the project did not collect data on this goal, nor did it document progress against this goal in its reports to USDOL. This goal was also not specified in terms of disaggregated targets for gender or underserved communities. However, the project's reach was documented against its leaflet distribution goal. The project reached 23,000 workers through its distribution of leaflets, and raised its initial target from 17,000 to 30,000 in 2020. However, the evaluators estimated the project's reach to be more like 500,000 workers due to the coverage of its AR campaigns in both classic and social media.

During the pandemic restrictions, the hybrid approach of online and F2F communications was more efficient for urban areas and was less effective for maintaining communication within regional locations mainly due to the lack of, or limited access to, stable internet connectivity. However, the project continued activities remotely related to legal support, court claims monitoring, and awareness-raising social media campaigns. There are currently 1,300 Facebook members, and the GTUC's 3,048 hotline calls has already far exceeded its end-of-project target of 900. The number of hotline calls increased from 1,272 in 2020 to 1,776 by mid-2021, which confirmed the declining trend in workers' concerns about OSH issues and the increasing trend in workers' interests in the labor code. The majority of calls came from non-union members in the urban service sector, because the internet is not stable in the regions and regional workers sought advice directly from OSH specialists ('champions').

The training of 19 OSH champions in the workplace was mentioned by stakeholders as a major achievement, particularly in the identification of violations and the submission of claims. The development and training of a claims tracking system was also rated as a major achievement. However, tracking is currently not updated daily, or regularly, due to the high workload of lawyers that input the data. There is also no systemized analysis of data – only general trends – which makes it difficult for the project and GTUC to use the analysis results to argue for new reforms or improved interpretations of the law with the GOG and employers.

Capacity-building for employers on the labor law was still in progress and is expected to be completed by July 2022. A knowledge survey was currently in progress to assess the training participants' OSH knowledge, and the report is expected to be completed by September 2021.

Stakeholders rated the project's four long-term outcomes as Above-Moderate on the Achievement Rating Scorecard and also Above-Moderate on the Sustainability Rating Scorecard. On average, their perception of the project's sustainability was three fractional points below its associated achievement rating. For example, LTO1 was rated, on average, 3.3 (out of 4) for achievement and 3.0 (out of 4) for sustainability; LTO2 was rated 3.6 for achievement and 3.3 for sustainability; LTO3 was rated 3.7 for achievement and 3.3 for sustainability; and LTO4 was rated 3.5 for achievement and 3.2 for sustainability. The high sustainability ratings were mainly due to the project partners' confidence that they could reproduce and continue interventions. However, they had reservations about resources (financial and human) to meet the high demand from workers for continued information, advice, and legal assistance. Of more concern to stakeholders was the ability to hold tripartite social dialogues due to Georgia's long-held mistrust of tripartite discussions, and the fact that the project only commenced LTO4 activities – particularly employer-government dialogues – starting in 2021.

The project made a concerted effort to integrate M&E data collection into the implementation and coordination of all activities to facilitate internal learning and to make timely and context-adaptive adjustments to project implementation. However, targets were documented for only half of the 23 indicators, and communication strategies were not adequately analyzed and documented (for users and their concerns). Surveys were also not yet conducted to assess the level of knowledge and use of its trainings, leaving the data tracking tables ill-defined to measure and track achievements against expected results to determine success.

6. RECOMMENDATIONS

6.1. GENERAL RECOMMENDATIONS – FOR USDOL ILAB

Table 12. General Recommendations and Supporting Evidence

Recommendation	Evidence	Page Numbers
<p>NO 1: Legal support</p> <p>In future labor projects, ensure that the recruitment and training of a cadre of lawyers in the GTUC, including regional affiliated unions, is within scope.</p>	<p>Embedding designated OSH and LC specialist lawyers in the GTUC has proved successful, in this project, for mentoring and training other lawyers, assisting with claims, tracking claims, conducting consultations, and responding to social media and hotline queries. As project interventions expanded with modifications, GTUC lawyers faced challenges keeping up with the high demand for legal support. This intervention is unlikely to be sustained at the current level at the end of this project, and the demand for legal support for labor law enforcement will continue to be high.</p>	<p>Section 3.2 Coherence, EQ5, pages 13-14;</p> <p>Section 3.3 Effectiveness, EQ6, page 15 and page 19</p>
<p>NO 2: GESI strategy</p> <p>In future labor projects, establish a project requirement to explicitly detail a gender and social inclusion (GESI) strategy with targets, goals, and outcomes, and to regularly report against them.</p>	<p>The project did not have specific requirements to target underserved communities or to document their reach as part of awareness-raising interventions. Therefore, results were not being monitored or reported.</p>	<p>Section 3.3 Effectiveness, EQ10, pages 25-26</p>
<p>NO 3: Needs assessment</p> <p>In future labor projects, establish a project requirement to produce a formal written needs assessment at sector level, as well as (if appropriate) at stakeholder/ institutional level to inform project interventions.</p>	<p>The project did not conduct a formal needs assessment for workers, sectors, or stakeholders, but relied on past experiences, meetings, legal consultations, and surveys to gain information. However, this approach meant that there was no documentation of findings consolidated in one report.</p>	<p>Section 3.1 Relevance and Validity, EQ4, pages 12-13;</p> <p>Section 3.4 Efficiency, EQ11, pages 26-27</p>

6.2. GENERAL RECOMMENDATIONS – FOR THE IMPLEMENTING PARTNER

Table 13. Specific Recommendations and Supporting Evidence

Recommendation	Evidence	Page Numbers
<p>NO 1: Completion of interventions</p> <p>Ensure all LTO4 interventions are implemented and completed before the end of the project. Continue the activities commenced during the evaluation: i.e., the issuance of the small grants program, social dialogues, and surveys to determine level of knowledge after training.</p>	<p>Technical Progress Reporting tables against indicators, especially #15-23, have not yet recorded results at the interim stage of the project.</p>	<p>Annex F;</p> <p>Section 3.5 Impact, EQ14, pages 31-32</p>

Recommendation	Evidence	Page Numbers
<p>NO 2: Roundtables</p> <p>Continue bilateral worker-employer social dialogues (roundtables) to influence the GOG to take action. Conduct more employer-government and trade union-employer roundtables and consider encouraging the tripartite body to convene the roundtables to ensure ownership and sustainability. Promote and facilitate GTUC, GOG, and employer associations to document and implement action plans, and if possible, to conduct tripartite roundtables.</p>	<p>Despite the formation of the Tripartite Social Partnership Commission and the GOG Parliament ratification of ILO Convention No. 144 on ‘Tripartite Consultations to Promote the Implementation of International Labor Standards’ in 2017, tripartite and tripartite-plus social dialogue remain a challenge, not only for Georgia, but across many countries.</p>	<p>Section 3.3 Effectiveness, EQ6, pages 21-22</p>
<p>NO 3: Behavior Change Communication</p> <p>For this or future projects, consider a BCC strategy for mindset change, particularly regarding mediation and tripartite social dialogues. Formulate a BCC strategy and align post-intervention surveys to capture mindset change (positive/negative) to improve future training and media campaigns.</p>	<p>Mindset change was a challenge within a context of deep-seated perceptions of mistrust among stakeholders and a lack of a culture of dialogues. Current AR and communication campaigns may not show evidence of a change in perceptions.</p> <p>Additional AR performance indicators could include: # partner organizations providing material, in-kind technical and financial support; and % knowledge change in the population exposed to BCC.</p>	<p>Section 3.1 Relevance and Validity, EQ2, pages 9-10</p>
<p>NO 4: Claims tracking data system</p> <p>Improve the comprehensiveness of the claims tracking data system, promote regular input of data, and ensure semi-annual data analysis and reporting of results to the donor, government, and the public.</p>	<p>Lawyers and trade unions, particularly, saw the value of the claims tracking data system, and rated it as High on the Scorecard. However, the lawyers had a high workload due to high demand, and regular documenting and reported have yet to occur.</p>	<p>Section 3.3 Effectiveness, EQ6, page 20;</p> <p>Section 3.6 Sustainability, EQ16, pages 32-34</p>

Recommendation	Evidence	Page Numbers
<p>NO 5: Project M&E system</p> <p>Improve the project’s M&E system to effectively capture data for analysis and reporting. Set measurable targets, disaggregate data (gender, disability, etc.), analyze the social media and communications strategy, and clearly align reporting on its progress toward its aim of reaching 17,000 workers.</p> <p>E.g., further understanding of hotline calls is important to determine the dynamics in rural and remote areas, ascertain internet connectivity issues, and collect evidence related to the anecdotal information on the higher rate of workers connecting informally with their union representative in preference to calling the hotline, etc.</p>	<p>While improvements have been made to the data collection on training, the M&E system has deficiencies in its targets, measuring the progress against its aim, and in the disaggregation of data. [The evaluators noted that the project is in the process of finalizing project targets.]</p> <p>Data collection could be enhanced by training GTUC and partners to collect and track data for consolidation at the central level (with the Implementer), with an established mechanism for quality assurance including timeliness of inputs and submission.</p>	<p>Section 3.4 Efficiency, EQ13, pages 28-30</p>
<p>NO 6: Project GESI strategy</p> <p>Consider establishing a project GESI strategy with targets, goals, and outcomes, and regularly report against them as part of documenting evidence in addressing underserved communities.</p>	<p>The project did not have specific requirements to target underserved communities or to document their reach as part of awareness-raising interventions. Therefore, results were not being monitored or reported.</p>	<p>Section 3.3 Effectiveness, EQ10, pages 25-26</p>
<p>NO 7: Fundraising</p> <p>Improve the GTUC’s and partner organizations’ ability to raise funds (including submitting proposals to donors) to expand their efforts into other sectors, such as the informal sector.</p>	<p>The GTUC and partner organizations have the commitment and capacity to serve their constituents, but not the funding to maintain that level of support or for expansion into other areas and sectors.</p> <p>Although the informal sector was outside the scope of this project’s Cooperative Agreement, it predominantly comprises women, and informal sector workers were not eligible for GOG support during the pandemic. People from the informal sector constituted almost the full number of callers to the GTUC hotline.</p>	<p>Section 3.6 Sustainability, EQ16, pages 32-34;</p> <p>Section 3.1 Relevance and Validity, EQ3, page 11</p>
<p>NO 8: Needs assessment training</p> <p>Consider designing and implementing training for GTUC and partner organizations on how to conduct a sector-specific or worker-specific needs assessment.</p>	<p>Trade unions would benefit from the ability to conduct sector-specific needs assessments, which would contribute to the sustainability of activities, such as collective bargaining negotiations.</p>	<p>Section 3.1 Relevance and Validity, EQ4, pages 12-13;</p> <p>Section 3.3 Effectiveness, EQ10, pages 25-26</p>

ANNEX A. LIST OF DOCUMENTS REVIEWED

Bagnardi, F. (2015). The Changing Pattern of Social Dialogue in Europe and the Influence of the ILO and EU in Georgian Tripartism, University of Bari Aldo Moro, Caucasus Social Science Review, Vol.2, Issue 1.

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USDOL (2019). Technical Progress Report, Georgia, April to June.

USDOL (2019). Technical Progress Report, Attachment 1, Georgia, October to December.

USDOL (2019). Technical Progress Report, Georgia, September.

USDOL (2018). Abbreviated Technical Progress Report, Georgia, October 1, 2018 to December 31, 2018.

USDOL (2018). Cooperative Agreement 2018_11_17_IL-32531 Award & Proposal, Engaging Workers and Civil Society to Strengthen Labor Law Enforcement Project (in Georgia, Mexico, and Peru).

USDOL (2018). U.S. Department of Labor FY 2018-2022 Strategic Plan.

ANNEX B. EVALUATION ITINERARY AND PARTICIPANTS

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ANNEX C. STAKEHOLDER WORKSHOP AGENDA AND PARTICIPANTS

USDOL Interim Evaluation OSH Project, Georgia

Engaging Workers and Civil Society to Strengthen Labor Law Enforcement

VIRTUAL (REMOTE) PRESENTATION VALIDATION SESSION ON PRELIMINARY RESULTS

Objective: to clarify and validate the project's interim evaluation preliminary findings and conclusions.

Participants: Project Implementing Team (Solidarity Center) – in-country Georgian representatives and management/backstop team in Washington DC; and sub-awardee (CIPE) representatives.

AGENDA

- Welcome and introduction of participants
- Evaluation team presentation of preliminary findings and conclusions
- Questions for clarification and discussion
- Check and validation of current project results and any outstanding data requests
- Next steps
- Any other business
- End of meeting

ANNEX D. TERMS OF REFERENCE

Independent Interim Evaluation

Engaging Workers and Civil Society to Strengthen Labor Law Enforcement

in

Georgia

Project Award Number: IL-32531-18-75-K

Financing Agency: U.S. Department of Labor

Grantee Organization: Solidarity Center

Dates of Project Implementation: January 1, 2019 – July 31, 2022

Type of Evaluation: Independent Interim Evaluation

Evaluation Field Work Dates: June 21 – July 2, 2021

Preparation Date of TOR: May 2021

**Total Award from USDOL for Three
Project Countries:** US \$8,050,000

**Total Amount Allocated to Georgia
Project:** US \$1,994,173

Evaluation Order Number: 1605C1-21-F-00030



Sistemas, Familia y Sociedad
Consultores Asociados

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INTRODUCTION

The United States Department of Labor (USDOL), through its Bureau for International Labor Affairs (ILAB), has contracted with Sistemas, Familia y Sociedad (SFS) under order number 1605C1-21-F-00030 to conduct performance evaluations of technical assistance projects in Georgia, Peru and Mexico. These projects are all implemented by Solidarity Center (SC) and have been designed in conjunction with one another. Thus, these three evaluations will be conducted with consideration of the results from the other project evaluations under this evaluation order.

The present terms of reference (TOR) pertain to the final interim performance evaluation of the Engaging Workers and Civil Society to Strengthen Labor Law Enforcement in Georgia Project. This document serves as the framework and guidelines for the evaluation. It is organized into the following sections:

1. Background
2. Purpose, Scope, and Audience
3. Evaluation Questions
4. Evaluation Design and Methodology
5. Evaluation Team, Management, and Support
6. Roles and Responsibilities
7. Evaluation Milestones and Timeline
8. Deliverables and Deliverable Schedule
9. Evaluation Report

BACKGROUND

Like their counterparts all over the world, workers in Georgia are digging out from the impact of earlier labor laws that devastated worker rights. Georgian workers have almost no experience under a functional industrial relations system. Both the labor code (LC) and occupational safety and health (OSH) law fall short of establishing the labor inspectorate's authority to enforce the labor law, so workers' only recourse for addressing labor law violations is still to bring individual cases to court. Workers' low awareness of labor rights and legal remedies and their limited ability to identify workplace labor law violations further hamper the utility of the LC and OSH law.

As a result of concerted pressure from civil society, including complaints filed under trade agreements with the U.S., Georgia implemented legal and administrative reforms aimed at improving labor law compliance. In August of 2018, Georgia passed an OSH law targeting high-risk sectors, and in February 2019, new measures were enacted to strengthen the authority of the inspection department, allowing inspectors to inspect any enterprise at any time, without prior warning or court authorization; to issue warnings and fines; and to suspend the activity of a business found to violate health and safety rules. While the steps taken to strengthen labor safety mechanisms are significant and necessary, the full implementation of the law, including the transparent functioning of the labor inspection service, continues to be daunting and fraught.

Acrimonious industrial relations and a legacy of decimated labor monitoring and protection systems have resulted in virtually no meaningful social dialogue at the enterprise or national level, despite various attempts such as the Tripartite Social Dialogue/Partnership Commission (TSPC).

Jobs in the Georgian construction sector, where most fatal accidents occur, remain largely informal and non-unionized, meaning that workers are often more exposed to occupational hazards and other labor law violations because they lack information on labor rights. Overall worker understanding and use of the improved systems remains limited, even among unionized workers. Workers' organizations are now beginning to use their role and position to promote government enforcement action, and are testing and improving the use of new mechanisms and laws, but require technical and material assistance to develop the sustainable, long-term capacity to effectively contribute to labor law enforcement.

In 2018, ILAB awarded Solidarity Center a three-year, US\$2,850,000 cooperative agreement for the Engaging Workers and Civil Society to Strengthen Labor Law Enforcement Project in Peru, Georgia, and one additional trade partner country to be selected by USDOL after award. The overall Project objective is effective engagement by workers and civil society organizations (CSOs) with the government and employers to improve enforcement of labor laws. Funding for the Georgia country component of the Project was originally US\$797,392 and has since been expanded through Project modifications for a total of US\$1,944,173 for the Georgia component, and US\$8,050,000 across all three countries. In Georgia, the Project's theory of change (ToC) has been summarized as follows:

If...

- Workers' knowledge of Georgian OSH labor laws and standards and skills to assess workplaces for OSH violations is strengthened and workers have access to legal expertise to address OSH complaints;
- workers and unions have improved mechanisms to report, monitor and track OSH violations;
- businesses and employers have increased knowledge of OSH law compliance; and
- workers, enterprise-level employers, and government engage in social dialogue around OSH issues

then...

- regular monitoring of worksites for OSH violations will be improved; and
- OSH labor law will be enforced – violations will be reported, investigated, and addressed by workers, employers, and government.

To this end, the Project has established four Long-Term Outcomes (LTOs) and eight corresponding Medium-Term Outcomes (MTOs):

- LTO 1: CSOs and/or workers accurately identify potential labor law violations in workplaces
 - MTO 1.1: Monitoring of worksites by an increased number of workers who are better informed of labor laws and standards as a result of awareness-raising campaign

- MTO 1.2: CSOs/unions and workers increase use of legal and OSH experts to improve identification of labor law violations in workplaces
- LTO 2: CSOs and/or workers submit well-supported, well-articulated, justiciable claims to initiate inspections and seek legal remedies
 - MTO 2.1: Legal advocates on behalf of CSOs/unions and workers submit and litigate OSH violations cases under new OSH law
 - MTO 2.2: Skilled workers and OSH champions increase independent monitoring, documenting and reporting of OSH violations in workplaces prior to government action
- LTO 3: CSOs and/or workers effectively track progress of claims
 - MTO 3.1: CSOs/unions use tracking system data to hold government accountable to address potential labor law violations
- LTO 4: CSOs and/or workers engage with the government and employers to address potential labor law violations
 - MTO 4.1: Companies demonstrate improved systems & procedures to address OSH
 - MTO 4.2: Grassroots GTUC membership is more engaged in union's activities to address OSH violations with employers
 - MTO 4.3: CSOs/unions and workers apply policy dialogue skills to engage government and employers on OSH issues.

In order to secure the successful enforcement of the OSH law in Georgia, involvement of the private sector and business associations are vital. The SC therefore entered into a sub-award with the Center for International Private Enterprise (CIPE) in implementing program activities. This helped provide access to the Project into the construction sector. CIPE is an independently incorporated 501(c)(3) foundation affiliated with the U.S. Chamber of Commerce, established in 1983 to promote private enterprise and market-oriented reform worldwide. In Georgia, CIPE has been part of the team implementing the USAID-funded 'Governance for Growth' (G4G) program from 2014-2019 and the 'Economic Governance Program,' which will run from 2019-2024, working to strengthen the voice of business, women, and youth in Georgia's reform process, including through support to the Economic Policy Advocacy Coalition (EPAC).

The direct Project participants include union leaders, union activists, and workers in high-risk sectors as defined in the new OSH law. There are an estimated 175,000 workers employed in such high-risk sectors, including mining, transport, construction, electricity, light industry (clothing and textile), oil and gas, chemical production, and metallurgy. Through its capacity-building and awareness-raising interventions, the Project seeks to reach approximately 10 percent of workers in high-risk industries (17,000 workers). Project interventions primarily focus on unionized enterprises in high-risk industries in Imereti, Shida Kartli, Kvemo Kartli, Tbilisi, and Adjara regions, but also include non-unionized workers in enterprises with a poor safety record. Project

beneficiaries participate in SC awareness-raising and capacity-building interventions. They also receive follow-up assistance and mentoring regarding the new OSH law, including guidance on identifying and documenting workplace OSH risks and seeking legal recourse. Individual employers and business support organizations such as associations are also considered direct beneficiaries of the Project. In particular, the Project targets associations among the 72 business support organizations united under the Economic Policy Advocacy Coalition (EPAC), representing high-risk sectors such as construction as well as other sectors such as tourism, retail, and distribution¹²⁷. Once equipped with the knowledge and skills to comply with the new OSH law, employers will engage with workers in collective bargaining and negotiation processes and participate in roundtables with workers and their unions to explore voluntary, mutually agreed-upon mechanisms for addressing OSH violations. The Project seeks to foster closer cooperation between workers and employers and rebuild trust.

Indirect beneficiaries include representatives of the Government of Georgia (GOG) and any employers not directly engaged through the Project. The Monitoring Department of the MOHLSA is expected to benefit by developing a more cooperative relationship with unions, who will have increased knowledge and capacity for addressing OSH violations and engaging in social dialogue.

PURPOSE, SCOPE AND AUDIENCE

This interim performance evaluation will assess the performance and achievements of the Project to date. The evaluation team will glean information from a diverse range of Project stakeholders and institutions who participated in and were intended to benefit from interventions in Georgia. Because the SC projects in Georgia, Peru and Mexico were designed together and share the same Project objective and long-term outcomes, the results and conclusions of this evaluation will also consider information from the other two evaluations, as available at the time of fieldwork. The purpose of this interim performance evaluation is to:

- Assess the relevance of the Project in the cultural, economic, and political context in the country, as well as the validity of the project design and the extent to which it is suited to the priorities and policies of the host government and other national stakeholders;
- Determine whether the Project is on track toward meeting its objectives, identify the challenges and opportunities encountered in doing so, and analyze the driving factors for these challenges and opportunities;
- Assess the effectiveness of the Project's strategies and the Project's strengths and weaknesses in Project implementation and identify areas in need of improvement;
- Provide conclusions, lessons learned, and recommendations, particularly focused on supporting the successful completion of the Project and the design of future projects in similar contexts; and

¹²⁷ Created in 2015 with the support of USAID's G4G program and CIPE, EPAC is a coalition that unites 72 business support organizations, representing the interests of over 10,000 businesses, as well as prominent Georgian think tanks and NGOs. The coalition was created to give members a strong voice in public policy advocacy, to advance reforms in the business sector, and to play a key role as a government partner and stakeholder in designing economic, financial and fiscal public policies.

- Assess the Project’s plans for sustainability at local and national levels and among implementing organizations – including the coherence of its sustainability measures, the extent to which sustainability was considered in the project design, and its relevance to the country context – and identify steps to enhance its sustainability.

The primary audience of the evaluation includes ILAB, SC and its implementing partners, and the GOG. The evaluation results, conclusions, and recommendations will serve to improve project implementation and inform stakeholders of subsequent projects in the country and elsewhere.

EVALUATION QUESTIONS

Following discussions with ILAB and SC, a set of key questions were developed for this evaluation in accordance with the Organization for Economic Co-operation and Development Assistance Committee criteria: Relevance/Validity, Coherence, Effectiveness, Efficiency, Impact, and Sustainability.¹²⁸ This interim evaluation will assess the project’s performance and achievements in meeting their objectives, the relevance of project services to target groups’ and institutions’ needs, project efficiency and effectiveness, the impact on project objectives, and the potential for sustainability. It will also capture promising practices, lessons learned, and emerging trends. The team may identify further areas of inquiry that may be included in the analysis as appropriate. With this in mind, the evaluation team will apply the following evaluation questions¹²⁹:

Relevance and Validity

1. Are the project strategy, objectives, and assumptions appropriate for achieving the planned results? Do the project’s expected outcomes and interventions respond to relevant stakeholders’ needs?
2. To what extent did the global project theory of change (ToC) and set Long Term Outcomes (LTO) as prescribed in the Funding Opportunity Announcement (FOA) hold true in Georgia? What were the benefits and limitations of the prescribed ToC and LTOs?*
3. Has the grantee addressed all relevant stakeholders, so as to ensure their support for the project?
4. What are the needs and priorities of workers and underserved communities¹³⁰ regarding workers’ rights and working conditions?

¹²⁸ Note that the OECD/DAC criteria have been revised as of January 2020:

<https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>.

¹²⁹ ILAB’s institutional learning-related questions are highlighted in red characters and marked with an asterisk *.

¹³⁰ **Underserved communities** refer to populations who have been historically underserved, marginalized, or denied equitable treatment on the basis of disability, gender identity, sexual orientation, race, ethnicity, religion, migration status, and persons or groups otherwise adversely affected by persistent poverty or inequality. In accordance with Executive Order 13985 of January 20, 2021, *Advancing Racial Equity and Support for Underserved Communities Through the Federal Government*, the term “underserved communities” refers to populations sharing a particular characteristic, as well as geographic communities, that have been systematically denied a full opportunity to participate in aspects of economic, social, and civic life.

Coherence

5. What efforts have been made by the project to increase its coherence? To what extent has the project coordinated efforts with existing SC and CIPE interventions in the country, so as to avoid duplication of activities/ investments?

Effectiveness

6. Which project outcomes show the greatest level of achievement during the project's period of performance* (as per the project's specific PMP indicators)? To what extent are the expected outcomes likely to be achieved within the life of the project? What adjustments, if any, should be made to the project' PMP to better reflect progress toward project outcomes?
7. What interventions were most effective at strengthening civil society organizations and empowering workers? Under what circumstances and for whom were they effective or not effective?*
8. Which institutional actors, leverage points or structures within existing (country, regional or global) systems were the most willing/ effective partners and what where the factors facilitating or limiting their engagement (in achieving and sustaining desired outcomes)?*
9. How does the organizational capacity of project implementers, target institutions, and implementing partners limit or facilitate the effectiveness and sustainability of project interventions? Does the project design adequately account for differences in institutional capacity?*
10. How effectively did ILAB and the project implementer(s) engage underserved communities over the project life cycle? How could ILAB and project implementers improve engagement with underserved communities to ensure programming is equitable and responsive to their needs and priorities?*

Efficiency

11. How can USDOL and its Grantees improve coordination and efficiency on project design, ensuring alignment with USDOL priorities and Grantee expertise?
12. What can be learned about the level of change (outcomes) that can realistically be achieved within a given project timeframe and budget (with acknowledgement that some aspects of this learning are context-specific or resultant from the COVID-19 pandemic, and some aspects may be more generalizable)?*
13. How has the project adapted in light of external factors such as global health crises, political crises, etc.? Does the project have a solid planning, monitoring and evaluation (M&E) framework or system in place? Is it being used in an effective way?

Impact

14. How can ILAB and its Grantees better capture impact on long-term outcomes for workers and workers' organizations?*

Sustainability

15. Is there a clear exit strategy in place, that aims to ensure the sustainability of the project outcomes?
16. Has the Georgian Trade Union Confederation (GTUC) taken any steps to ensure that the services being provided to workers by the project will continue after the end of the same? What kind of support would increase the likelihood of sustainability of these services?
17. **Which project outcomes (and major outputs) show the greatest likelihood of being sustained after external support has ended?*** What were the key opportunities for sustainability? Are there any significant limitations to sustainability?

These evaluation questions will provide the structure for the evaluation and be tailored to the specific objectives, expected results, activities, and stakeholders of the project.

EVALUATION DESIGN AND METHODOLOGY

An evaluation team composed by a Lead Evaluator (LE) and a National Consultant/Monitoring and Evaluation Expert will be responsible for this evaluation. The evaluation team will address the evaluation questions using multiple sources of evidence, combining primary qualitative data with secondary quantitative data. It will obtain data for this evaluation by conducting:

- A document review.
- Fieldwork including key informant interviews (KIIs) and focus group discussions (FGDs), which will be conducted either remotely or in-person as relevant during the pandemic
- Quantitative analysis of secondary data.

The evaluation team will use the sources described below to evaluate the project.

I.1 Document Review

The evaluation team will review the following documents, if available, before conducting field visits. The team will use the documents to assess the six evaluation criteria.

- Project documents, including Results Framework and Performance Monitoring Plan
- Technical Progress Reports (TPRs), including performance Data Tracking Tables
- Reports on needs assessments, stakeholder analysis, and specific project activities
- Sustainability Plans and Risk Management Plans
- Work plans and activity logical sequencing
- Federal Financial Reports (FFR), Budgets and Records of Expenditures
- Interim evaluation reports for the three SC projects
- Any other relevant documents or deliverables.

I.2 Fieldwork

Prior to beginning fieldwork, the evaluation team will host a logistics call with the project’s staff to plan the field visit and data collection. SC will assist the evaluation team in scheduling KIIs and FGDs. The evaluation team reserves the right to add to or modify this list in the process of fieldwork or desk review, as appropriate.

The fieldwork itinerary will be determined based on scheduling and the availability of KII and FGD participants. Meetings will be scheduled in advance of the field visit and coordinated by SC project staff, in accordance with the evaluation team’s requests. The evaluation team will conduct KIIs and FGDs with stakeholders without the participation of any project staff. The lead evaluator will conduct KIIs remotely, and the local consultant will conduct face-to-face KIIs and FGDs. Whenever possible and with the permission of the informants, audio recordings will be made for the purpose of the study only; the recordings will be destroyed once the analysis is completed. These recordings will be for the evaluation team only and will not be shared with ILAB, SC, or anyone else.

Key Informant Interviews

The evaluation team will conduct approximately 20 KII and 5 or 6 FGDs over 10 days with project stakeholders in Georgia (Greater Tbilisi region) or remotely by video or phone calls, as appropriate. The evaluation team will attempt to interview an equal distribution of male and female respondents. As appropriate, the evaluation team will maximize efficiency by conducting KIIs with 2-3 respondents simultaneously. The evaluation team will also conduct a KII with the ILAB Project Managers (former and current) and with representatives of the implementing organizations; however, the number of KIIs and participants for each organization will depend on availability.

Exhibit 2: KII Data Collection Strategy

Stakeholder Type	Method	Potential Respondents
US Government	KII	USDOL/ILAB representatives; US Embassy Labor Reporting Officer, USDOL Trade Policy Advisor
Grantee & IPs	KII	CIPE and Georgia Trade Unions Confederation (GTUC)
Trade Union Representatives	KII	GTUC; Trade Union of Georgian Automobile Transport and Highway Workers; Metallurgy, Mining and Chemical Workers’ Trade Union; Health, Pharmaceutical and Social Care Workers’ Independent Trade Union; Metro Trade Union; Tkibuli Mine Primary Trade Union; Chiatura Manganese Trade Union; Agriculture Workers’ Trade Union
Host-Country Government	KII, FGD	Labor Inspectorate, Ministry of Labor, Health and Social Affairs of Georgia
Civil Society Stakeholders	KII	Georgia Progressive Forum (GPF); employers in high-risk sectors targeted by the project

Focus Group Discussions (FGD)

Pending discussions with ILAB and SC, the evaluation team will facilitate 6 FGDs with identified stakeholder group(s). Each will be composed of 8-12 participants in Georgia. In identifying FGD participants, the evaluation team will work with SC to select a random sample of participants across a meaningful range of characteristics pertinent to the project.

Ethical Considerations

The evaluation team will observe utmost confidentiality related to sensitive information and feedback elicited during the KIIs and FGDs. To mitigate bias during the data collection process and

give informants maximum freedom of expression, only the lead evaluator and the local consultant will be present during KIIs. However, when necessary, SC staff may accompany the evaluation team to make introductions, facilitate the evaluation process, make respondents feel comfortable, and allow the evaluator to observe the interaction between SC staff and the interviewees.

The ET will respect the rights and safety of participants in this evaluation. During this study, the evaluation team will take several precautions to ensure the protection of respondents' rights:

- No interview will begin without receipt of informed consent from each respondent.
- The evaluation team will conduct KIIs and FGDs in a confidential setting, so no one else can hear the respondent's answers.
- COVID-19 precautions and social distancing will be implemented during face-to-face interviews and FGDs.
- The evaluation team will be in control of its written notes at all times.
- The evaluation team will transmit data electronically using secure measures.
- The evaluation team will talk with respondents to assess their ability to make autonomous decisions and their understanding of informed consent. Participants will understand that they have the right to skip any question with which they are not comfortable or to stop at any time.

Interactive Validation Session and Post-Trip Debriefing

After the end of fieldwork, the lead evaluator will conduct a virtual, interactive and participatory validation session with stakeholders, including SC staff, to review initial results, collect any clarifying information to improve evaluation accuracy, and obtain input on recommendations of the evaluation. The meeting date and format will be determined in consultation with ILAB and SC.

When fieldwork is complete, the evaluation team will provide a post-trip debriefing by video call to relevant ILAB staff to share initial results and PowerPoint slides from the stakeholder validation session, and to seek any clarifying guidance needed to prepare the report.

I.3 Quantitative Analysis of Secondary Data

Secondary data will consist of available monitoring data. The evaluation team will work with ILAB to secure prompt access to secondary data from SC, relevant government bodies, and external sources. After gaining access to the data, the evaluation team will immediately assess their quality and relevance in answering the research questions and develop a list of relevant indicators. The evaluation team's analysis of these data will inform the correlation and validation of results from the qualitative data collection.

The evaluation team will analyze project monitoring data to assess the performance of activities relative to expected results. The evaluation team's analysis, which will rely on descriptive statistics such as counts, tabulated proportions, and means, will identify common trends, patterns, and any changes in stakeholders' motivation, behavior, capacity, practices, policies, programs, relationships, or resource allocation as a result of project activities.

The ET will also use project monitoring data and quantitative data collected during evaluation fieldwork triangulated with relevant qualitative data collected during interviews and FGDs, to develop summary achievement and sustainability ratings for the project on a four-point scale: low, moderate, above-moderate, and high.

Achievement ratings on outcomes will be based on the most recent information on project's effectiveness, comparing actual information to the project's expected performance according to the PMP and workplan. Ratings on likelihood of sustainability of project's components and practices will be based on the triangulation of qualitative information obtained from interviews and focus groups.

I.4 Limitations

The evaluation team will base its conclusions on information collected from background documents, KIs, FGDs, and secondary quantitative data. The evaluation team will assess the integrity of this information to determine the accuracy of the evaluation results. The application of ratings may in no way be considered as a non-formal impact assessment. Primary data collected from beneficiaries may reflect the opinions of the most dominant groups without capturing the perceptions of less vocal groups. The evaluation team will consider this possibility and make sure that all parties can freely express their views. The evaluation team will mitigate this potential limitation by conducting FGDs and KIs in a place where informants can speak freely and where no one but the evaluation team can hear the respondents' answers.

Some stakeholders may lack access to, or capability of, the technology necessary for conducting virtual interviews. Additionally, some respondents may lack the ability to connect remotely from a location that allows for privacy and confidentiality. Wherever possible, the evaluation team will work with the project to provide a computer connection and private room for stakeholders who do not have a reliable and/or confidential place to be interviewed.

This evaluation will rely on secondary performance information in quarterly and annual reports and in available monitoring databases. The quality of the data will affect the accuracy of the statistical analysis. The evaluation team will not be able to check the validity and reliability of performance data given the limited time and resources.

EVALUATION TEAM, MANAGEMENT AND SUPPORT

Martina Nicolls will serve as Lead Evaluator. She will be responsible for overseeing the implementation of the evaluation methodology, conducting the remote virtual interviews during fieldwork, consolidating the results from all data collection methods, conducting the post-fieldwork validation session, and writing the evaluation report. Martina has more than 20 years of experience in quantitative and qualitative M&E roles, including program evaluations, performance and impact evaluations, situational analysis, baselines, longitudinal studies, database design and management, data quality assessments, interview protocols, survey questionnaires, and M&E capacity building. Topical areas have included child labor, trafficking, gender, institutional strengthening, livelihoods and income generation, community and rural development, and peace-building.

Mariam Sakevarishvili will serve as Monitoring and Evaluation Expert/Local Consultant. Ms. Sakevarishvili will be conducting the face-to-face interviews and FGD for the evaluation and will support Ms. Nicolls with scheduling and data analysis, as appropriate. A Georgian national, Mariam

is a lead researcher with over 10 years of experience managing and implementing national and regional projects, and has a solid background in conducting large-scale, complex, mixed-methods studies in the areas of education, migration, gender, agriculture, infrastructure and regional development. Mariam is a member of ACT, a local institution that in the past has been involved in project implementation. However, she has not been directly involved before with the project and she will be acting under her capacity of being an external, independent evaluator. Her work will be supervised by Martina, thus preserving the objectivity of the evaluation.

The evaluation team will promote transparency and dialogue with a clear dissemination strategy. This process includes:

- Developing and sharing with ILAB and SC an explicit plan that details how the data collected will be used.
- Providing a draft report in a timely fashion that gives ILAB and SC enough time for a thorough review.
- Producing a professional, complete report, along with a utilization-focused executive summary that support dissemination and publication.

SFS' monitoring and evaluation experts and management personnel will provide logistical, administrative, and technical support to the evaluation team, including in-country travel arrangements, as relevant, and all materials needed to provide the deliverables specified in the TOR. SFS staff will also be responsible for providing technical oversight necessary to ensure consistency of methods and technical standards. During fieldwork, the lead evaluator will be supported by the local consultant, who will provide support with scheduling, information on the country context, and, as appropriate, data analysis. In light of the COVID-19 pandemic, to protect the health and safety of the local consultant and the respondents, SFS will also ensure that social distancing measures are implemented and masks are worn during all interviews and interpersonal interactions. Masks will also be provided for participants who may not already have them. To the greatest extent possible, in-person interviews will be conducted outdoors or arranged in locations where there is good ventilation.

ROLES AND RESPONSIBILITIES

The evaluation team will conduct the evaluation according to the TOR. SFS (the Evaluator) is responsible for accomplishing the following items:

- Receiving and responding to or incorporating input from SC and ILAB on the TOR draft
- Finalizing and submitting the TOR and sharing concurrently with SC and ILAB
- Reviewing project background documents
- Reviewing the evaluation questions and refining them as necessary
- Developing and implementing an evaluation methodology, including document review, remote and face-to-face KIIs and FGDs, and secondary data analysis, to answer the evaluation questions
- Conducting planning meetings or calls, as necessary, with ILAB and SC

- Deciding the composition of field visit KII and FGD participants to ensure the objectivity of the evaluation
- Capturing photographs of and anecdotes or quotes from stakeholders interviewed during fieldwork to incorporate in the stakeholder validation session presentation, final report and infographics
- Ensuring that appropriate health and safety, informed consent, ethics and do no harm protocols are understood and followed throughout the evaluation process
- Presenting preliminary results verbally to project field staff and other stakeholders as determined in consultation with ILAB and SC
- Preparing an initial draft of the evaluation report for 48-hour and a second draft for two-week review and sharing it with ILAB and SC
- Preparing and submitting the final report, infographics as well as three communication products identifying relevant messages and audiences, accordingly to a dissemination plan to be agreed by SFS with USDOL.
- Organizing a virtual learning presentation (for ILAB, SC and other stakeholders as requested) using communication products, which summarizes and synthesizes the results from the three SC evaluations in Georgia, Peru and Mexico, once all three evaluations have been completed.

ILAB (the Donor) is responsible for the following items:

- Reviewing the TOR, providing input to SFS as necessary, and agreeing on final draft
- Providing project background documents to SFS, in collaboration with SC
- Briefing SC on the upcoming field visit and working with them to coordinate and prepare for the visit and to ensure health and safety of evaluation team members and participants
- Reviewing and providing comments on the draft evaluation report and infographics
- Approving the final draft of the evaluation report and infographics
- Participating in the pre- and post-trip debriefing and interviews
- Including the ILAB evaluation contracting officer's representative (COR) on all communication with SFS.

SC (the Grantee) is responsible for the following items:

- Reviewing the TOR, providing input to SFS as necessary, and agreeing on the final draft
- Providing project background materials to SFS, in collaboration with ILAB
- Preparing a list of recommended interviewees with feedback on the draft TOR

- Scheduling meetings during the field visit and coordinating all logistical arrangements
- Reviewing and providing comments on the draft evaluation reports
- Organizing, financing, and participating in the interactive stakeholder validation meeting
- Providing in-country ground transportation to meetings and interviews
- Taking appropriate health and safety measures for themselves, the local consultant, and participants, in the COVID-19 environment (please see precautions described in Evaluation Management section above)
- Including the ILAB program office on all written communication with SFS.

EVALUATION MILESTONES AND TIMELINE

Activity	Date (2021)
Evaluation launch call	May 14
Draft TOR submitted to ILAB and SC	May 14
ILAB and SC feedback on draft TOR due to SFS	May 26
Final TOR, field itinerary, and list of stakeholders submitted to ILAB and SC	June 4
Logistics call with ILAB and SC	June 11
Submission of data collection instruments to ILAB	June 16
Fieldwork in Georgia	June 21 – July 2
Interactive stakeholder validation session (remote, if needed)	July 5
Post-evaluation debriefing with ILAB	July 14
Initial draft report for 48-hour review submitted by SFS to ILAB and SC	July 28
48-hour review comments due to SFS	July 30
Disseminate draft report and executive summary to ILAB, SC, and other key stakeholders for 2-week review	August 4
2-week review comments due to SFS	August 18
Revised report and draft 1-page infographic summary submitted to ILAB and SC	August 25
SFS submits draft communication products, synthesizing the results of the evaluations in Georgia, Peru, and Mexico	August 25
Final 508-compliant report and 1-page infographic summary submitted to ILAB and SC	September 8
Communication products finalized	September 8
Virtual learning event	TBD

DELIVERABLES AND DELIVERABLE SCHEDULE

- Draft TOR: May 14, 2020
- Final TOR, field itinerary, and draft list of stakeholders: June 4
- Logistics call, including TOR feedback: June 11
- Draft data collection instruments: June 16
- Remote interactive stakeholder validation session: July 5
- Initial draft report for 48-hour review: July 28
- Draft report for 2-week review: August 4
- Final draft report and draft 1-page infographic summary: August 25
- Final 508-compliant report and final 1-page infographic summary: September 8
- Virtual learning event: To be determined.

EVALUATION REPORT

Within 3 weeks after the stakeholder meeting, the lead evaluator will complete a draft report of the evaluation following the outline below and SFS will share it with the ILAB COR, ILAB Project Managers, and SC for an initial 48-hour review. Once the lead evaluator receives comments, they will make the necessary changes and submit a revised report. ILAB, SC, and other stakeholders will then have 2 weeks (10 business days) to provide comments on the revised draft report. The lead evaluator will respond to comments from stakeholders, where appropriate, and provide a final version within 2 weeks of ILAB acceptance of the revised draft evaluation report. The evaluation team will also produce a one-page summary using data visualization techniques and infographics to facilitate dissemination of major results.

A quality report is an ‘action-oriented evaluation report’ meaning that its content is focused, concise, and geared toward a particular audience, calling their attention to important results. It highlights desired changes in practice, behavior or attitudes (both at the individual and organizational level) and outlines possible next steps through the use of a variety of media, including data visualization. The final version of the report will follow the format below, be no more than 30 pages in length, excluding the annexes, and will be Section 508 compliant:

1. Table of Contents
2. List of Acronyms
3. Executive Summary (providing an overview of the evaluation, summary of main results/lessons learned/good practices and key recommendations, not to exceed five pages)
4. Evaluation Objectives and Methodology
5. Project Context and Description
6. Results (answers to evaluation questions with supporting evidence)
7. Lessons Learned and Promising Practices
8. Conclusions (interpretation of facts including criteria for judgements)
9. Recommendations (specific actions the evaluation team proposes be taken by ILAB and/or SC that are based on results and conclusions and critical for successfully meeting project objectives; as well as judgements on what changes need to be made for future programs)¹³¹
10. Annexes, including: TOR; List of documents reviewed; Stakeholder validation session agenda and participants; List of Meetings and Interviews; Any other relevant documents.

The electronic submission will include 2 versions: one version, complete with all annexes, including personally identifiable information (PII) and a second version that does not include PII such as names and/or titles of individuals interviewed.

¹³¹ It is recommended that the evaluation make no more than 10 recommendations in total, in order to focus on priority areas for follow-up action.

ANNEX E. EVALUATION DESIGN MATRIX

OECD DAC Evaluation Criterion:

RELEVANCE AND VALIDITY

Evaluation Questions:

1. Are the Project strategy, objectives, and assumptions appropriate for achieving the planned results? Do the Project’s expected outcomes and interventions respond to relevant stakeholders’ needs?
2. To what extent did the global Project Theory of Change (TOC) and set Long-Term Outcomes (LTO) as prescribed in the Funding Opportunity Announcement (FOA) hold true in Georgia? What were the benefits and limitations of the prescribed TOC and LTOs?
3. Has the grantee addressed all relevant stakeholders, so as to ensure their support for the Project?
4. What are the needs and priorities of workers and underserved communities regarding workers’ rights and working conditions?

Evaluation Question Background: These evaluation questions aim to determine the relevancy of the Project design and planning to ensure that the overall Project objective, the aim for the Georgian component, and all of their associated activities and outcomes are on track (as at March-June 2021) to complete a successful Project by July 2022 – particularly by indicator targets and results to date (as detailed in the Project’s Theory of Change). They also aim to determine whether there are challenges and gaps to fulfilling the Project’s objective. Furthermore, in working toward the objective, the questions aim to determine the extent of stakeholder engagement and ownership of the Project, and whether unions and workers (the Project’s main beneficiaries) are being supported in terms of their priorities and labor rights.

Overall Project Objective: Effective engagement by workers and civil society organizations (CSOs) with the government and employers to improve enforcement of labor laws.

Georgia Project Aim: To reach approximately 10% of high-risk workers (i.e., 17,000 workers) through the following main activities: 1) awareness-raising, 2) capacity-building, 3) follow-up assistance and mentoring regarding the new OSH law and other related labor laws, and 4) assistance on identifying and documenting OSH risks and seeking legal recourse.

Investigation	Source of Information	Data Collection Tool	Comments
Is the Project scope, objectives & activities in line with key USDOL & GOG strategies? Are sectors appropriate and well-selected?	<ul style="list-style-type: none"> • Project documents • USG & GOG KIIs 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide 	<ul style="list-style-type: none"> • Content & context analysis • Probe rationale for selection of regions and sectors
Examine TOC and LTOs in the Georgian context.	<ul style="list-style-type: none"> • Project documents • TPRs • USG and IP KIIs 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide 	<ul style="list-style-type: none"> • Content & context analysis
Stakeholder analysis, and beneficiary rapid priorities and needs assessment.	<ul style="list-style-type: none"> • Project documents • TPRs • KIIs & FGDs 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide • FGD Guide 	<ul style="list-style-type: none"> • Stakeholder analysis • Content & context analysis • Gap analysis

Investigation	Source of Information	Data Collection Tool	Comments
Analysis of selection of relevancy of regions, sectors, and beneficiaries (underserved communities) for Project implementation.	<ul style="list-style-type: none"> Project documents KII interviews 	<ul style="list-style-type: none"> Document content & context KII Interview Guide 	<ul style="list-style-type: none"> Content & context analysis

OECD DAC Evaluation Criterion:

COHERENCE

Evaluation Question:

5. What efforts have been made by the Project to increase its coherence? To what extent has the Project coordinated efforts with existing SC and CIPE interventions in the country, so as to avoid duplication of activities/ investments?

Evaluation Question Background: A key feature of the OECD DAC revised evaluation criteria in 2020 is the addition of one major new criterion – coherence – “to better capture linkages, systems thinking, partnership dynamics, and complexity” (p. 3). For example, a lack of coherence can lead to duplication of efforts. Hence, the criterion aims to focus on determining the synergies, or trade-offs, between policy and cross-government coordination and the extent to which they support or undermine the Project. This could include *internal coherence* (synergies and interlinkages between the Project and other IP interventions) and *external coherence* (synergies with interventions by other actors). More critically, the USDOL question focuses on internal coherence. Therefore, the evaluation team will analyze the consistency of the Project with other projects in Georgia conducted by the Implementing Partners SC and CIPE.

OECD DAC (2020). Revised Criteria, January: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>.

Investigation	Source of Information	Data Collection Tool	Comments
What were the IP’s learnings from similar previous USG programs in Georgia?	<ul style="list-style-type: none"> Project documents USG documents USG & IP KIIs 	<ul style="list-style-type: none"> Document content & context KII Interview Guide 	This includes 3 USG projects in Georgia: 1) USAID EGP – Economic Governance Program (2019-2024) – CIPE is an IP, 2) USAID G4G – Governing for Growth (2014-2019) – CIPE was an IP, & 3) USAID GLP – Global Labor Program (2016-2021) – implemented by SC.
What are the coordination efforts between existing IP projects in Georgia to leverage results?	<ul style="list-style-type: none"> Project documents USG documents USG & IP KIIs 	<ul style="list-style-type: none"> Document content & context KII Interview Guide 	

OECD DAC Evaluation Criterion:

EFFECTIVENESS

Evaluation Questions:

6. Which Project outcomes show the greatest level of achievement during the Project’s period of performance (as per the project’s specific PMP indicators)? To what extent are the expected outcomes likely to be achieved within the life of the Project? What adjustments, if any, should be made to the Project’ PMP to better reflect progress toward Project outcomes?

7. What interventions were most effective at strengthening civil society organizations and empowering workers? Under what circumstances and for whom were they effective or not effective?
8. Which institutional actors, leverage points or structures within existing (country, regional or global) systems were the most willing/ effective partners and what were the factors facilitating or limiting their engagement (in achieving and sustaining desired outcomes)?
9. How does the organizational capacity of Project implementers, target institutions, and implementing partners limit or facilitate the effectiveness and sustainability of Project interventions? Does the Project design adequately account for differences in institutional capacity?
10. How effectively did ILAB and the Project implementers engage underserved communities over the Project life cycle? How could ILAB and Project implementers improve engagement with underserved communities to ensure programming is equitable and responsive to their needs and priorities?

Evaluation Question Background: The Project aims to effectively engage workers and CSOs with the GOG and employers to improve enforcement of labor laws through 1) awareness-raising of the OSH law, 2) training (capacity building), 3) technical or legal assistance, and 4) identification of risks. **Georgia Project Aim:** To reach approximately 10% of high-risk workers (i.e., 17,000 workers).

Investigation	Source of Information	Data Collection Tool	Comments
Analysis of performance results	<ul style="list-style-type: none"> • Project documents • TPR • Related statistics • KIIs & FGDs 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide • FGD Guide 	<ul style="list-style-type: none"> • Content & contribution analysis • Gap analysis • Analysis of Achievement Rating Scores (in KIIs & FGDs)
Analysis of awareness-raising on OSH law and its effectiveness for the needs and priorities of stakeholders and beneficiaries?	<ul style="list-style-type: none"> • Project documents • KIIs & FGDs • AR modules 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide • FGD Guide 	<ul style="list-style-type: none"> • Content & contribution analysis • Trend analysis
Analysis of capacity building (training) on OSH law and its effectiveness for the needs and priorities of stakeholders and beneficiaries?	<ul style="list-style-type: none"> • Project documents • KIIs & FGDs • Training modules 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide • FGD Guide 	<ul style="list-style-type: none"> • Content & contribution analysis • Trend analysis
Indication of the quality of AR and training materials developed for training – and use of training (application)	<ul style="list-style-type: none"> • Project documents • KIIs & FGDs • AR & training modules 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide • FGD Guide 	<ul style="list-style-type: none"> • Content & contribution analysis
Increase in capacity to engage workers and CSOs with government and employers.	<ul style="list-style-type: none"> • PPRs • KIIs & FGDs • Pre- and post-assessments 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide • FGD Guide • Analysis of data 	<ul style="list-style-type: none"> • Stakeholder analysis • Content & contribution analysis • Gap analysis

Investigation	Source of Information	Data Collection Tool	Comments
Degree/extent of buy-in & ownership of government and other stakeholders	<ul style="list-style-type: none"> • PPRs • KIIs & FGDs 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide • FGD Guide 	<ul style="list-style-type: none"> • Stakeholder analysis • Content & contribution analysis • Gap analysis

OECD DAC Evaluation Criterion:

EFFICIENCY

Evaluation Questions:

11. How can USDOL and its Grantees improve coordination and efficiency on Project design, ensuring alignment with USDOL priorities and Grantee expertise?
12. What can be learned about the level of change (outcomes) that can realistically be achieved within a given Project timeframe and budget (with acknowledgement that some aspects of this learning are context-specific or resultant from the COVID-19 pandemic, and some aspects may be more generalizable)?
13. How has the Project adapted in light of external factors such as global health crises, political crises, etc.? Does the Project have a solid planning, monitoring and evaluation (M&E) framework or system in place? Is it being used in an effective way?

Evaluation Question Background: The efficient management of financial and other Project resources is challenging given the limited funding for each country component. This criterion assesses whether the resources were adequate, and the management of resources was efficiently coordinated with partners, was well-functioning as part of a Monitoring & Evaluation (M&E) framework, and took into account the country context in terms of political and health crises, whether country-specific or global.

Investigation	Source of Information	Data Collection Tool	Comments
Sufficient staffing, and efficient management and communication practices between the IP and the sub-grantees (Project partners)?	<ul style="list-style-type: none"> • PPRs • Project documents • KII interviews 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide 	<ul style="list-style-type: none"> • Content & contribution analysis • Gap analysis
SC's collaboration and coordination with partners – was it well-functioning, efficient, and cooperative for successful Project implementation?	<ul style="list-style-type: none"> • KII interviews 	<ul style="list-style-type: none"> • KII Interview Guide 	<ul style="list-style-type: none"> • Content & contribution analysis
Sufficient budget and time provided for implementation, and adjusted/modified when necessary?	<ul style="list-style-type: none"> • PPRs • Project documents • Modifications • KII interviews 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide 	Budget modification (i.e., CA mod #3 signed May 1, 2020, extended the Georgia component to July 31, 2022 & increased the budget from \$797,392 to \$1,944,173

Investigation	Source of Information	Data Collection Tool	Comments
Trainings, awareness-raising, and workshops conducted according to schedule with appropriate staff and resources? Strategies to manage delays and changes to schedule due to internal and/or external conditions?	<ul style="list-style-type: none"> • PPRs • Project documents • KIIs & FGDs • Training schedules 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide • FGD Guide 	Page 7-8 of TPR October-March 2019 (revised on 28 June 219) indicates Project start was delayed – started on January 1, 2019 (3 months after CA signed)
Monitoring & documentation of activities, outputs and risk management in place (i.e., COVID-19) along with relevant Project corrections, strategy changes?	<ul style="list-style-type: none"> • PMP, PPR • MEL Plans • KII interviews 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide 	<ul style="list-style-type: none"> • Content & contribution analysis • M&E analysis

OECD DAC Evaluation Criterion:

IMPACT

Evaluation Question:

14. How can ILAB and its Grantees better capture impact on long-term outcomes for workers and workers’ organizations?

Evaluation Question Background: As impacts are determined over a longer period, the Project, from its inception, outlined 4 long-term outcomes (LTOs): 1) CSOs/workers accurately identify potential labor law violations in workplaces, 2) CSOs/workers submit well-supported, well-articulated, justiciable claims to initiate inspections & seek legal remedies, 3) CSOs/workers effectively track progress of claims, and 4) CSOs/workers engage with the government & employers to address potential labor law violations.

Investigation	Source of Information	Data Collection Tool	Comments
Analysis of LTOs	<ul style="list-style-type: none"> • KIIs & FGDs 	<ul style="list-style-type: none"> • Document content & context • KII Interview Guide • FGD Guide 	<ul style="list-style-type: none"> • Content & contribution analysis • Trend analysis • Analysis of Achievement Rating Scores (in KIIs & FGDs)
Indications of change among the Project participants	<ul style="list-style-type: none"> • KIIs & FGDs 	<ul style="list-style-type: none"> • KII Interview Guide 	<p>No baseline conducted; Targets not provided for many indicators.</p> <ul style="list-style-type: none"> • Content & contribution analysis • Trend analysis • Analysis of Achievement Rating Scores (in KIIs & FGDs)

OECD DAC Evaluation Criterion:

SUSTAINABILITY

Evaluation Questions:

15. Is there a clear exit strategy in place, that aims to ensure the sustainability of the Project outcomes?
16. Has the Georgian Trade Union Confederation (GTUC) taken any steps to ensure that the services being provided to workers by the Project will continue after the end of the same? What kind of support would increase the likelihood of sustainability of these services?
17. Which Project outcomes (and major outputs) show the greatest likelihood of being sustained after external support has ended? What were the key opportunities for sustainability? Are there any significant limitations to sustainability?

Investigations	Source of Information	Data Collection Tool	Comments
Follow-up of claims – processes and procedures	<ul style="list-style-type: none"> • KIIs & FGDs • Relevant documents 	<ul style="list-style-type: none"> • KII Interview Guide • FGD Guide 	<ul style="list-style-type: none"> • Content & contribution analysis • Trend analysis • Analysis of Sustainability Rating Scores (in KIIs & FGDs)
Continuous opportunities for Project participants raise issues, identify violations, submit justiciable claims, and track progress of claims.	<ul style="list-style-type: none"> • KIIs & FGDs • Relevant documents 	<ul style="list-style-type: none"> • KII Interview Guide • FGD Guide 	<ul style="list-style-type: none"> • Content & contribution analysis • Trend analysis • Analysis of Sustainability Rating Scores (in KIIs & FGDs)
Evidence of continued application of skills acquired through the Project	<ul style="list-style-type: none"> • KIIs & FGDs • Relevant documents 	<ul style="list-style-type: none"> • KII Interview Guide • FGD Guide 	<ul style="list-style-type: none"> • Content & contribution analysis • Trend analysis • Analysis of Sustainability Rating Scores (in KIIs & FGDs)
Evidence of GOG able to sustain itself operationally, financially, and administratively after completion of the Project	<ul style="list-style-type: none"> • KIIs & FGDs • Relevant documents 	<ul style="list-style-type: none"> • KII Interview Guide • FGD Guide 	<ul style="list-style-type: none"> • Content & contribution analysis • Trend analysis • Analysis of Sustainability Rating Scores (in KIIs & FGDs)

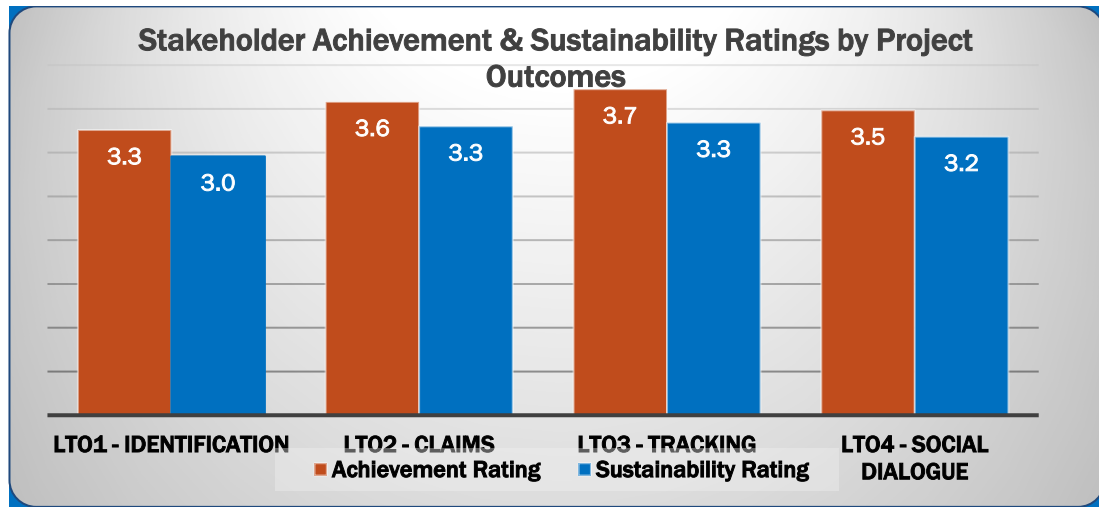
ANNEX F. PROJECT PERFORMANCE INDICATORS INTERIM RESULTS

INDICATOR	LOP TARGET	ACTUAL TO DATE	
LONG-TERM OUTCOME 1: identify potential labor law violations in workplaces			
1: # cases reported from new workplaces	TBD	46	
2: # worker representatives in OSH issues elected by workers	TBD	29	
3: % training participants with increased knowledge of labor laws	85%	58%	
4: # trainings on labor law and enforcement of worker rights	60	87	
# workers attending	1600	1733	
# employers attending	200	0	
# by sex Male/Female (workers)		1365	368
5: # participants reporting information gained through AR media efforts	TBD	No data	
LONG-TERM OUTCOME 2: submit justiciable claims to initiate inspections and seek legal remedies			
6: # claims			
# identified	TBD	29	
# reported	TBD	29	
# responded to by inspectors	TBD	29	
# resolution terms agreed	TBD	19	
# resolution terms enforced	TBD	3	
7: # calls addressed to the hotline	900	3048	
8: % trainees with increased knowledge to document & report labor law violation claims	85%	64%	
9: # trainings on identification of OSH violations and legal procedures	44	22	
# union leaders/members trained	1200	27	542
10: # GTUC lawyers trained on new OSH law	10	10	
11: % participants with increased knowledge of OSH laws & procedures	TBD	No data	
12: # trained OSH champions educating others on monitoring, documenting, and reporting workplace OSH violations	TBD [^]	19	
LONG-TERM OUTCOME 3: track progress of claims			
13: % GTUC tracked cases that are present in government records	TBD	No data	
14: # claims tracked	TBD	No data	
LONG-TERM OUTCOME 4: engage with GOG & employers to address potential labor law violations			
15: # companies with improved systems or procedures to address OSH	75	0	
16: # trained trainers educating companies on responsibilities of employers to comply with OSH law and dialogue with workers	10	0	
17: % training participants with increased knowledge of OSH law compliance	70%	0%	
18: % trainers with capacity to train companies on integrated compliance	80%	0%	
19: # newly created or improved mechanisms addressing OSH (e.g. CBAs/employer agreements, dispute resolution mechanisms)	TBD	2	
20: # roundtables held ^{^^}			
# roundtables held	20	2 ^{^^}	
# enterprises	10	No data ^{^^}	
# workers	400	No data ^{^^}	
21: Brief description of best practices of labor-management cooperation to reduce and resolve OSH violations developed	N/A	N/A	
22: % training participants with increased skills for OSH policy advocacy	70%	0%	
23: # OSH policy recommendations developed & submitted to the GOG	TBD	16	

INDICATOR	LOP TARGET	ACTUAL TO DATE
Standard F-Indicator DR.4.5-1: # independent worker organizations supported by USG to promote international labor standards	TBD	No data
Standard F-Indicator DR.6.1-2: # human rights defenders trained & supported	TBD	No data

Source: USDOL Project Data Tracking Table, March 31, 2021: Revised with indicators submitted in Sept. 2020.
 Note: ^ 2020 Project Document, p. 20-22, says that 20 OSH champions are planned to be trained.
 Note: ^^ Attachment 1A Data Tracking Table, in the October 2020 TPR, states in the column 'Life of Project Actual Total' that 20 roundtables, 10 enterprises, and 400 workers have been achieved, but this is incorrect – only 2 roundtables have been conducted (information from SC on 27 August 2021).
 F-indicators are Standard Foreign Assistance indicators that aggregates USAID, Department of State, and other USG agency data across programs.

ANNEX G. RAPID SCORECARD: STAKEHOLDER RESULTS FOR GEORGIA



STAKEHOLDER RESPONSES

Performance Summary	Rating
LTO1: CSOs/workers accurately identify potential labor law violations in workplaces	
On track, except for Indicator #4 Employer Training on labor law & enforcement of workers' rights. There is currently no data for Indicator #5 on participants' knowledge gained through media awareness-raising.	<p>Low Moderate Above-Moderate High</p> <p>Achievement ●————●————○————●</p> <p>Sustainability ●————●————○————●</p>
LTO2: CSOs/workers submit well-supported, well-articulated, justiciable claims to initiate inspections & legal cases	
On track, except for Indicator #9 Training to union leaders/members on legal procedures. High achievement for Indicator #7 Calls to the hotline. There is currently no data for Indicator #11 on participants' knowledge gained through training – however, this is currently in progress.	<p>Low Moderate Above-Moderate High</p> <p>Achievement ●————●————○————●</p> <p>Sustainability ●————●————○————●</p>
LTO3: CSOs/workers effectively track progress of claims	
There are no targets or results against the 2 indicators #13 and #14 – claims & cases tracked that are in the GOG's records. However, stakeholders rate the training and purpose of the claims tracking mechanisms as a major achievement.	<p>Low Moderate Above-Moderate High</p> <p>Achievement ●————●————○————●</p> <p>Sustainability ●————●————○————●</p>

Performance Summary	Rating
LTO4: CSOs/workers engage with the GOG & employers to address potential labor law violations	
<p>Few activities have started. 20 roundtables held (Indicator #20); 16 OSH policy recs. submitted to GOG (Indicator #23). Just starting – TOT, collective bargaining, dispute resolution, tripartite social dialogue skills, & facilitating GOG dialogues. Stakeholders rate the roundtables highly.</p>	<p>Low Moderate Above-Moderate High</p>

The tables below outline the differences between the stakeholder perceptions of the project’s effectiveness and the evaluators’ assessment (triangulated with the desk review, TPR results, and all KIIs and FGDs).

LTO1 Achievements: CSOs/workers accurately identify potential labor law violations in workplaces

TPR Results (Annex F)	Stakeholder Scorecard Rating	Evaluator Rating
<p>On track, except for Indicator #4 Employer Training on labor law & enforcement of workers’ rights. There is currently no data for Indicator #5 on participants’ knowledge gained through media awareness-raising, but this is planned for 2021.</p>	<p>Above-Moderate (Score 3.3)</p> <ul style="list-style-type: none"> - Interactive Facebook page with Q&A, but not all workers have online access - Inclusion of business associations - Wide range of issues covered - Leaflets are in high demand - Not enough AR campaigns 	<p>Above-Moderate</p> <ul style="list-style-type: none"> - Variety of media (except radio) - Wide sectoral coverage (high-risk & non-high-risk) - Regional reach, but need F2F interactions - Lack of disaggregated data on AR activities

LTO2 Achievements: CSOs/workers submit justiciable claims to initiate inspections and seek legal remedies

TPR Results (Annex F)	Stakeholder Scorecard Rating	Evaluator Rating
<p>On track, except for Indicator #9 Training to union leaders/members on legal procedures. High achievement for Indicator #7 Calls to the hotline. There is currently no data for Indicator #11 on participants’ knowledge gained through training – however, this is currently in progress.</p>	<p>Above-Moderate (Score 3.6)</p> <ul style="list-style-type: none"> - Training and support provided to business associations - Hotline trends on labor issues of concern; but limited statistics - Demand for legal support - Workers know process for making justiciable claims - Workers know claims are made & are interested in outcomes 	<p>Above-Moderate</p> <ul style="list-style-type: none"> - Two lawyers embedded in GTUC - Active & committed lawyers - Active OSH champions - Labor Inspectorate engaged - Importance of term ‘justiciable’ - Urban, non-union participants use the hotline; regional union members go to OSH specialist - Limited hotline data aggregation

LTO3 Achievements: CSOs/workers effectively track progress of claims

TPR Results (Annex F)	Stakeholder Scorecard Rating	Evaluator Rating
There are no targets or results against the 2 indicators #13 and #14 – claims & cases tracked that are in the GOG’s records.	Above-Moderate (Score 3.7)	Low
	<ul style="list-style-type: none"> - Project data tracking system - Establishment of database - Tracking, but LI delay recording 	<ul style="list-style-type: none"> - Limited documentation of claims data, including indicator targets - Tracking data not yet available

LTO4 Achievements: CSOs/workers engage with GOG and employers to address potential labor law violations

TPR Results (Annex F)	Stakeholder Scorecard Rating	Evaluator Rating
Few activities have started. 20 roundtables held (Indicator #20); 16 OSH policy recs. submitted to GOG (Indicator #23). Just starting – TOT, collective bargaining, dispute resolution, tripartite social dialogue skills, & facilitating GOG dialogues.	Above-Moderate (Score 3.5)	Low
	<ul style="list-style-type: none"> - Roundtables are bringing workers and employers together - GOG engagement has started - Training on collective bargaining is starting to bring results (not yet with mediation) 	<ul style="list-style-type: none"> - Many activities have just started - 7 of the 9 LTO4 indicators have yet to record results - Information on increased knowledge after training is not yet available – in progress

Note: TPR results are to end March 2021 (see Annex F for full results against indicators).