

# Country Report





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## **EU4Business Initiative:** How the EU supports **SMEs in Georgia**

Small and medium-sized enterprises (SMEs) in the Eastern Partnership region have the potential to create jobs and drive economic growth. **Obstacles such as limited** access to finance, burdensome legislation and difficulties entering new markets are hindering their progress.

Armenia

Azerbaijan

EU4Business supports SMEs by

Improving access to finance

Upgrading services to business

Promoting better business regulations

Access to Finance (A2F):

### **Business Development** Services (BDS):

- concessionary loans via national banks
- micro financing for household businesses
- small grants to SMEs
- training staff at national banks to better serve SMEs
- + training SMEs in financial literacy

- providing direct advice and training to SMEs
- training and capacity-building among national business support organisations (BSOs)
- establishing business incubators for start-ups
- developing business clusters for mutual support and development
- supporting governments in identifying new markets
- building capacities at export support organisations

The European Union's EU4Business Initiative ultimately serves SMEs as the beneficiaries of EU support in the Eastern Partnership countries -





### **Business Enabling Environment (BEE)**:

- promoting regulatory reform and best practice
- building capacity amongst policy makers and regulators
- encouraging public-private dialogue
- informing business about reform processes and rules/ procedures

Georgia is a key member of the Eastern Partnership (EaP) and is strongly supported by the EU, including through EU4Business. In 2023, the EU implemented 50 regional and bilateral projects to support the small- and medium-sized enterprises (SMEs) that are fundamental to Georgia's development.

## A Policy of Growth

Driven by European aspirations and its commitment to implementing the Association Agreement with the European Union (EU), Georgia has undertaken extensive **SME reforms** over the years. While these reforms have slowed in recent years, they have significantly transformed the Georgian state and economy, raising its potential growth rate and enhancing the living standards of its population.

Despite post-pandemic shocks and Russia's invasion of Ukraine, Georgia's economy remained resilient, with consistent GDP growth. This resilience can be attributed to several factors, such as an influx of skilled migrant workers, business relocations from Russia, increased transportation flows, and the gradual lifting of restrictions and resulting expansion in the services, industry and agriculture sectors. Starting in 2022, exports rebounded to pre-pandemic levels, with the EU single market as the primary export destination for Georgian products.

The core focus of Georgia's SME policies is on **fostering** the continuous development of the private sector, recognized as a key driver of economic growth and a primary source of job creation. The country's economic policy thus focuses on supporting the growth of the private sector, particularly SMEs, and creating a business environment conducive to their further advancement.

SMEs, with their potential for employment growth, job creation, and economic development, are considered the backbone of Georgian socio-economic progress. A robust and well-developed SME sector plays a crucial role in raising the country's overall welfare, supporting export growth, fostering innovation and cultivating a modern entrepreneurial culture. Additionally, SMEs contribute significantly to the adoption and application of new technologies due to their innovative and flexible structures.

To address challenges in SME development, Georgia, with the help of its international partners, introduced a SME development strategy - the Georgia SME Strategy 2021-2025. This Strategy outlines a vision, priority directions, relevant objectives and an Action Plan to support the further arowth of the SME sector. It alians with the EU-Georgia Association Agreement, emphasizing the importance of enhancing SME competitiveness and meeting the requirements of the Deep and Comprehensive Free Trade Agreement (DCFTA).

The Strategy and the Action Plan are guided by the main principles of the Small Business Act for Europe, including the principle of "Think Small First," and they draw on best practices from EU member states regarding SME development policy.

Enterprise Georgia, the Georgian SME development agency, has expanded its services beyond entrepreneurship promotion to provide targeted business support services that facilitate enterprise growth and digitalisation. The agency has also received increased financial resources, allowing it to offer enhanced credit guarantees to SMEs.

### Women in Business

To promote women entrepreneurship, Georgia has been expanding support for women beyond urban areas by extending national support programmes territorially and implementing complementary measures and programmes regionally. Initiatives like the Women in Business (WiB) programme, supported by the EU and implemented by the EBRD, aim to empower women economically in Georgia by integrating economically inactive women into the labour market and fostering their involvement in agriculture. Georgia has also launched a pilot programme to support women's employment more broadly.

### The Georgian Chamber of Commerce and Industry

(GCCI) has collaborated with UN Women on a project promoting gender equality and women's empowerment in the workplace. Various international organisations and business associations have also implemented several other initiatives, such as UN Women's "A Joint Action for Women's Economic Empowerment in Georgia" (JAWE) project, which was carried out with the support of two partners: the Business Leaders' Federation "Women for Tomorrow" (W4T) and the GCCI.

Women entrepreneurs also benefit from various support programmes, primarily administered by Enterprise Georgia and GITA. They are well-represented among the participants in Enterprise Georgia's "Micro Grants" and GITA's small grants programmes, with the proportion of female beneficiaries consistently growing.

### **Rural Development**

The Rural Development Agency (RDA) has supported agricultural entrepreneurs, including women beneficiaries, through specific initiatives such as the establishment of greenhouses by women.

### **Innovation and Digitalisation**

To bolster the competitiveness of the SME sector, Georgia has launched various programmes to promote digitalisation. The country has integrated digitalisationrelated provisions in its ongoing broadband and SME **strategies**, prioritizing the development of high-speed Internet infrastructure by formulating a dedicated broadband strategy aimed at increasing competitive pressure, attracting investments, and building digital skills and demand.

### Georgia's Innovation and Technology Agency, in

cooperation with the private sector, provides a wide range of online courses to boost digital skills development for SMEs. SME e-government services provide easy company registration procedures while business licensing has also advanced, with streamlined procedures and established online portals to handle applications. The SME training



services in Georgia have been rapidly expanding, notably for the digital transformation of small firms in non-IT sectors.

In 2023, Enterprise Georgia introduced a new programme as part of its regional growth hubs' services to help SMEs improve their digital skills and adopt digital technologies. With the assistance of digital transformation experts, SMEs first undertake an overall business diagnostic exercise, and then develop a tailored plan with recommendations on how to digitalise their operations. In addition, as part of overall digitalisation efforts, Enterprise Georgia and the Georgian Innovations and Technology Agency (GITA) are proposing targeted programs to increase SMEs' use of e-commerce as a distribution channel.

### Business Development Services

Business development services in Georgia play an increasingly important role in SME advancement by providing information, training, consultancy and mentoring to enhance competitiveness, efficiency and profitability. Enterprise Georgia is co-financing specialised consultancy costs to support entrepreneurs in starting and expanding businesses and exploring new markets.

### **Export Promotion**

Given Georgia's relatively small domestic market, **SME** success relies heavily on accessing foreign markets. The country has established comprehensive monitoring and evaluation systems to improve the effectiveness of export promotion programmes, as well as a structure to monitor and evaluate the impacts of its services. Policy frameworks for SME integration into global value chains (GVCs) are also being introduced in Georgia, with the establishment of cluster policies and proactive assessments of changes in GVCs.

### **Finance and Investment**

Georgia's well-developed legal and regulatory framework supports access to bank credit for SMEs. New policy instruments have been introduced to facilitate **external financing for startups and SMEs**, including interest rate subsidies and grants in priority sectors like manufacturing and tourism.

International donors such as the European Union, EBRD, also support green investments through Green Economy Financing Facilities that provide financing and advice for investments in green technologies and energy

efficiency. Although interest rate subsidies and grants are often only a second-best solution to support broadbased access to finance (compared to, for example, credit guarantees), the programmes in Georgia include design features that aim to reduce certain risks typically associated with this type of support. Recently, the National Bank of Georgia introduced a liquidity support instrument to support SME lending by allowing banks to use their SME loan portfolios as collateral.

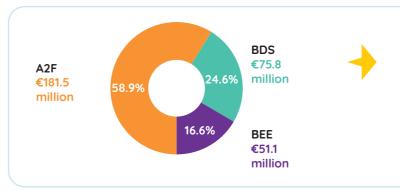


# EU4Business Portfolio in 2023 in Georgia



This was smaller than the total budget in 2022, reaching  $\in$  341 million, and some programmes from prior years were completed in 2023.

### **Breakdown by Intervention**





provided support to SMEs in Georgia in 2023

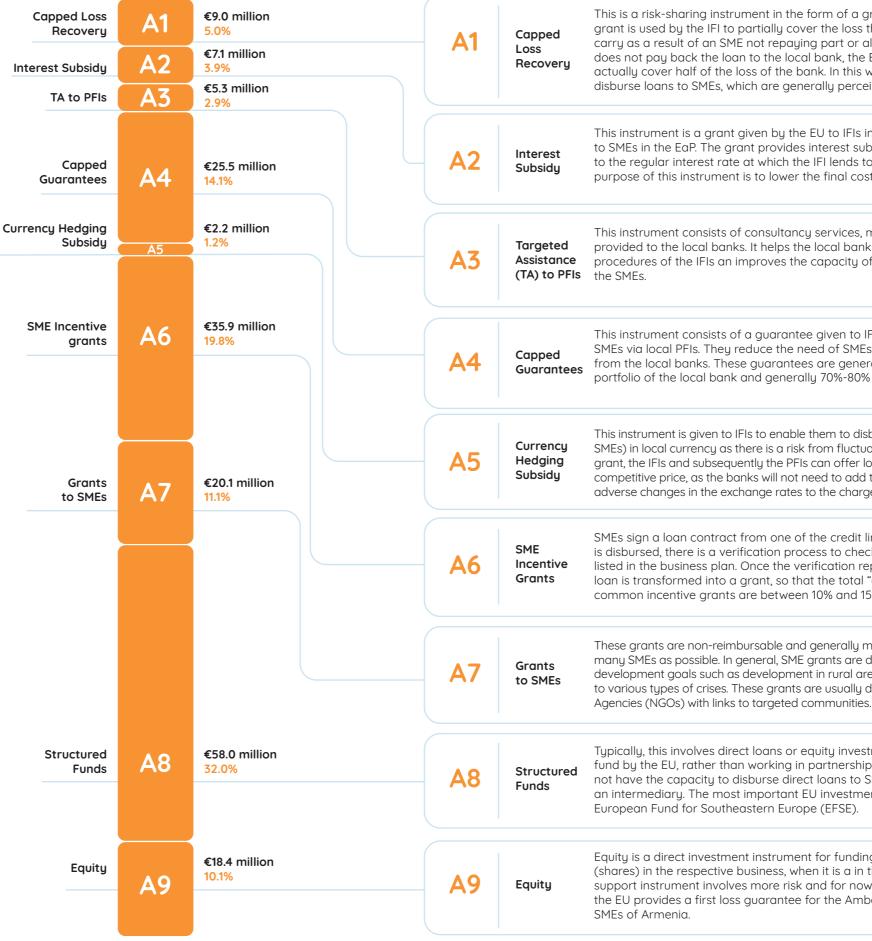
This was an increase of five over 2022.

A2F was slightly down on 2022, whilst remaining the largest pillar. Both BDS and BEE budgets fell broadly in line with the overall reduction in the budget, so that the shares of each of the instruments remained similar to 2022.

### Types of Support Included in Access To Finance

# **Overview** by type of intervention





This is a risk-sharing instrument in the form of a grant that the EU provides to an IFI. This grant is used by the IFI to partially cover the loss that any PFI, such as a local bank, would carry as a result of an SME not repaying part or all of its loan. This means that if an SME does not pay back the loan to the local bank, the EU grant for capped loss recovery can actually cover half of the loss of the bank. In this way, the local banks are more willing to disburse loans to SMEs, which are generally perceived as high-risk borrowers.

This instrument is a grant given by the EU to IFIs in order to lower the cost of their loans to SMEs in the EaP. The grant provides interest subsidies of up to 10%, which is applied to the regular interest rate at which the IFI lends to PFIs and further on to SMEs. The purpose of this instrument is to lower the final cost of finance for SMEs in the EaP.

This instrument consists of consultancy services, mentoring, and specialised training provided to the local banks. It helps the local banks better understand the policies and procedures of the IFIs an improves the capacity of the local banks in their work with

This instrument consists of a guarantee given to IFIs in order to lower the risk of lending to SMEs via local PFIs. They reduce the need of SMEs to provide extensive collateral for loans from the local banks. These guarantees are generally capped at up to 25% of the total portfolio of the local bank and generally 70%-80% of each individual subloan.

This instrument is given to IFIs to enable them to disburse loans to PFIs (and ultimately to SMEs) in local currency as there is a risk from fluctuations in exchange rates. Due to the EU grant, the IFIs and subsequently the PFIs can offer loans in local currency to SMEs at a more competitive price, as the banks will not need to add the costs of protecting themselves from adverse changes in the exchange rates to the charges that they levy from the SMEs.

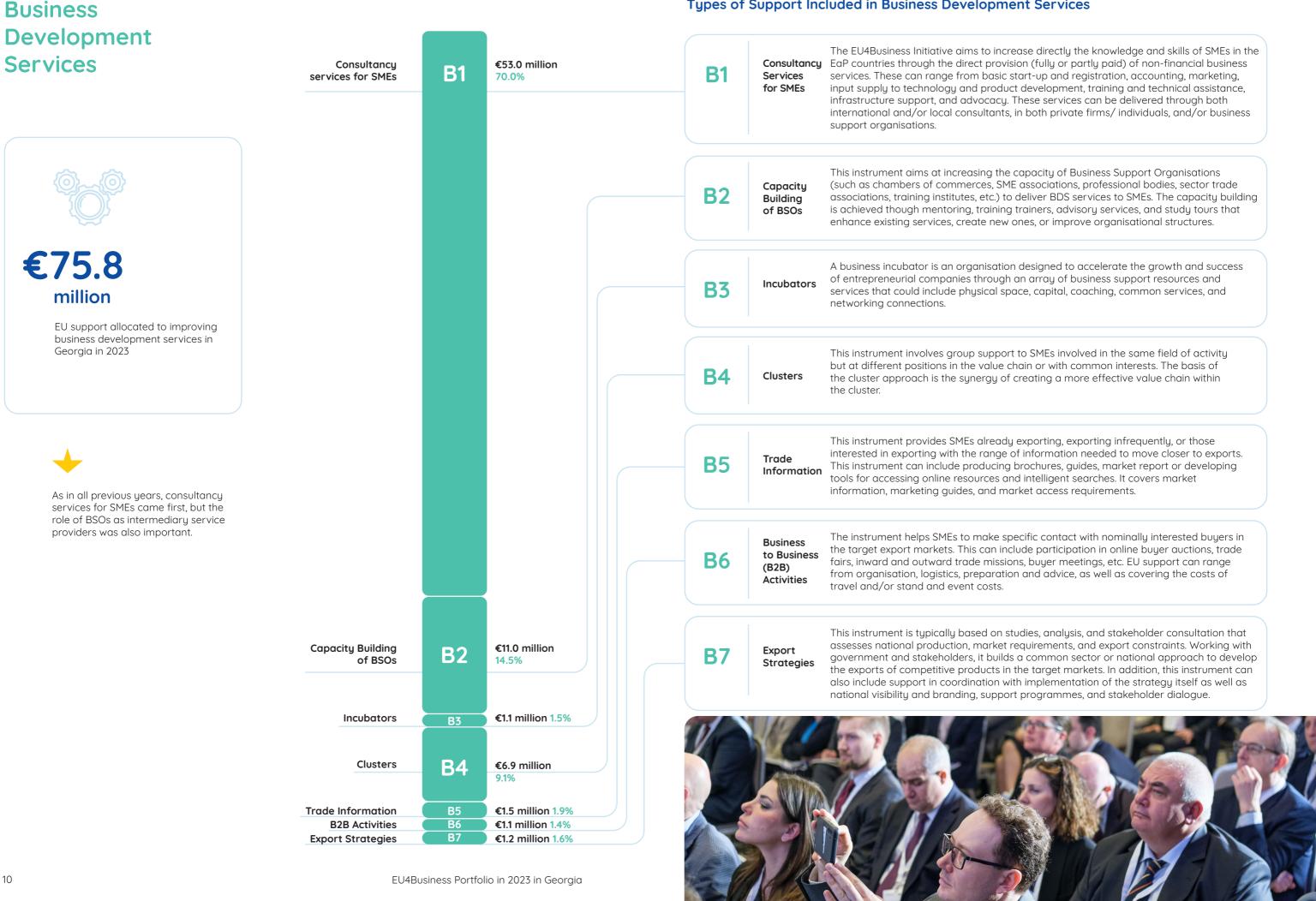
SMEs sign a loan contract from one of the credit lines of the IFIs via the PFIs. After the loan is disbursed, there is a verification process to check if the loan was used for the purpose listed in the business plan. Once the verification report confirms compliance, a part of the loan is transformed into a grant, so that the total "cost" of financing is lowered. The most common incentive grants are between 10% and 15% of the loan value.

These grants are non-reimbursable and generally modest in value in order to support as many SMEs as possible. In general, SME grants are disbursed to target specific economic development goals such as development in rural areas, poor communities, or a response to various types of crises. These grants are usually disbursed through Non-governmental

Typically, this involves direct loans or equity investment in a financial instrument or fund by the EU, rather than working in partnership with IFIs and PFIs. As the EU does not have the capacity to disburse direct loans to SMEs, this function is assigned to an intermediary. The most important EU investment in Direct Finance is shares in the

Equity is a direct investment instrument for funding SMEs by buying participation (shares) in the respective business, when it is a in the form of a company. This type of support instrument involves more risk and for now it is only active in Armenia, where the EU provides a first loss guarantee for the Amber Equity Fund that invests equity in

### Types of Support Included in Business Development Services



## **Business** Enabling **Environment**



EU support allocated to improving the business enabling environment in Georgia in 2023

### Capacity building for government and regulatory reform are of increasing importance as Georgia prepares for future EU membership. Extensive resources will be allocated to alignment, but also to keeping SMEs aware of the processes and how changes will affect them. Effective dialogue among all stakeholders is needed to ensure that the interests of the private sector are properly reflected and that a good level of ownership is achieved.

### **Types of Support Included in Business Enabling Environment C1** Capacity Building of Policymakers and Regulators €18.6 million EU4Business interventions aim at strengthening the capacity of staff of various 36.3% government agencies to ensure better, more transparent, and open policies and regulations that affect business, whilst ensuring appropriate controls in the five EaP countries. This can include making and amending policies, laws, and administrative procedures based on need and risk assessment. EU4Business interventions deliver direct advisory, mentoring services, and study tours to the relevant staff involved in policymaking. **C2** €9.6 million Public Private Dialogue (PPD) PPD is an instrument for more inclusive and targeted policymaking. Specifically, 18.8% it involves effective consultation and collaboration between government and the private sector and/or its representatives, in order to achieve effective reform and administration of regulations that affect SMEs. **C3** €17.4 million **Regulatory Reform** Through this instrument, EU4Business interventions support the EaP countries 34.2% to improve the regulatory environment based on the best practices and to align their SME related legislations, rules, and regulations with those of the EU. Approximation occurs in all five EaP countries, but it is more intensely applied in Georgia, Moldova and Ukraine, as they are future member states of the EU. €5.5 million

# **EU4Business** Results in Georgia in 2023

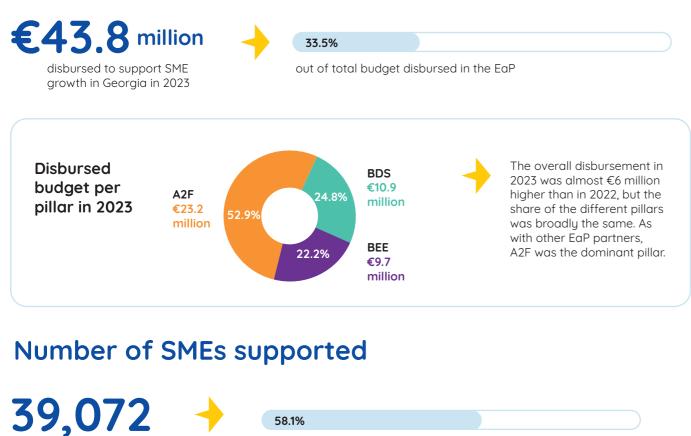
**C4** 

10.7%

### Information and Communication to SMEs

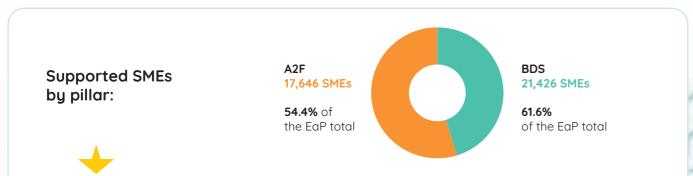
EU4Business interventions support governments to inform SMEs on reforms and implications for their business and steps to compliance with regulatory reform.

## **Disbursed budget**



SMEs supported bu the EU in Georgia in 2023





In 2022, 30,628 SMEs were supported, with the corresponding 18% increase in the number of applications from beneficiaries seeking support. However, it must be remembered that some SMEs will seek more than one type of support: EU4Business programmes are very demand-driven, and this demand also changes over the lifetime of the businesses. Access to finance was the key need for business growth, but there was high demand for consultancy services.



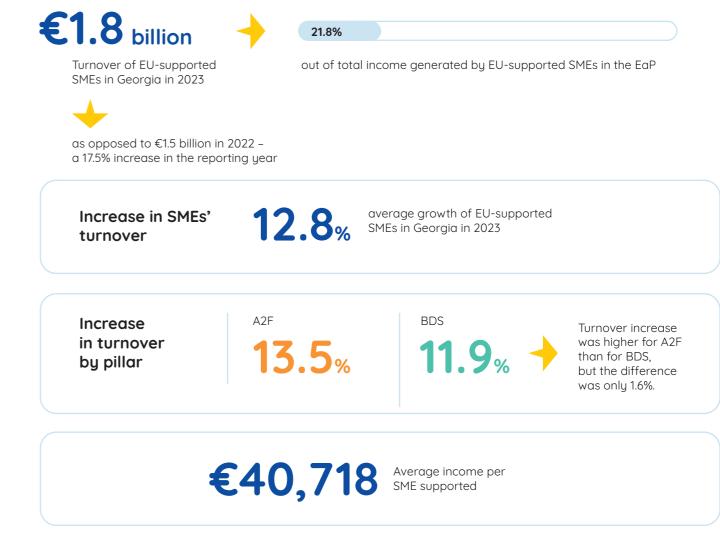
### Women in business

Share of women-owned/ managed enterprises in Georgia in 2023



The 2023 figure differs little from the 2022 figure of 39%. However, we note that women-owned or managed SMEs were more prominent in BDS (44%) than in A2F (31%). This may indicate that women-owned businesses were smaller, and therefore more in need of consultancy services, or that they experienced greater barriers in accessing finance.

### SME turnover





### **Exports**



### **Employment and job creation**

out of total new jobs created in the EaP

BDS 5,015 **SMEs** 

Better access to finance may have boosted businesses at the larger end of the SME spectrum, allowing them to engage more staff to service a larger domestic and regional market.

Proxy number of employees in EUsupported SMEs in Georgia

With an estimated 1.4 million <u>employed</u> persons in Georgia in 2024, EU4Business supported perhaps 13% of the total employed labour force. However, the small average number of jobs per supported SME points to large numbers of smaller SMEs in the supported demographic. The total of sustained jobs was almost 50% higher than in 2022.

### Success stories

### From plastic production to a circular economy

LL Plast, the plastic packaging producer, is now transitioning to sustainable production methods and products, aiming to recycle and reuse plastic waste. The company joined Georgia's EU-supported Packaging Cluster/PMAG and purchased plastic processing equipment. This enabled LL Plast to open new production lines to recycle and reprocess up to 30 tonnes of plastic waste per month. The transition to plastic recycling and reuse has brought impressive economic results: 8 new jobs have been created, dependence on production imports was decreased by 50%, costs were reduced by 20%, total productivity was increased by 30%, and productivity of the recycling component was even more impressive, having doubled.



Thanks to the packaging cluster membership, we have received the international TUV - AUSTRIA certificate, which confirms that our company takes full responsibility for replacing plastic production with bio-products if necessary."

Levan Iosebashvili. head of LL Plast

### **Read full story**



# Results by Key Instruments

## **Results in Access to Finance**

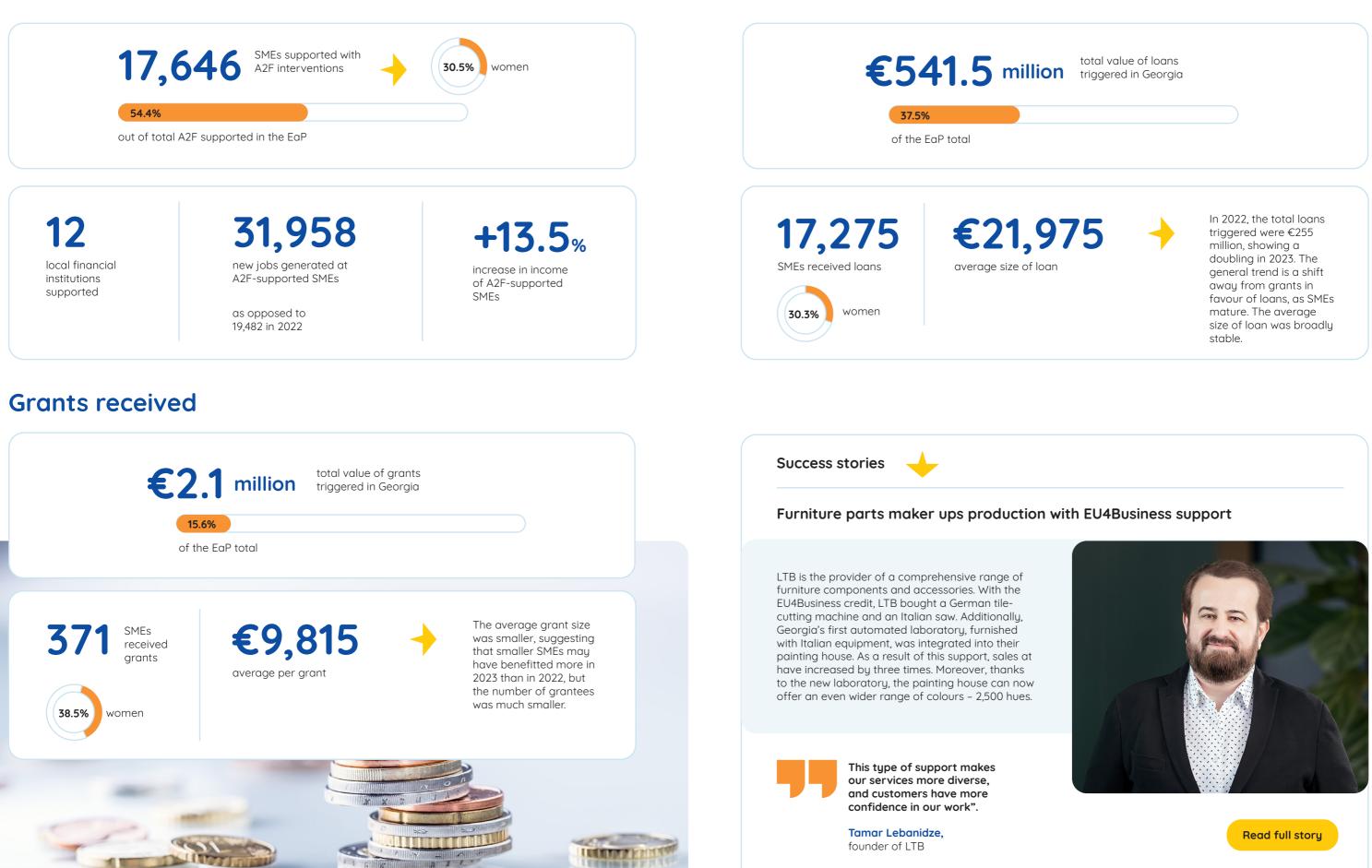
Disbursed budget in A2F



In 2022, the figure was €17.3 million, so spending on A2F in Georgia increased by over 30%.

EU funds disbursed for improving access to finance for SMEs in Georgia

### **Overall results in A2F**



Loans received

## **Results in Business Development Services**

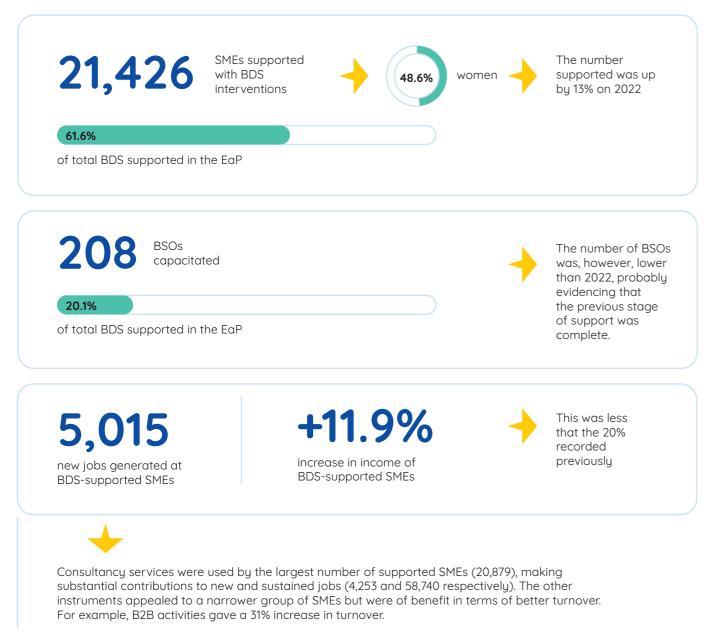
Disbursed budget in **BDS** 



EU support disbursed to improve the skills of SMEs in Georgia

### of the total BDS disbursed budget in 2023

### **Overall results in BDS**



Success stories

### EU4Business helps bring Georgian wine-stone jewellery to the world

Wine Diamond makes brooches, rings, earrings, and other types of jewellery using wine crystals, giving immortality to each year's vintage. The wine stone's colour mirrors that of the wine itself. For example. Rkatsiteli white wine exhibits a uellowish hue, while Saperavi red boasts a deep purple tone.

Wine Diamond products are now reaching beyond Georgia's borders with the help of a EU4Business: Connecting Companies (EU4BCC) project implemented by Eurochambres. In May 2023, Tamar Abuladze participated in an exchange programme to Italy, where she was hosted by the renowned wine critic Carmelo Sgandurra. During her stay, Abuladze collaborated with him in promoting her products, engaging with people, and establishing new ties in the wine industry across Italy. She got an order for pomegranate brooches from an Italian company that wanted to send gifts to their corporate clients.

Initially, Abuladze believed that her products would primarily resonate with older generations, who typically favour bold and chunky jewellery. However, recent market research revealed that her main clientele consists of young, adventurous individuals with a penchant for innovation who prefer smaller, more delicate pieces. She made design changes to her collections that have resulted in about a 30% increase in sales.



It was a highly educational experience for me. Through this exchange programme, I identified gaps and mistakes in my own company that I hadn't previously recognized.'

Tamar Abuladze, founder of Wine Diamond

Read full story

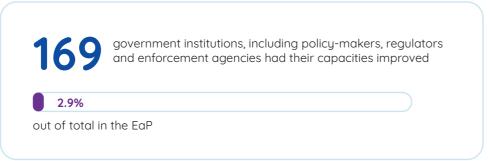


# Results in Business Enabling Environment

Disbursed budget in BEE

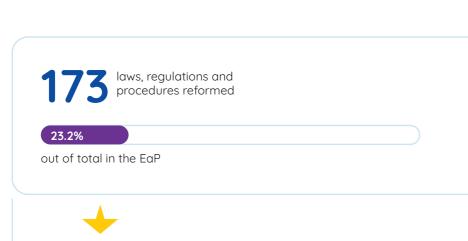


## Regulators/ governments capacitated



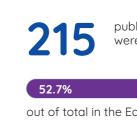
In 2022, 333 Georgian regulators and institutions had their capacity improved, so the 2023 figure represented an almost 50% drop. However, there is no need to build capacity with a lengthy benefit on a continually repeated basis every year: beneficiaries of 2022 will be using the results of BEE support in 2023 and beyond.

## Laws/ regulations changed



In 2022, 47 laws were changed or introduced with EU support, so 2023 was a boom year for such activities. This trend may continue as legal approximation pending EU accession will necessitate many changes to Georgia normative acts.

Publicprivate dialogue events held







olic-private dialogue events re supported	
aP	

This was much higher than in 2022, when 39 events were held, 32 of which were country events and 7 regional. Georgia has possibly become the leader in the EaP for such events in the Caucasus.

# Annex 1: List of projects in Georgia in 2023

Title	Total Budget	Start date	End date	Type of the Project	Areas of Intervention		
					A2F	BDS	BEE
Inclusive Access to Markets	€ 5,000,000	2023	2027	Bilateral	•	•	•
Creative Compass Georgia	€ 4,650,000	2023	2027	Bilateral	•	•	•
Administration Agreement between the European Commission on behalf of the European Union and the International Bank for Reconstruction and Development concerning the Part II Europe 2020 Programmatic Single-Donor Trust Fund (No. 074061)	€ 3,000,000	2023	2026	Bilateral		•	•
Support to SME Digitalisation	€ 6,000,000	2023	2026	Bilateral	•	•	•
Capacitated Agricultural Practices and Consumer Awareness (CAPCA)	€ 1,762,266	2023	2025	Bilateral	•	•	•
Green Guria: Supporting Local Democracy and Rural Development for Inclusive and Resilient Green Growth	€ 2,000,000	2022	2025	Bilateral	•	•	•
Accelerated Rural Development in Imereti & Kakheti	€ 2,976,868	2022	2025	Bilateral	•	•	•
European Neighbourhood Programme for Agriculture and Rural Development in Georgia (Phase IV) Budget Support Contract	€ 31,000,000	2020	2025	Bilateral			•
Support to the Food Safety and Sanitary & Phytosanitary (SPS) Sector in Georgia under ENPARD IV (European Neighbourhood Programme for Agriculture and Rural Development in Georgia Phase IV)	€ 9,000,000	2021	2025	Bilateral	•	•	•
Catalysing Economic and Social Life in EU Focal Regions of Georgia	€ 4,500,000	2022	2025	Bilateral	•	•	
Joint EU-UN Programme for Rural Development in Abkhazia, Phase III (ENPARD IV)	€ 1,750,000	2022	2024	Bilateral	•	•	
Strengthening Capacity of the Competition Agency of Georgia	€ 1,200,000	2022	2024	Bilateral			•
Ensuring further progress of SPS and food safety system in Georgia	€ 1,450,000	2020	2024	Bilateral			•
Strengthening of institutional as well as human capacities of Georgian National Agency for Standards and Metrology (GEOSTM) according to the international/EU best practices	€ 1,400,000	2021	2024	Bilateral			•
Economic Development of Oni Municipality via Business Clusters Creation and Investment Attraction	€ 315,262	2022	2024	Bilateral		•	
Bolnisi Business Model-Expanding Success and Inspiring Local Governments for Economic Development	€ 150,000	2022	2024	Bilateral		•	•
Economic and Business Development in Georgia -Budget Support contract	€ 21,250,000	2018	2023	Bilateral	•	•	•
Green Economy: Sustainable Mountain Tourism and Organic Agriculture (GRETA)	€ 3,000,000	2018	2023	Bilateral		•	•
EU innovative action for private sector competitiveness in Georgia	€ 5,000,000	2019	2023	Bilateral		•	•

Title	Total Budget	Start		Type of the	Areas of Intervention		
		date	date	Project	A2F	BDS	BEE
The DIGITAL RE4M Programme to foster COVID-19 recovery of SMEs	€ 1,850,000	2020	2023	Bilateral	•	•	•
Clusters 4 Development – Better Business Sophistication in Georgia	€ 5,300,000	2019	2023	Bilateral		•	
EFSE – EU4Business: Local Currency Lending to MSEs in the Eastern Partnership	€ 39,921,000	2020	2041	Regional	•		
Promoting Green Lending in the Eastern Partnership	€ 32,855,000	2020	2040	Regional	•		
GGF L Shares for Georgia: Promoting Green Local Currency Lending	€ 10,355,000	2019	2040	Regional	•		
2018 NIP decision share – Green for Growth – Extension to Neighbourhood East II	€ 5,162,849	2018	2039	Regional	•		
EU4Business – The EU Local Currency Partnership Initiative: the European Fund for Southeast Europe (EFSE)	€ 50,320,000	2018	2039	Regional	•		
Green for Growth – Extension to Neighbourhood East II	€ 6,157,151	2018	2039	Regional	•		
"EU4Business Guarantee Facility" financed from the general budget of the European Union under the Neighbourhood Investment Platform	€ 41,495,000	2020	2035	Regional	•		
EIB-04 SME Finance Facility – EIB window	€ 5,100,000	2010	2030	Regional	•		
EFSD – FMO Guarantee for Georgia	€ 1,230,000	2023	2030	Regional	•		
EU EBRD Local Currency Initiative	€ 6,216,000	2021	2030	Regional	•		
DCFTA SME Direct Finance Facility	€ 10,220,000	2014	2029	Regional	•	•	
Women in Business Phase II	€ 8,000,000	2023	2029	Regional	•	•	
DCFTA Initiative East (EIB) (can also be referred to as DCFTA Facility by EIB)	€ 62,746,000	2016	2028	Regional	•	•	
EU4Business EBRD Credit line (SME Competitiveness Programme in Eastern Partnership – 2019 funds)	€ 42,675,049	2019	2028	Regional	•		
EFSD+EBRD Guarantee for Georgia	€ 1,770,000	2023	2028	Regional	•		
EFSD Proparco Guarantee Georgia	€ 3,100,000	2023	2028	Regional	•		
FINANCE AND TECHNOLOGY TRANSFER CENTRE FOR CLIMATE CHANGE (FINTECC) – EU4CLIMATE window	€ 15,400,000	2020	2027	Regional	•		
EU4Business EBRD Credit line (EU Deep and Comprehensive Free Trade Area (DCFTA) Facility, EBRD DCFTA Programme)	€ 38,900,000	2017	2027	Regional	•	•	
PROPARCO Guarantee Program	€ 10,650,000	2022	2027	Regional	•		
EU4Business EBRD Credit line (SME Competitiveness Programme in Eastern Partnership – 2018 funds)	€ 52,908,951	2019	2026	Regional	•		
EBRD Advice for Small Businesses, Team Europe EaP window	€ 14,976,000	2020	2026	Regional		•	
EU4Business EBRD Credit line (EU Deep and Comprehensive Free Trade Area (DCFTA) Facility, EBRD DCFTA Programme)	€ 19,430,000	2016	2026	Regional		•	•
EU-EBRD Country-specific Investment Climate Reviews and Action Plans for Eastern partnership (EaP) countries Phase II	€ 1,200,000	2022	2025	Regional			•
Mayors for Economic Growth 2 TA	€ 10,000,000	2021	2024	Regional		•	•
EU4BUSINESS: Connecting Companies	€ 6,498,205	2019	2024	Regional		•	
EU4Business: From Policies to Action Phase II	€ 2,900,000	2020	2024	Regional			•
Eastern Partnership Trade Helpdesk	€ 3,700,000	2019	2024	Regional		•	
EU4Environment – Mainstreaming and Circular Economy – Results 1 and 2	€ 9,700,000	2018	2024	Regional		•	•
Structural Reform Facility: World Bank component	€ 1,500,000	2018	2024	Regional			•

# **EU4Business**



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