



Mayors for  
Economic Growth



# Local Economic Development Plan

Gori Municipality  
Georgia

*Plan through Cooperation, for  
Sustainable Economic Growth!*

## Preface from Mayor

Enhancing the local economy and creating new employment opportunities are the main goals and topic of ministration. "Local Economic Development Plan" (LEDP) serves to these goals and includes specific activities allotted for a period of two years. Nowadays, it is impossible to succeed and achieve sustainable welfare without strategic planning and having relevant documents. Properly analyzing existing obstacles and opportunities and setting the goals to reach is essential. Hence, having the strategic plan is a step forward on the way of development. However, to reach the goals set successfully, is impossible without the implementation of the action plan effectively. Whilst working on the document, reflections of the citizenry were widely considered, since the approach was to create local need-based LEDP. To have the right impact, it is necessary to fulfill the LEDP with the same principles, involve society in its implementation.

I would like to encourage Gori Municipality citizenry, all the stakeholders and partners of the Municipality to actively participate in the implementation of the LEDP by introducing their recommendations, opinions and proposals dedicated to the successful realization of the plan. Herewith, on behalf of Gori Municipality, I express readiness to cooperate and be open to discuss any offer.

I cordially thank Secretariat of the EU initiative "Mayors for Economic Growth" (M4EG) for the support provided in drawing up the LEDP and I am ready to attain activities within the M4EG and hope to continue close cooperation in the future.

I also would like to thank representatives of the business sector, civil society organization (CSOs), each member of educational institutions, participants of LEDP process and working group members: Zaur Rostomashvili (Local Economic Development Officer), Nino Markozashvili (representative of CSOs), Zaur Saganelidze (Business sector representative), Beka Asanidze (representative of local authority), Mikheil Goginashvil (representative of Gori Municipality Council) and to Tamar Koblianidze (representative of organization "Regional Center of Consulting and New Professions").

Yours Sincerely,

Konstantine Tavzarashvili  
Mayor of Gori Municipality



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## 1. Executive Summary

On the 4<sup>th</sup> of August 2017, since the mayor of Gori Municipality signed the membership form within EU initiative M4EG, Gori municipality started developing LEDP through close partnership between Public and Private sectors.

Objective of the presented plan is to define supporting principles of achieving long term welfare and arranging specific activities based on analysis of existed conditions. The document focuses only on well-distinguished realms of economy, it is brief, and includes two years goal oriented action plan.

Whilst designing the LEDP thorough research of municipality potential was carried out and two sectors/realms tourism and agriculture as main opportunity of economic development were identified. Overall vision of the municipal development was elaborated, aiming to create convenient business environment to attract new investments for enhancing capacities in innovations, modern technologies, education, tourism, agriculture and processing industry through good governance, resulting in elevation of employment and economic growth.

Defined objectives for economic development of the municipality are: Development of tourism, agriculture and processing industry; creating convenient environment, supporting employment and entrepreneurial activities. To reach the goals and objectives following activities have been conducted: development of tourism related infrastructure, supporting investment attraction, enhancing knowledge/qualification and diversifying marketing activities of the municipality. LEDP also includes information amount the financial resources needed and presumably defined sources. Gory Municipality is disposed to fund part of activities through municipal budget, however, more actions has to be taken to gain funding from external sources.

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### Abbreviations:

LEDP - Local Economic Development Plan

M4EG - Mayors for Economic Growth

ENPARD - European Neighbourhood Programme for Agriculture and Rural Development

DCFTA - Deep and Comprehensive Free Trade Area

EBRD - European Bank for Reconstruction and Development.

SWOT Analysis - Strengths, Weaknesses, Opportunities, Threats Analysis

## 4. Introduction to Plan

On 4<sup>th</sup> of August, 2017, Gori Municipality signed the Mayors for Economic Growth (M4EG) Club membership Form and gained the status of Junior Member of initiative.

Signing the initiative serves to achieve the concrete goal that is a local economic development, enhancing economic growth and creating new employment opportunities. And the latter is the main issues of ministrations of Municipality and its core priority.

Gori Municipality is located in the central part of the East Georgia. From the north, the municipality is adjacent to the Georgian territory occupied by Russia, from the east by Kaspi Municipality, from the South Borjomi and Tsalka Municipalities and Kareli Municipality form the West. Area of Municipality is 2327.2 Sq. km. Its Administrative centre is the City of Gori, which is 75km away from Tbilisi and 93km from Tbilisi International Airport. The international motorway (Sarpi, Samtredia, Gori, Rustavi, Tsiteli Khidi (Red Bridge)) cross municipality's territory and is 3km far from the city of Gori. What is more, Georgia's main railway lays in Gori Municipality. Thereby, Gori Municipality is easily approachable by railway or motorway. Length of the motorways in the municipality is 531.6 kilometers, 43% is covered with asphalt and 57% is plattened or partly plattened. Condition of the road infrastructure is worthening year to year because of the poor technical services.

although this number does not include inter-village roads or roads connecting residential areas to the agricultural plots. Only 227 km. out of the 531.k is covered with asphalt.

Gori Municipality includes one city and 120 villages. Number of population is 125 692 – Men 48.3% and Women 51.7%.

38% of population lives in the city and 62% in the rural areas. Average age of Men is 36.8 and women's is 40.6. Share of working population is 59.1% and level of unemployment is 12%.<sup>1</sup> Tendency of migration has been increased during the recent years. Especially, high qualified work force migrates to the capital city or to more developed countries, where job opportunities are more.

Climate in Gori Municipality is favorable for practicing agriculture. Tourist attraction and comfortable location makes opportunities for development different field of economy (Tourism, Trade and etc.).

M4EG initiative gives possibilities to its member municipalities access to high quality expert knowledge, finances and other support services. This is a good chance for municipalities to stimulate self-development considering principles of Public and Pprivate Partnership, gain economic profit and improve their reputation at national and international levels. For Instance, Under the M4EG initiative, Gori Municipality has already obtained a grant to implement the project, which serves development of tourism and related business activities.

The presented plan is fully in line and meets implementation of the national strategies: Strategy for Agricultural Development in Georgia 2015-2020 and Georgian Tourism Development Strategy 2025.

This plan has been developed in full compliance with the M4EG standards. One of the most important principle of the standards is an active inclusion of civil society and educational actors in the working process.

Mayor of Gori Municipality will continue cooperation with the private sector and ensure their participation in the plan implementation and monitoring processes.

Gori Municipality will provide financial resources from its 2019-2020 budget to implement part of the plan and will try to raise funds from external sources for the rest activities of the plan. .

## 5. Process of Local Economic Development Plan Development

Likewise the M4EG initiative, we clearly understands importance of public-private partnership (PPP) and citizen's participation in the decision-making processes that is an essential prerequisite to establish democratic society and achieve a long-term well-being. Despite the lack of PPP practice approach, it was used in the Plan development process, and was successfully, that is proofed by involvement of number of highly motivation people, Worth to underline that many of them addressed working group and expressed willingness on participation in the local partnership meetings by themselves.

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<sup>1</sup> Number of the self-employed population has the bggest share in the total indicator of the employed population. Majority of self-employed population don't declare themselves as employed

Mayor of Gori Municipality appointed a local economic development officer and set up a working group. In order to mutually work out the local economic development plan, a local partnership was established by the representatives of business sector, local authority, civil society and educational institutes. The officer, together with the working group and the whole partnership had a regular coordination with each other and all of them were always informed about the achieved progress. Worth to mention, that working process did not include only working group and partnership meetings but the officer and other members of the working group met municipal employees and various field specialists on a regular basis to receive consultations from them.

Four meetings of the local partnership and six working group meetings were held whilst the period of plan development. In addition, there was frequent communication by e-mail and representatives of the local partnership shared their notes and comments for each new version of the plan to the officer and other members of the working group. Feasibility of the plan's activities were discussed and decisions about the different themes that should be included in the plan were made based on the results of these meetings and recommendations received. For more information about the process of LEDP development, please see annex 1 of this document – (working group minutes 20 pages)

## 6. Local Economic Analysis

### 6.1 Analysis of Local Economic Structure

Gori Municipality is one of the well-developed economic centres in Georgia with a rich tradition and experience in the field of entrepreneurship. According to the national statistics office of Georgia, 1636 non-financial enterprises operate in the municipality since 2016. 93 new non-entrepreneurship (non-commercial) legal entities were registered in 2017 that is 76 more than the date of 2016. Number of financial institutes are 18. Number of enterprises increased in the field of processing industry, trade and repairs mainly in small business. The main production types in Gori Municipality: wheat flour, canning products, apple concentrate, alcoholic beverages, spirits, fruits and vegetables. There are 34 enterprises in these fields, where more than 800 people are employed. Number of registered enterprises are not functioning or work by season. Core problems in the processing industry are old equipment and lack of investments.

Number of enterprises in Gori Municipality:

- 1603 small enterprise
- 20 medium enterprise

**Table #1: Classification of Enterprise according to Size**

(National Statistics Office of Georgia classifies the size of the enterprises by the following rule)

| Name              | Number of staff | Year turnover, Euro      |
|-------------------|-----------------|--------------------------|
| Small enterprise  | 1- 50           | Less than to 12 millions |
| Medium enterprise | 50 – 250        | 12-60 millions           |
| Large enterprise  | 249             | More than 60 millions    |

**Table #2: Presentational Table for Private Sector Companies**

(Data are provided by the national statistics office of Georgia)

| Type of economic activities  | Number & % of businesses (per classification) |       |        |       |
|--|---|-------|--------|-------|
|  | Micro   | Small | Medium | Large |
| Industrial Manufacturing   | 82  | 96%   | 4%     |       |
| Agricultural Production  | 31  | 100%  |        |       |
| Retail   | 734   | 99%   | 1%     |       |
| Wholesale  | 233   | 99%   | 1%     |       |
| Business Services (training, consulting, marketing research, PR, advertising, publishing)  | 2   | 100%  |        |       |
| Medical Services   | 87  | 98%   | 2%     |       |
| Services to Population (hair dresses, laundry, car repair services, minor repair services) | 90  | 100%  |        |       |



|  |     |      |     |  |
|--|-----|------|-----|--|
| <i>Restaurants, cafes, bars etc.</i>   | 44  | 100% |     |  |
| <i>Hotels, hostels etc.</i>  | 25  | 100% |     |  |
| <i>Transport</i>   | 12  | 100% |     |  |
| <i>Construction, Development</i>   | 59  | 88%  | 12% |  |
| <i>Creative Services (design, photography, videography, web design, social media, event)</i> | 6   | 100% |     |  |
| <i>Waste Management</i>  | 1   | 100% |     |  |
| <i>Tourism</i>   | 5   | 100% |     |  |
| <i>Cultural Heritage</i>   | 306 | 99%  | 1%  |  |

Number of employees in Gori Municipality's business sector was 8411 by the year of 2014, in 2015 it increased and became 8970.

Medium enterprises are operating in the field of processing and construction. Number of medium enterprises have not changed during the recent years.

Tourism sector is relatively better developed. Main attractions are monuments of cultural/historical heritage. There are 136 cultural heritage monument in Gori Municipality, from which 53 are located in the city of Gori. Majority of these heritage are churches and monasteries.

There are 8 hospitals, 32 ambulatory-polyclinic and 16 dental clinics in Gori Municipality.

Trade is well-developed in small enterprises. There are 945 enterprises in the trade business, from which 213 are wholesalers and 732 retailers.

Annual economic turnover of Gori Municipality in 2015 was 537.5 million GEL (179.16m Euro) that is 111 million Gel (37m Euro) more than the same indicator in 2014. In these years, the following sectors were increased: Construction (10.3%), trade (72%) Hotels and Restaurants (11.6%), Processing Industries – grape, fruits and vegetable (5.6%), Agriculture, hunting and forestry (73%). Processing industry is directly linked to the agriculture, thereby, it is municipality's important sector of economy.

The rural land area in Gori Municipality is of 29 803ha, from which 1219ha (4%) is a non-agriculture land and 28 584 (96%) is agricultural land. Agricultural land consists of Arable lands – 14 953 (52.48%); Land with perennial crops – 9 507ha (33%), Natural haystacks and pastures – 4 118ha (14.5%); and Greenhouses – 6ha (0.02%). The majority of rural territory is dedicated to the arable lands. During last two years production of municipality's vineyards and orchards decreased due to the bad climate conditions, i.e. hail, rain and frost. Farmers name an agroinsurance as the significant problem. They underline that this service is expensive and not effective. Several farmers mentioned that they were insured but insurance companies didn't reimburse their losses after the hail.

Number of agriculture production in Gori Municipality has an important share in whole region's production, especially apple, pear, quince, cherry, plum, beetroot, cabbage, barley and wheat.

Livestock and poultry farms operate in Gori municipality, but their quantity is much less, and the largest share of meat products is imported in the market.

## 6.2 Local Cooperation and Networking

Meetings with businessmen revealed that in Gori Municipality companies do not cooperate actively with each other and their partnership is only based on personal relations.

There is not any structured mechanism or institute through which business representatives would manage to share information and experience to each other's. Though, experience of structured cooperation is in agriculture sector as many agricultural cooperatives exists. During last six years, development and encouragement of agricultural cooperatives were strongly supported by legislative amendments, state initiatives and international organisations. State programmes and international organisations (should be noted European Union's the European Neighbourhood Programme for Agriculture and Rural Development (ENPARD), which actively works in Gori municipality since 2013.) promote development of agricultural cooperatives not only by financial resources, but also by providing mutual capacity building activities – trainings, study visits, creating the space where representatives of cooperatives are able to talk to each other and share experience. Today, approximately 80 agricultural cooperatives operate in Gori Municipality.

There is no structured mechanism of communication regarding the cooperation between private sector and local authority. There exists small experience of relations but they are limited to one-time, irregular meetings of municipal officials with businessmen that does not bring tangible results.

### 6.3 Business-friendly, Transparent and Corruption Free Administration

Administration of Gori Municipality actively works on various themes but information is not published proactively. Mayor's web-page is operating but is under a need of refinement and improvement. There is no special department in municipality's administration who would be directly responsible on relation with business representatives and providing information and consultancies not only by face to face meetings but through public meetings and other informational channels.

Often it is difficult for business representatives, especially for start-uppers to find out information about the existing laws and regulations. In Gori Municipality operates Information-consultation Shida Kartli Regional Division of the Ministry of Agriculture of Georgia. As well, informational centre of Deep and Coherent Free Trade Agreement (DCFTA), where business information and consultancies are provided for free. Additionally, information about the legal norms and governmental and non-governmental programmes supporting business development can be founded on various web-pages. Despite this opportunities, analyse of existing situation revealed that businessmen, especially small business representatives and start-uppers find it difficult to access and process the useful information. Also, representatives of agriculture sector say that there are lack of knowledge and expertise in the following fields: food safety, marketing, management, technologies and modern standards. And it is problematic to receive relevant high-qualified consultancies.

Administration of Gori Municipality tries to support business sector development through implementing various activities. Unfortunately, these activities are spontaneous, is not systemized and are not based on certain visions or strategies. Worth to mention that since 2016, administration of Gori municipality annually hosts the Gori International Forum, which aims to popularize municipality on the international level, to establish and improve international partnership links and attract foreign investments. Participants of the forum are private and public sector's representatives from Georgia, from neighbour and European countries. Herewith, in 2016, Gori Municipality implemented grant programme for business development, whose 10 winners received 1000 Gel (334 Euros) as a grant.

Information about all tenders announced by the administration of municipality is published on the web-page and all interested parts are allowed to apply their tender proposal. Although, some business representatives say that in many cases tender conditions are defined as only few companies are given chance to win. Thereby, impression is generated that tender conditions are defined for concrete companies.

During the recent period, an active discussion is carrying out on "outsourcing" municipal services to private sector. Nowadays, majority of municipal services are provided by the administration of municipality, when the international experience shows that "outsourcing" services are one of the best ways to encourage local business development. In this regard, it is very important to undertake the in-depth research to find out an efficiency of "outsourcing" of different municipal services.

The municipal council sessions are open for citizens and they can submit remarks and initiatives. However, the number of business representatives addressed to the council is quite small.

Two local TV stations, several radio and internet publications, including one newspaper owned by the administration of municipality, are operating in Gori Municipality, who are spreading local news and information about the work of Gori Municipality executive body and council.

### 6.4 Access to Finance

Majority of representatives of business sector state an access to finances as a key obstacle that hinders business development. Main financial sources in Gori Municipality are: loans provided by financial institutes, business development-oriented co-financing state programmes, and grant opportunities provided by international donors.

In case of bank loans, high interest rate remains as a major problem. As well, the problem is the high cost of the property needed to secure the loan. Many people do not own premises to secure the loan or refrain from taking the loan due to fear of losing it.

Positive steps were taken forward by the government to increase access on the preferential credits to ensure co-financing by the entrepreneurs. E.g.:



Agricultural Projects Management Agency (APMA) implements variety of preferential agro credits and co-financing projects. Also, Agency – Enterprise Georgia supports development of existing enterprises and start-ups. However, small and medium enterprises in agriculture sector recon that aforementioned programmes features some flaws. For instance: preferential agro credits project, which allows to receive the loan with a low interest rate, is not adjusted to small enterprises and only large companies are able to fulfill the requirements; review of application to co-financing projects are often delayed and entrepreneurs cannot meet the agro terms; amount of co-finance from the government is low and entrepreneurs are not able to fund their share; a land registration remains as a problem, that hinder entrepreneurs to apply the projects. Difficult competition requirements and conditions are problem for many entrepreneurs in case of Enterprise Georgia;

Deep and Comprehensive Free Trade Areas (DCFTA) programmes are available, too. E.g. EBRD Credit Line, which offers loans and grant incentives to SMEs. Though, this programme is not affordable for low income entrepreneurs. By 2017, under this programme, in Georgia only 3 loans from 55, was provided to the companies with a turnover less than 1.5 million Gel by the Bank of Georgia.

ENPARD's grant financing was available to support cooperation of small farmers in Gori Municipality during the years of 2013-2017. Under this project not only grant finances were provided to winner agricultural cooperatives but capacity building and qualification raising activities.

## 6.5 Land and Infrastructure

In parallel with the business development trend, the demand for buildings, land and infrastructure is increasing. Gori Municipality carries out identification process of all municipal land plots that requires considerable effort and resources. Number of the land plots in the territory of the municipality are owned by the Ministry of Economy and Sustainable Development of Georgia that harden rent, lease or selling of this plots to the private sector. Economic department and property management division of the municipality are working closely on this issue. The basic demand is for trade and office spaces adjusted for small enterprises. The municipality owns some building with these features but demand is higher. Majority of offices are located in the private buildings, but price of rent and lease is quite high as small entrepreneurs are not able to hire them. Administration of Gori Municipality has an active cooperation with the Georgian Innovation and Technology Agency and hopes to found the technology park and business incubator and is ready to provide proper building for that purpose.

## 6.6 Regulatory and Institutional Framework

Business representatives say that in order to get the necessary permission, they often have to pass a long bureaucracy, sometimes even without result. Business representatives have difficulty to access useful municipal services because the administration of the municipality does not have an effective mechanism to communicate with the business sector.

It is especially problematic to obtain a permission for purchasing or lease municipal or state property. In these cases, process of getting consent may last for several months and there are cases when applicants do not succeed to purchasing the property.

The administration of municipality implements a single-window system by its front office staff, where citizens are able to submit their applications. However, processing of applications demands joint work of different department and it often delays because of absence of effective communication mechanism between the departments.

Business representatives declare that it is necessary to create an institute of business ombudsman at the local or regional level, who will advocate and protect entrepreneurs' interests and rights.

## 6.7 Skills and Human Capital, Inclusiveness

Two universities and several vocational educational institutes are operating in Gori Municipality. The following programmes are provided by the vocational educational institutes: fruit processing, vegetable processing, milk processing, veterinary service specialist, a sewing production specialist, hairdresser/barber, masseur, accountant, office manager, tiler, plasterers, house painter, house painter, metal craftsman, electrician, carpenter, plumber, locksmith, welder, brick-layer. In 2017, 399 students entered the vocational educational institutes to study the aforementioned programmes. This indicator was increased by 125 in 2016.

The most popular programmes at the universities are law, business, management and finances. Worth to mention that universities cooperates with partner entrepreneurs to implement students' internship and support

their employment. However, lack of qualified human resources is one of the problems in the municipality and business sector finds it difficult to employ seasoned people. Allied to the tourism development tendency, demand on the human resources in the service sector has been increased.

Entrepreneurs declare that it is especially difficult to find good managers, restaurant/hotel staff, accountants, mechanic and welders. Herewith, representatives of agriculture sectors state that there is a lack of a qualification in the following fields: modern approaches and technologies in the agriculture production; food safety; marketing; management; and modern standards and regulations in agriculture. Despite being historically agriculturall district, it is hard to get professional consulting in this field. Ecomomic growth of the municipality is largely depended on the proper development of this sector.

## 6.8 External Positioning and Marketing

Comparing other municipalities of the region Gori Municipality and Gori city, are considered as most attractive place to live, work or visit as a tourist, because of its municipal services and service sector.

Strategic location – it is situated near the capital city and the main railway and highway of the country are crossing it- increases attractiveness of the municipality.

Access on all key services of the modern life is ensured in the Gori Municipality. The municipal administration cares on environment and improvement of living conditions. In the city of Gori, there is one big recreational park and many squares of different size with green spaces and playgrounds. Municipality holds various festivals, cultural and sport events in order to promote municipality on annual basis.

Several medium-sized and dozens of smaller guest houses are operating in the Gori Municipality. Food industry features a big diversity and is quite attractive, as well. Wine factories and family wineries operate in the municipality and host the visitors. These wineries are mainly located in the wine zone of the Ateni and Khidistavi villages. Worth to underline that the Culture and Tourism Development Promotion Agency working on promotion of the municipality as the attractive tourism destination was founded by the Administration of Gori Municipality. The Tourism Information Centre is also operating in the city of Gori responsible to provide visitors with the necessary information. The aforementioned Gori International Forum was established in 2016 by the municipal administration in order to attract foreign investment in the municipality.

Two universities and several vocational educational institutes are based in the municipality and attracting many students at the regional and national level.

Several hospitals and more than ten clinics are operating and providing quite high quality medical service in the municipality.

Major of financial institutes of the country are presented in Gori Municipality, so it is easy to access the financial sector here.

Despite the advantages mentioned above, a lack of job opportunities plays a negative role on the attractiveness of the municipality. Internet resources is less used to popularize the municipality and administration does not have a marketing strategy to promote the municipality as the good destination for tourism and investments.

## 7. Strengths, Weaknesses, Opportunities, Threats (SWOT) Analysis

| Strengths   | Weaknesses   |
|---|--|
| <ul style="list-style-type: none"> <li>• Strategic Location (located near to the capital city; International motorway and railway lays on municipality);</li> <li>• Existence of diverse landscape and ecosystems;</li> <li>• Rich agricultural traditions;</li> <li>• Rich cultural heritage;</li> <li>• Historical region of viticulture;</li> <li>• Resources for balneological health resorts;</li> <li>• Existence of traditional folk craft;</li> <li>• Resources for development adventure and religious tourism;</li> <li>• Existence of Tourism Information Centre;</li> <li>• Diversity of financial institutions;</li> <li>• Existence of universities and vocational education institutions.</li> </ul> | <ul style="list-style-type: none"> <li>• High interest of bank loans;</li> <li>• Damaged roads;</li> <li>• Old and damaged irrigation water supply infrastructure;</li> <li>• Inefficient insurance system in agriculture</li> <li>• Damaged cultural monuments;</li> <li>• Lack of quality in service sector (especially in tourism related activities);</li> <li>• Lack of qualified workforce;</li> <li>• Ineffective use of internet and other resources to popularize municipality as an attractive destination for tourists and investors;</li> <li>• Lack of jobs;</li> </ul> |

|  |  |
|--|--|
|  | <ul style="list-style-type: none"> <li>• High number of socially vulnerable citizens among the population;</li> <li>• Municipality's tender conditions are under the need of improvements;</li> <li>• Municipality is not publishing public information proactively;</li> <li>• Not having effective mechanism of cooperation between public and private sectors.</li> </ul> |
| <b>Opportunities</b>   | <b>Threats</b>   |
| <ul style="list-style-type: none"> <li>• Inter-municipal projects implemented by Government of Georgia;</li> <li>• Georgian government's effort to attract more foreign direct investments;</li> <li>• Increased number of international visitors and tourists in the country;</li> <li>• Increasing demand of agricultural products on national and foreign markets;</li> <li>• Planned establishment of innovation hubs and innovation centres in all regions;</li> <li>• Preferable state business credits and co-financing projects available on national wide to support small and medium business development;</li> <li>• Development possibilities for business provided by programmes supported by European Union, USA agencies and international donors.</li> </ul> | <ul style="list-style-type: none"> <li>• Close location to the Russian occupied territories;</li> <li>• Increased inflation;</li> <li>• Soil erosion and spread of epidemics and pests in agriculture;</li> <li>• Decrease of annual subsidies from state government to municipality.</li> </ul>   |

SWOT analysis of Gori Municipality was developed by the working group with the active participation of the whole local partnership. The SWOT analysis gave us opportunity to work out the effective action plan. Activities stated in the action plan are based on the analysis and are mainly dedicated to the development of tourism, agriculture and entrepreneurship. The existing strengths and opportunities (governmental programmes, increased number of tourists in the country, international support and etc.) enables us to develop the aforementioned sectors. Herewith, the SWOT analysis revealed the weaknesses what play the negative role on the private sector development, i.e. damaged roads, lack of quality in the service sector, lack of qualified workforce, flaws in the marketing, external positioning, public and private partnership and etc. Existing obstacles need to be addressed properly and the activities planned have to serve solving of the problems effectively. Finally, as a result of the careful analysis of each sector, it become possible to work out the vision and objectives of the Gori Municipality Local Economic Development Plan.

## 8. Vision and Objectives

### Vision:

Based on principles of efficient dialogue between public and private sectors, a favorable business environment is created through good governance, investments attraction, developing potential of innovations, modern technologies, education, tourism, agriculture and processing industries that ensures economic growth and employment as a result.

### Objectives:

- Support tourism potential growth of Gori Municipality
- Development of agriculture and processing industries
- Creating favorable business environment and promoting employment and entrepreneurship

## 9. Action Plan

The local economic development action plan was developed in a concrete time frame with an active involvement of the local partnership and all stakeholders. The action plan is mainly focused to develop tourism and small and medium entrepreneurship and is to be implemented in two years period of 2019-2020 years. The administration of Gori Municipality with its departments will be the key obliged and responsible entity on the implementation of the action plan. The ongoing project funded by the M4EG initiative and the representatives of the public and private sectors will play an important role in implementation of the plan. Gori Municipality expect to be financially supported to implement the plan by the European Union, Government of Georgia, Private companies and donor organisations.

| <i>Building Blocks/pillars</i>   | <i>Key Objectives</i>  | <i>Actions / Projects ideas</i>   | <i>Duration (start/finish)</i> | <i>Partners involved</i>   | <i>Estimated costs</i>        | <i>Output (Product) indicators and targets</i>  | <i>Outcome (Result) Indicators and targets</i>  |
|--|------------------------|---|--------------------------------|--|-------------------------------|---|---|
| 1. Land and Infrastructure<br>2. Skills and Human Capital, Inclusiveness<br>3. External Positioning and Marketing<br>4. Local Cooperation and Networking | 1. Tourism Development | 1.1 Inventory of municipality's all objects having a tourism potential. | 01,03,2019 /31,10, 2019        | Gori Municipality; National Agency for Cultural Heritage Preservation of Georgia; Private sector.                        | 11,000 GEL<br>3,700 Euro      | <b>Output (OP):</b><br>Municipality's all attractions are identified, inventoried and their tourism potential is assessed.<br><b>OP Indicator:</b><br>Number of attractions identified and inventoried.   | <b>Outcome (OC)</b><br>Received information is used by stakeholders in order to popularize municipality, to create/improve tourism routes and to create new business opportunities.<br><b>OC indicator:</b><br>Number of newly created or improved tourism routes; number of newly created business opportunities.  |
|  |                        | 1.2. Adjustment/improvement of tourism infrastructure.                  | 01,03,2019/ 01,11,2020         | Gori Municipality; International organisations; European Union Georgian National Tourism Administration; Private sector. | 2,000,000 GEL<br>666,700 Euro | <b>Output:</b> The following objects are renovated in the city of Gori: one monument, square and recreational park. The following infrastructure are created: tourism informational centre; training and working facility; meeting/working rooms; public toilets; exhibition hall; luggage storage facility; bicycle parking, car parking; bicycle lanes; walking path; market place for selling national souvenirs; Working places for craftsmen. In the territory of municipality: picnic and camping areas are created; hiking and walking trails are marked and pointed on the map.<br><b>OP indicator:</b><br>Number and size of area of the created/renovated infrastructure. | <b>Outcome:</b> Number of tourists in the municipality is increased.<br><b>OC indicator:</b><br>Number of tourists in the municipality<br><br>Baseline:<br>Year 2017<br>Number of visitors in the Tourism Information Centre: 10,788<br>Uplistsikhe Muzeum: 250,000<br>Stalini Muzeum: 132,811<br>Year 2018 –<br>Tourism Information Centre: 26,878<br>Uplistsikhe Muzeum: 297,000<br>Stalini Muzeum: 152,638 |
|  |                        | 1.3. Conduct a research of potential of new                             | 01,04,2019/ 30,09,2020         | Gori Municipality;   | 8,000 GEL<br>2,700            | <b>Output:</b><br>Potential of various types of tourism in  | <b>Outcome:</b><br>Start-up, planning and implementing tourism  |

|  |  |  |                           |   |                                   |   |   |
|--|--|--|---------------------------|---|-----------------------------------|---|---|
|  |  | types of tourism in Gori Municipality; Work out new tourism routes and propose them to the relevant representatives of the tourism sector. |                           | International organisations; Georgian National Tourism Administration; Private sector.                    | Euro                              | municipality is researched; New tourism routes are created.<br><b>OP indicator:</b> Conducted research; number of created tourism routes.   | activities and business are eased in the municipality.<br><b>OP indicator:</b> Number of newly created tourism routes and products.   |
|  |  | 1.4. Marketing activities.   | 01,06,2019/<br>30,04,2020 | Gori Municipality; International organisations; Georgian National Tourism Administration; Private sector; | 50,000<br>GEL<br>16,700<br>Euro   | <b>Output:</b> Promoting tourism in the municipality on the national and international level through web-page, promo-videos, tourism related IT products, printed informational materials, tourism trade fairs, info-tours and other promotional activities.<br><b>OP indicator:</b> Number of visitors of tourism web-page; number of created promo-videos; number of printed informational materials; number of info-tours; number of participation in tourism trade fairs. | <b>Outcomes:</b> Municipality's popularity as the tourism destination is increased on the national and international level<br><b>OC indicator:</b> Number of tourists in the municipality.<br><br>Baseline:<br>Year 2017<br>Number of visitors in the Tourism Information Centre: 10,788<br>Uplistsikhe Muzeum: 250,000<br>Stalini Muzeum: 132,811<br>Year 2018 –<br>Tourism Information Centre: 26,878<br>Uplistsikhe Muzeum: 297,000<br>Stalini Muzeum: 152,638 |
|  |  | 1.5. Organising annual festivals.  | 2019/2020.                | Gori Municipality; Ministry of Culture and Sports of Georgia; Private sector; International Organisations | 400,000<br>GEL<br>133,400<br>Euro | <b>Outputs:</b> The following festivals take place annually: Animation; Choral Music; Theatrical; Wine and Traditional Folk; and "City Days of Gori."<br><b>OP indicators:</b> Number of organized festivals and guest  | <b>Outcome:</b> Number of tourists in the municipality is increased.<br><b>OC indicator:</b> Number of tourist in the municipality.<br><br>Baseline:<br>Year 2017<br>Number of visitors in the Tourism Information Centre: 10,788<br>Uplistsikhe Muzeum: 250,000<br>Stalini Muzeum: 132,811<br>Year 2018 –<br>Tourism Information Centre: 26,878<br>Uplistsikhe Muzeum: 297,000<br>Stalini Muzeum: 152,638  |

|   |  |  |   |  |                             |   |  |
|---|--|--|---|--|-----------------------------|---|--|
| 1. Skills and Human Capital, Inclusiveness<br>2. External Positioning and Marketing<br>3. Land and Infrastructure<br>4. Access to Finances                | 2. Development of agriculture and processing industry.                                   | 2.1. Improve skills and competences of farmers and rural population through creating and implementing educational programmes, including combination of seminars, trainings and demonstration days. | 01,03,2019/31,10,2019                                 | Gori Municipality; Ministry of Environmental Protection and Agriculture of Georgia; international organisations; private sector. | 40,000 GEL<br>13,400 Euro   | <b>Output:</b> Rural population's and farmers' competences will be improved in agro-technologies, marketing, agritourism (with a special focus on win-making and wine tourism), access to finances and new opportunities in the agriculture.<br><b>OP indicator:</b> Number of participants of the educational programmes.      | <b>Outcome:</b> Rural population and farmers use acquired knowledge in practice.<br><b>OC indicator:</b> Number of use of acquired knowledge in practice.  |
|   |  | 2.2. Marketing activities  | 01,03,2019/30,11,2020                                 | Gori Municipality; Ministry of Environmental Protection and Agriculture of Georgia; private sector.                              | 50,000 GEL<br>16,700 Euro   | <b>Output:</b> Promoting municipality's agricultural products through: agricultural trade fairs; creating common brand for municipality's agriculture products and promoting it by using internet resources and printed materials.<br><b>OP indicator:</b> Number of trade fairs/exhibitions, printed and other promo-materials | <b>Outcome:</b> Popularity of municipality's agricultural product is increased on the national and international level.<br><b>OC indicator:</b> Number of products sold.   |
|   |  | 2.3. Special rural: machinery, tractor, sub compact tractor, equipment and supplies, rental space.   | 01,10,2019/31,10,2020                                 | Gori Municipality; Ministry of Environmental Protection and Agriculture of Georgia; donor organisations.                         | 500,000 GEL<br>166,700 Euro | <b>Output:</b> Machinery/tractor rental space is created; community uses the service.<br><b>OP indicator:</b> Number of special machinery-rural equipment existed; number of people using the service.  | <b>Outcome:</b> Benefit of rural sector employees is increased.<br><b>OC indicator:</b> Amount of increased benefit.   |
| 1 Business-friendly, Transparent and Corruption-Free Administration<br>2. External Positioning and Marketing<br>3. Regulatory and Institutional Framework | 3. Creating favorable business environment and promoting employment and entrepreneurship | 3.1. Work out investment packages and propose to the potential investors.  | 01,03,2019/31,03,2020                                 | Gori Municipality; private sector; international organisations.  | 15,000 GEL<br>5,000 Euro    | <b>Output:</b> Municipality's investment potential is evaluated and proper investment packages are created.<br><b>OP indicator:</b> number of investment packages created.  | <b>Outcome:</b> It is easier to attract foreign investments; Investment environment is improved and investors find it more comfortable to plan their business in the municipality.<br><b>OC indicator:</b> Number of partnership links established with potential investors; number of implemented investments |
|   |  | 3.2. Annual business forum   | 04-05,2019 / 04-05,2020 (second quarter of each year) | Gori Municipality; private sector.   | 70,000 GEL<br>23,400 Euro   | <b>Outputs:</b> Participants of the forum will receive information about the existing investment and development opportunities in the municipality; new business partnership links are established.<br><b>OP indicator:</b> Conducted forum; number of business   | <b>Outcome:</b> awareness of municipality's investment potential is raised.<br><b>OC indicator:</b> Number of participants of forum.   |



|  |  |   |                           |   |                           |  |   |
|--|--|---|---------------------------|---|---------------------------|--|---|
|  |  |   |                           |   |                           | partnership links established.   |   |
|  |  | 3.3. Assessment outsourcing potential of municipal services and promoting business development through the outsourcing. | 01,10,2019/<br>31,03,2020 | Gori Municipality   | 12,000 GEL<br>4,000 Euro  | <b>Output:</b> Potential of outsourcing of municipal services is assessed and the municipal services are outsourced to the private sector<br><b>OP indicator</b><br>Number of municipal services outsourced to the private sector  | <b>Outcome:</b> Income of the business sector is increased thanks to the outsourcing of the municipal services.<br><b>OC indicator:</b><br>Amount of income of companies providing the municipal services.  |
|  |  | 3.4. Create position of business relations officer in the administration of the Gori Municipality                       | 01,01,2019/<br>31,12,2020 | Gori Municipality   | 20,000 GEL<br>6,700 Euro  | <b>Output:</b> Position of business relations officer is created and take responsibility on relations with business sector representatives, advocating their needs and interests on the municipal and national level, providing useful information and consultancies.<br><b>OP indicator:</b> Number of works (consultancies, informational meetings, etc.) carried out by the business relations officer  | <b>Outcome:</b> It is easier for the business representatives to cooperate with the administration, to pass the required bureaucratic procedures and receive the needful information.<br><b>OC indicator:</b> Time of passing the bureaucratic procedure and receiving information. |
|  |  | 3.5. Promoting employment and entrepreneurship through capacity building of young people and business representatives.  | 01,01,2019/<br>01,01,2020 | Gori Municipality; Universities; international organisations. European Union; Vocational Education Institutions | 50,000 GEL<br>16,700 Euro | <b>Output:</b> Special training programmes are created for youth/students and business representatives; Internship programme is created for youth/students; Training courses are conducted for youth/students and business representatives; Free business consulting service is created.<br><b>OP indicator:</b> number of training and internship programmes; number of training courses conducted; number of interns and training participants; number of business consultancies | <b>Outcome:</b> Business management skills of youth/students and business representatives are improved; opportunities for employability and business development is increased.<br><b>OC indicator:</b> Acquired knowledge; number of people employed; amount of income.             |

## 10. Financing Scheme

| Actions  | Estimated costs          | Source of financing     |                     |          |                         | Funding gaps | Remarks |
|--|--------------------------|-------------------------|---------------------|----------|-------------------------|--------------|---------|
|  |                          | Local budget            | Upper level budgets | Business | Donors                  |              |         |
| 1.1 Inventory municipality's all objects having a tourism potential. | 11,000 GEL<br>3,700 Euro | 5,000 GEL<br>1,700 Euro |                     |          | 6,000 GEL<br>2,000 Euro |              |         |

|  |                                       |                                   |                                   |                                   |                                     |  |  |
|--|---------------------------------------|-----------------------------------|-----------------------------------|-----------------------------------|-------------------------------------|--|--|
| 1.2. Adjustment/improvement of tourism infrastructure.   | 2,000,000<br>GEL<br>666,700<br>Euro   | 500,000<br>GEL<br>166,700<br>Euro | 600,000<br>GEL<br>200,000<br>Euro | 200,000<br>GEL<br>66,700<br>Euro  | 700,000<br>GEL<br>233,300<br>Euro   |  |  |
| 1.3. Conduct a research of potential of new types of tourism in Gori Municipality; Work out new tourism routes and propose them to the relevant representatives of the tourism sector.             | 8,000 GEL<br>2,700 Euro               | 5,000 GEL<br>1700 Euro            |                                   |                                   | 3,000<br>GEL<br>1,000<br>Euro       |  |  |
| 1.4. Marketing activities.   | 50,000<br>GEL<br>16,700<br>Euro       |                                   |                                   | 25,000<br>GEL<br>8,350<br>Euro    | 25,000<br>GEL<br>8,350<br>Euro      |  |  |
| 1.5. Organising annual festivals.  | 400,000<br>GEL<br>133,400<br>Euro     | 50,000 GEL<br>16,700 Euro         |                                   | 100,000<br>GEL<br>33,000<br>Euro  | 250,000<br>GEL<br>84,000<br>Euro    |  |  |
| 2.1. Improve skills and competences of farmers and rural population through creating and implementing educational programmes, including combination of seminars, trainings and demonstration days. | 40,000<br>GEL<br>13,400<br>Euro       |                                   |                                   |                                   | 40,000<br>GEL<br>13,400<br>Euro     |  |  |
| 2.2. marketing activities  | 50,000<br>GEL<br>16,700<br>Euro       |                                   |                                   | 25,000<br>GEL<br>8,350<br>Euro    | 25,000<br>GEL<br>8,350<br>Euro      |  |  |
| 2.3. Creating specialized rural machinery, tractor, sub compact tractor, equipment and supply rental space.  | 500,000<br>GEL<br>166,700<br>Euro     |                                   | 100,000<br>GEL<br>33,000<br>Euro  | 100,000<br>GEL<br>33,000<br>Euro  | 300,000<br>GEL<br>100,000<br>Euro   |  |  |
| 3.1. Work out investment packages and propose to the potential investors.  | 15,000<br>GEL<br>5,000 Euro           |                                   |                                   |                                   | 15,000<br>GEL<br>5,000<br>Euro      |  |  |
| 3.2. Annual business forum   | 70,000<br>GEL<br>23,000<br>Euro       | 10,000 GEL<br>3,000 Euro          |                                   | 15,000<br>GEL<br>5,000<br>Euro    | 45,000<br>GEL<br>15,000<br>Euro     |  |  |
| 3.3. Assessment outsourcing potential of municipal services and promoting business development through the outsourcing.  | 12,000<br>GEL<br>4,000 Euro           | 12,000 GEL<br>4,000 Euro          |                                   |                                   |                                     |  |  |
| 3.4. Create position of business relations officer in the administration of the Gori Municipality  | 20,000<br>GEL 6,700<br>Euro           | 20,000 GEL<br>6,700 Euro          |                                   |                                   |                                     |  |  |
| 3.5. Promoting employment and entrepreneurship through capacity building of young people and business representatives.   | 50,000<br>GEL<br>16,700<br>Euro       | 10,000 GEL<br>3,300 Euro          |                                   |                                   | 40,000<br>GEL<br>13,400<br>Euro     |  |  |
| Total  | 3,226,000<br>GEL<br>1,075,400<br>Euro | 612,000<br>GEL<br>204,000<br>Euro | 700,000<br>GEL<br>233,400<br>Euro | 465,000<br>GEL<br>155,000<br>Euro | 1,449,000<br>GEL<br>483,000<br>Euro |  |  |

## 11. Monitoring Indicators and Mechanisms

A monitoring mechanism was created for the successful implementation of the action plan. Main responsible person the monitoring processes will be the local economic development officer. A monitoring committee headed by the officer will be set up from the representatives of the local private and public partnership. Persons (mainly municipal employees) responsible on the implementation of the planned activities will present their work reports to the officer quarterly. The officer will prepare the joint work report and present to the monitoring committee and to the partnership. The partnership will evaluate the process and will plan and implement the proper interventions in case of any obstacles and unexpected circumstances. A special form will

be created, which will clearly show the ongoing process according the planned activities and indicators. Gori Municipality will present the work report to the M4EG secretariat in each six month.

**Table #3: Internal monitoring plan of activities.**

| <i>Action</i>  | <i>Duration (start/finish)</i> | <i>Expected results (1-6 months)</i>   | <i>Expected results (7-12 months)</i>  | <i>Expected results (13-18 months)</i>  | <i>Expected results (19-24 months)</i>  |
|--|--------------------------------|--|--|---|---|
| 1.1 Inventory municipality's all objects having a tourism potential.   | 01,03,2019 / 31,10,2019        | Working group is set up; process of inventory is started   | Municipality's all attractions are identified, inventoried and their tourism potential is assessed.  |   |   |
| 1.2. Adjustment/improvement of tourism infrastructure.   | 01,03,2019 / 01,11,2020        | Objects under the need of adjustment/improvement are identified; budget is prepared; and tender announcement is ready.           | Tender is finished and winner(s) is declared.  | Adjustment/improvement processes are under way. .   | Tourism infrastructure is adjusted and improved.  |
| 1.3. Conduct a research of potential of new types of tourism in Gori Municipality; Work out new tourism routes and propose them to the relevant representatives of the tourism sector.             | 01,04,2019 / 30,09,2020        | Working group is created and process of research is started.   | Potential of various types of tourism in municipality is researched; New tourism routes are created.   | New Tourism opportunities are popularized and proposed to the tourism sector's representatives.   | New Tourism opportunities are popularized and proposed to the tourism sector's representatives.   |
| 1.4. Marketing activities. (in tourism)  | 01,06,2019 / 30,04,2020        | Working group is set up; strategy and action plan are worked out.  | Web-page, promo-video(s), printed materials, tourism related IT products, are created; info tours and tourism trade fairs are organized; representatives of municipality take part in the tourism trade fairs. | Web-page, promo-video(s), tourism related IT products, printed materials are created; info tours and tourism trade fairs are organized; representatives of municipality take part in the tourism trade fairs. | Web-page, promo-video(s), tourism related IT products, printed materials are created; info tours and tourism trade fairs are organized; representatives of municipality take part in the tourism trade fairs. |
| 1.5. Organising annual festivals.  | 2019/2020                      | Festivals of animation; Choral Music; Theatrical; Wine and Traditional Folk; and "City Days of Gori." are planned and conducted. | Festivals of animation; Choral Music; Theatrical; Wine and Traditional Folk; and "City Days of Gori." are planned and conducted.   | Festivals of animation; Choral Music; Theatrical; Wine and Traditional Folk; and "City Days of Gori." are planned and conducted.  | Festivals of animation; Choral Music; Theatrical; Wine and Traditional Folk; and "City Days of Gori." are planned and conducted.  |
| 2.1. Improve skills and competences of farmers and rural population through creating and implementing educational programmes, including combination of seminars, trainings and demonstration days. | 01,03,2019 / 31,10,2019        |  | Educational programme is prepared.   | Educational programme is implemented.   |   |
| 2.2. Marketing activities (in agriculture)   | 01,03,2019 / 30,11,2020        | Working group is set up; strategy and action plan are worked out.  | Agriculture trade fair is conducted.   | Common brand for municipality's agriculture products is created   | Municipality's agricultural products are promoted by using internet resources, printed materials and other resources.   |

|   |   |  |   |  |   |
|---|---|--|---|--|---|
| 2.3. Creating specialized rural machinery, tractor, subcompact tractor, equipment and supply rental space.              | 01,10,2019/<br>31,10,2020                                   |  | 01,10,2019<br>Potential investor searching process is started   | Inventory of necessary machinery- tractor, subcompact tractor, equipment, supply invoices is elaborated, tender announcement is designed and tender winner company/ies is/are defined. | Rental space building work is finished, the space is arranged.          |
| 3.1. Work out investment packages and propose to the potential investors.   | 01,03,2019/<br>31,03,2020                                   | Working group is set up  | Investment packages are prepared  | Potential investors are identified and investment packages are offered.  | Potential investors are identified and investment packages are offered. |
| 3.2. Annual business forum  | 04-05,2019 /<br>04-05,2020<br>(second quarter of each year) |  | Business forum is organized and conducted   |  | Business forum is organized and conducted                               |
| 3.3. Assessment outsourcing potential of municipal services and promoting business development through the outsourcing. | 01,10,2019/<br>31,03,2020                                   | Assessment process of outsourcing potential of municipal services are under way.   | Assessment process of outsourcing potential of municipal services are under way.  | Outsourcing potential of municipal services is assessed  | Municipal service(s) are outsourced to the private sector.              |
| 3.4. Created position of business relations officer in the administration of the Gori Municipality                      | 01,01,2019/<br>31,12,2020                                   | Position of business relations officer is created and take responsibility on relations with business sector representatives, advocating their needs and interests on the municipal and national level, providing useful information and consultancies. | Business relations officer fulfills his/her responsibilities.   | Business relations officer fulfills his/her responsibilities.  | Business relations officer fulfills his/her responsibilities.           |
| 3.5. Promoting employment and entrepreneurship through capacity building of young people and business representatives.  | 01,07,2019/<br>31,05,2020                                   |  | Special training programmes are created for youth/students and business representatives; Internship programme is created for youth/students; Free business consulting service is created. | Training courses are conducted for youth/students and business representatives; Free business consulting service is operating  |   |
| <b>% of the total budget</b>  |   | 18%  | 30%   | 32%  | 20%   |