

Georgia

“Support of the Quality Infrastructure in Georgia with special focus on Metrology”

Summary of the Evaluation Report

Project Data

Project No.:	BMZ-No. 2006.2039.3 / 2012.2296.7
PTB No.:	95224 / 95251
German Contribution:	900,000 €
Period :	2007-08-31 – 2014-03-31
Evaluation Period: (on site in Tbilisi)	2013-12 -09 – 2013-12-13
PTB Working Group:	Q. 52
Project Coordinator:	Moritz Ackermann
Evaluator:	Matthias Hesse

This report was elaborated by independent evaluators for the PTB. It reflects exclusively the evaluators' opinions and conclusions.

Summary of the evaluation of the project *“Support of the Quality Infrastructure in Georgia with special focus on Metrology”*

Project Description

Situation at the start of the project:

In Georgia, there is no efficient quality management infrastructure, which corresponds to norms and regulations of the WTO or other international organizations and which would be necessary for the integration in international economic cycles. Because the key measurands cannot be traced back to the international units system (SI), conformity assessments cannot be performed reliably in Georgia.

This fact is not only an obstacle by Technical Barriers to Trade (TBT) for the export of goods but also by the implementation of the WTO Agreement on “Sanitary and Phytosanitary Measures (SPS)“.

This leads to competitive disadvantages especially for local SMEs which prevent them from successfully developing in domestic and international markets and creating and ensuring jobs.

Moreover, obsolete equipment, low-skilled workers and obsolete methods of measurement make effective consumer protection, health protection and environmental protection impossible.

The **main target** of the project is to support the development of a QI, which corresponds to the basic needs of the country i.e. of its consumers and its economy.

It shall provide conformity with international accepted processes and regulations as defined by WTO, ISO, ILAC, BIPM, OIML and other international organizations.

By activities of governmental and structural counselling and counselling of organizations and managements the project supports the development of a QI which complies with the requirements of international standards and measures as well as participation in the work of international relevant organizations (CIPM-MRA, OIML, COOMET, ...) and qualifies for international cooperation.

The focus here is on industrial metrology and to some extent on accreditation.

By means of technical advice, education and training the staff of the National Metrology Institute (NMI) shall improve their skills. This is the basis of a sustainable development.

The project is part of the support of economic reforms and the development of market-based structures (sustainable economic development) as well as Business Development Services. It was realized from the very beginning in coincidence with the Georgian policy with close coordination and corporate activities with other international donors.

The evaluation mission was realized between 2013 December 09th-13th, with the objective to carry out interviews with involved stakeholders and to visit the institutions GEOSTM and GAC. In Tbilisi the PTB Project Coordinator, Mr Moritz Ackermann and also the former Project Coordinator, Ms Anna Pfaff, sometimes accompanied the evaluator without any intervention. In this way their knowledge about the project, the involved people and environment was used in preliminary talks and after interviews.

Summary of the evaluation of the project “*Support of the Quality Infrastructure in Georgia with special focus on Metrology*”

Remark: From the evaluator’s point of view it was very difficult to separate clearly the different and in some cases simultaneously running projects because in various reports many inputs and activities were combined and were also not clearly separated.

The evaluation report reflects perceptions of the stay but predominantly refers to documents basically from the second phase of the project as from September 2009 and interviews with the PTB experts and project coordinators.

The evaluator would like to express his thanks to all participants for patiently answering the questions and also for their pleasing manners and the good organization.

Assessment of the project

Status of the change process

The current situation at the end of the project:

Being a partner country within the European Neighbourhood Policy, Georgia approximates its legislation with the *Community acquis* and has been negotiating the Deep and Comprehensive Free Trade Agreement (DCFTA), of which quality infrastructure is an integral part. An institutional reorganisation has already taken place; corresponding acts have been or are being prepared. The offer of services of the Georgian quality infrastructure is, however, still not fully adequate to cover all areas matching the economic potential of Georgia and to ensure consumer protection. The core problem is that the preconditions for enhanced competitiveness of Georgian products on regional and EU markets require improvement, while consumer protection has to be ensured.

The project supports the Georgian approach of completing the quality infrastructure in the sense of a coordinated, internationally recognised system. Project interventions at macro and meso levels focusing on metrology, accreditation combined with national quality policy follow the goal of introducing innovations that are in conformity with EU regulations and international standards.

Target groups are the direct users of QI. They are laboratories as well as industry other socio-economical areas, especially: trade, services, health-care, environment protection, consumer protection organizations, transport, agriculture and their associations and chambers.

Target group of QI are also customer which gain indirectly from e. g. legal metrology, consumer and environmental protection.

Results:

Overview of DAC evaluation criteria:

Effectiveness:

The evaluation of the project indicators evidences that the indicators 1, 2, 3 and 5 were fulfilled (see below).

Summary of the evaluation of the project *“Support of the Quality Infrastructure in Georgia with special focus on Metrology”*

Indicator 1: The fundamental structure and working procedures of GEOSTM correspond to internationally recognized standards and regulations. During the second phase of the project were realized some organizational changes. The Georgian Agency for Standards, Technical Regulations and Metrology (GEOSTM) was renamed as Georgian Agency for Standards and Metrology (GEOSTM) according to international practices. A quality management system was implemented and therefore the working processes were redesigned and with support of the Twinning project, a quality management manual in accordance to the requirements of ISO/IEC 17025 to NMIs had been worked out.

Indicator 2: The NMI actively participates in the most important international networks for metrology and QI (COOMET, OIML). In the meantime the NMI is not only full member of COOMET, where it actively collaborates in several technical committees (TC), but since 2009 it is also the first representative of the three South Caucasian countries which is associated member of the BIPM.

In 2010 GEOSTM became corresponding member of OIML.

GEOSTM also collaborates in ISO/IEC. GEOSTM was accepted as member of CENELEC in Malta. With the support of the bilateral project the GEOSTM has participated in several meetings of IMEKO several times.

The NMI disposes of at least three calibration laboratories, operating according to international standards and quality level. Their standards are traceable to the SI system. The **indicator 3** has been overfulfilled, because 3 labs successfully passed the COOMET-peer-review in October 2013. On the next meeting of COOMET in Minsk in February 2014 the three laboratories of the NMI of the GEOSTM shall be granted official recognition after having discussed the achievements.

The **4th indicator** cannot be assessed, because the indicator is defined imprecisely and the questions in the questionnaire didn't correspond with the indicator.

According to the responded questionnaires 83,8 %the clients rated the quality of calibration service as „excellent“ and „good“:

The **5th indicator** has been rated until the end of the support in 2011. During the second phase of the project PTB worked out the preparation of GAC for being internationally recognized for the accreditation of calibration and testing laboratories. But in 2011 the PTB decided to cancel its support to GAC for not doubling activities and overloading the institution with the Twinning Project.

Impact:

The indirect long-term impact mainly consists in contributing to create the requirements for the trade agreement with the EU (DCFTA). This leads to an equal participation in forming the international trade of service and goods and also contributes to the creation and preservation of jobs. The intended positive effects of the project are the improved orientation of the legal and industrial metrology, which works according to international standards and covers the basic needs of SME, consumer protection and environmental protection. The improvement of the business environment has strengthened the competitiveness of the Georgian SMEs.

Summary of the evaluation of the project *“Support of the Quality Infrastructure in Georgia with special focus on Metrology”*

Sustainability:

Upon completion of the bilateral project the main challenges for MoESD, GEOSTM and NMI respectively GAC are the securing of sustainability of the status quo and its further development. The sustainability of the project results depends on the following main aspects:

- Ownership, that means the commitment of the partners for project's objectives
- Securing the financial sustainability and independence
- Engagement of new metrologists and activities for human resource development
- Working according to international practice, management competence and collaboration in international networks
- Strengthening and focusing on the demand of customer, marketing
- The transformation of the Quality Council into a real advisory body of the Georgian government and the QI.

Relevance:

The project supports the development of an EU-compatible QI in Georgia. The resulting improvements of merchandise traffic as well as customer-, environmental protection, occupational health and safety are in line with:

- The principles of the German development cooperation, which includes the encouragement of free merchandise traffic and the protection of society against dangers due to inobservance of international accredited standards.
- And furthermore the development aims of Georgia, which strives to become member of the EU.

The project also is in line with the German regional cooperation, to support the QI in countries located at Southern Caucasus, which is much valued and favorably demanded by Georgia. This policy is part of the European Neighbourhood Policy (ENP).

The objective of QI structures is to protect customers from products of poor quality. The private sector also benefits from the project.

The project's relevance is very high.

Efficiency:

In contrast to twinning the project is not provided with a long-term professional RTA. Rather the project coordinator manages the transactions from Braunschweig. The current monitoring was performed by several trips of the project coordinator, the iKZE and short-term experts. In logistical and organizational aspect the project benefited highly from the cooperation with the twinning project, which promoted efficiency. The cooperation with programs of the EU was and is very good and is always taken into account in project planning and implementation.

For the bilateral project a documented financial monitoring on the level of activities does not exist. The on-site discussions showed that the efficiency of project implementation is estimated to be particularly high and better than in other projects despite change of project coordinators and extensions of time and a budget increase. During the time of change the iKZE ensured the continuity of work.

Overview of success factors of Capacity WORKS:

Strategy:

The project has a clear vision of which impact it wants to achieve in the QI-sector together with its partners and which instruments shall be used therefore. This strategy was worked out in collaboration with executing and political partners, other donors in the sector, especially with the EU and is based on extensive experience by the PTB in various countries worldwide, in which QI was and is used successfully.

The building up of the mass- and e-labs was exemplary and was carried out in consideration of demand and with involving target groups. The project has also involved e.g. producers of measurement equipment and conformity evaluation centers in its training measures.

Capacity development is an essential and integral part of the project strategy, all activities aim at the transfer of knowledge.

Cooperation:

The bilateral project frequently cooperated with the political partner of the project, the MoESD. In this context, the strategy of the project was adjusted and further developed. At the same time the close interaction with other projects especially those in which the PTB participated/participates e.g. the Twinning-Project, the regional project for food safety and PTB/COOMET makes sure that the strategical and operational focusing on QI is constantly adjusted and further developed frequently together with the partners. The cooperation with other projects and institutions e. g. EU, GIZ and worldbank is geared to using synergies. There is a frequent, extensive and very good exchange of information.

Steering structure:

The bilateral project has institutionalized steering structure. The superordinate steering is ensured by frequent meetings with the MoESD respectively the Head of Economic Analysis and Policy Department of MoESD whereas the steering on the operational level is carried out by frequent consultations of the project coordinator and/or the iKZE with GEOSTM and NMI as well as GAC.

Processes:

The processes of performance took place on different levels: macro- (system developing consulting), meso- (consulting and support of GEOSTM/NMI and GAC) and micro-level (support of the local experts).

The main services (core processes) of the project are clearly defined and documented. Contents are passed on orally or by means of detailed documentation. Responsibilities for performance delivery and operational plannings are regulated transparently.

Learning and Innovation:

The PTB has a very high expertise which its partners appreciate a lot. It supports its partners with great commitment. In addition to consulting services for the government with support by

Summary of the evaluation of the project *“Support of the Quality Infrastructure in Georgia with special focus on Metrology”*

the formation of a National Quality Council (NQC), both resources for the professional advancement and for the technical equipment were provided.

Besides the transfer of expert knowledge, subsequent practical trainings were arranged abroad e.g. in Germany in order to make use of the acquired knowledge and to put the theory into practice.

As an example, the final systematizing seminar should be mentioned, in which all participants of the project were involved and presented their lessons learnt.

As an indirect and sustainable effect of the project and according to the presentation of Mrs. Manvelidze, the formation of an association of laboratories is to be mentioned.

The results of the project as well as experiences and contributions are communicated within the PTB and its experts.

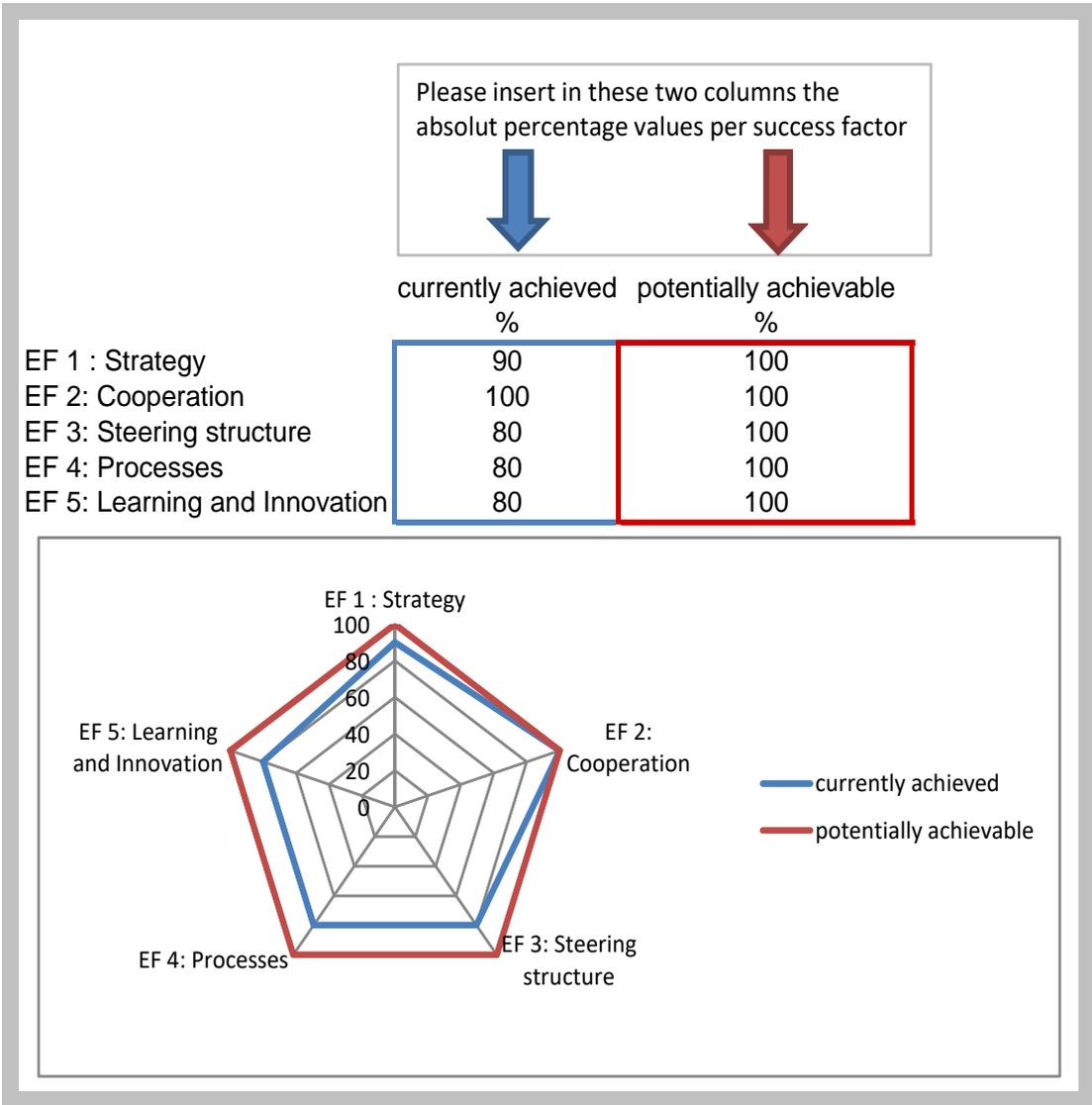
Overall assessment:

DAC evaluation criteria

(1) Criterion	(2) Rating for criterion	(3) Weighting for criterion	(4) = (2) x (3) Weighted criterion (automatic)
Relevance	1	2	2
Effectiveness	2	2	4
Impact	2	2	4
Efficiency	2	2	4
Sustainability	2	2	4
Average of the weighted criteria 1 - 5			2
If effectiveness, impact or sustainability are accorded a numerical rating of "4" or poorer, the overall rating will be downgraded to "4" even if the average is better than "4". Under exceptional circumstances, should the sustainability be less important (weighting "1", see assessment grid), the overall rating will not be downgraded.		No, the overall rating is not downgraded.	
Overall rating of the project/programme:			2

Summary of the evaluation of the project *“Support of the Quality Infrastructure in Georgia with special focus on Metrology”*

Success factors of Capacity WORKS



Learning processes and learning experience

The following experiences and learning processes result from the project:

- The clearly structured and variable strategy led significantly to success of the project. It was based on the most urgent needs of Georgia to metrology- and accreditation services and relied on evidence from studies.
- The demand and customer focus of the project, for example the successive development and construction of laboratories played an important role from the beginning
- The accompanying policy advice on the development of QI with awareness-activities at the various levels from producers to the Ministry was also an important element. Thus it was possible to raise the budget of the GEOSTM once again for example in

Summary of the evaluation of the project *“Support of the Quality Infrastructure in Georgia with special focus on Metrology”*

order to create incentives for employee retention for the in relation to the private sector relatively low-paid employees of the NMI.

- The intensive networking in the Georgian environment and with the donor and implementing agencies as well as the excellent quality and the sensitivity of the used international and experts of the PTB allowed to work efficiently and a sustainable success. Through intensive contacts to the embassy and the EU delegation the PTB experts succeeded to influence strongly also on the work developed by the EU under the DCFTA.
- In particular, the cooperation and the flow of information within the German project team (coordinator, iKZE, and experts) were excellent and contributed to short-term responses to changing situations.
- The mastery of Russian among English and the understanding of the history and current development problems of the country were important facts to build up trustful contacts with the leadership of the GEOSTM, its employees, as well as many experts in the laboratories and the ministries involved.
- According to the learners, trainings in combination with practice abroad have achieved the highest success of learning
- The cooperation with other QI projects (twinning, regional Hazelnut, TACIS) increased significantly the effectiveness and broad effect of inputs and activities. At the same time this gave contribution for raising awareness by the project partners.

Recommendations

The analysis and evaluation of the previous chapter leads to the following recommendations:

Positive aspects:

- The support of the GEOSTM with regard to the planned CIB project, from project funds from the bilateral project, leads to a further increase in the sustainability of achievements and a seamless and aligned development.
- The information about positive experiences given in Chapter 6 should be retained for future projects. At this point, the evaluator decided not to list this again.

Capabilities for improvement:

- Indicators
 - o The definition of indicators should be clear (see above 4.3.1 indicator 4 and 5) and meaningful (indicator 5). The definition of the indicator in 5 working proposal differs from those in subsequent reports from (see chapter “efficiency”). To work in "compliance with international requirements of ISO / IEC 17025" not necessarily supposes the international recognition of the GAC.
 - o Indicators should also measure (long-term) effects
- To evaluate the efficiency of a project, a financial monitoring on the level of activities should be done. Furthermore, a monitoring system that is related only to the specific project would provide a clearer distinction to other parallel running projects. Synergies that affect both or multiple projects should nevertheless be pointed out therein.
- The composition of the participants for trainings should be homogeneous, because thereby a higher and more sustainable learning success could be achieved in more

Summary of the evaluation of the project *“Support of the Quality Infrastructure in Georgia with special focus on Metrology”*

efficient use of resources. If necessary should be made at the beginning of the training, a longer introduction for beginners.

- The performed trainings (Indicator 5) e. g. EN ISO 15189 have been related not only to the required contents (s. above indicator 5), but go further without justification or an adjustment of the indicator.
- The reimbursement of travel expenses for business trips/study visits should be equal with parallel projects (see above 4.3.2). In this way a misallocation of resources can be avoided.
- In the self-assessment according to Capacity WORKS from 2014 Jan. 14th on the question of the "right partner" for implementing strategy MoESD has been described. For a quick and clear presentation of the cooperation structure a stakeholder map showing the key stakeholders and opinion leaders would have been helpful. An analysis of needs to assess the cooperation system with criteria such as: access to decision-making and opinion leaders, competence for implementation, financial resources, knowledge and expertise, as well as scaling up and regional distribution could indicate possible weak points. These instruments of Capacity WORKS had also helped a sick leave of a project coordinator that a representative can orient himself quickly according to the existing structure without unnecessary loss of time and interruption of the project flow.
- When acting on the foundation of the National Quality Council direct talks with the government or the ministers had possibly led to better results with regard to the sustainability and functioning of the NQC.



Imprint

Published by

Physikalisch-Technische Bundesanstalt
Bundesallee 100
38116 Braunschweig
Germany

Responsible

9.01 Processes of International Cooperation
evaluierung-9.3@ptb.de
www.evaluierung.ptb.de