

Development of a National Quality Infrastructure in Namibia

**Evaluation of Phase I of the Programme and Appraisal of a
Programme Proposal for Phase II**

Bertil Sjöberg

**Department for Infrastructure
and Economic Cooperation**

Development of a National Quality Infrastructure in Namibia

**Evaluation of Phase I of the Programme and Appraisal of
a Programme Proposal for Phase II**

Bertil Sjöberg

Sida Evaluation 02/18

**Department for Infrastructure
and Economic Cooperation**

This report is part of *Sida Evaluations*, a series comprising evaluations of Swedish development assistance. Sida's other series concerned with evaluations, *Sida Studies in Evaluation*, concerns methodologically oriented studies commissioned by Sida. Both series are administered by the Department for Evaluation and Internal Audit, an independent department reporting directly to Sida's Board of Directors.

Reports may be ordered from:

Infocenter, Sida
S-105 25 Stockholm
Telephone: (+46) (0)8 506 42 380
Telefax: (+46) (0)8 506 42 352
E-mail: info@sida.se

Reports are also available to download at:

<http://www.sida.se>

Author: Bertil Sjöberg

The views and interpretations expressed in this report are the author's and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

Sida Evaluation 02/18
Commissioned by Sida, Department for Infrastructure and Economic Cooperation

Copyright: Sida and the author

Registration No.: 1997-0816
Date of Final Report: June 2002
Printed by Elanders Novum
Art. no. Sida 2023 en
ISBN 91-586-8718-1
ISSN 1401-0402

SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: S-105 25 Stockholm, Sweden. Office: Sveavägen 20, Stockholm
Telephone: +46 (0)8-698 50 00. Telefax: +46 (0)8-20 88 64
Telegram: sida stockholm. Postgiro: 1 56 34-9
E-mail: info@sida.se. Homepage: <http://www.sida.se>

Table of Contents

1	Executive summary	I
	The Programme	I
	Phase I, Evaluation	I
	Phase II, Appraisal	III
	Phase II, Recommendations	IV
	General Recommendations	IV
2	Programme context	6
	2.1 Background	6
	2.2 Phase I of the programme	6
	2.3 Proposed Phase II of the programme	7
3	The Evaluation	8
	3.1 Purpose	8
	3.2 Issues to address in the evaluation of Phase I	8
	3.3 Issues to address in the assessment of the programme proposal for Phase II	9
	3.4 Methodology	9
4	Findings	10
	4.1 Phase I of the programme	10
	4.1.1 Findings related to the objectives	10
	4.1.2 Findings related to the indicators of activity	15
	4.1.3 Findings related to the issues of the Evaluation ToR	16
	4.1.4 Further findings	21
	4.2 Phase II of the programme	22
	4.2.1 Findings related to the objectives	22
	4.2.2 Findings related to the indicators of activity	26
	4.2.3 Findings related to the issues of the Evaluation ToR	26
	4.2.4 Further findings	28
5	Conclusions and Recommendations	30
	5.1 Conclusions from the evaluation of Phase I	30
	5.2 Conclusions from the evaluation of Phase II	31
	5.3 Recommendations for Phase II	33
6	Lessons learned	35
7	List of Appendices	37

1 Executive summary

The Programme

Upon the request from the Namibian Ministry of Trade and Industry (MTI) the Programme “Development of a National Quality Infrastructure (NQI) in Namibia” was agreed in December 1997. Phase I of the Programme had a three-year plan to be concluded in November 2000 with a Sida budget of SEK 4 950 000. Hifab International AB was contracted for this first phase, that was concluded early in 2002 at a cost of SEK 5 049 000.

The overall objective of Phase I of the Programme was to develop a NQI being appropriate and realistic to Namibia. The immediate objectives covered education of MTI staff, support to MTI and other relevant parties in developing a National Quality Policy and a Strategic Action Plan for the implementation, assistance to MTI in developing an information desk for standardisation and quality, support to MTI in drafting the legislation in the area related to the NQI as well as drafting a plan for a Phase II of the Programme. Outside the original scope of Phase I Sida was requested to support the laboratory community in Namibia in preparing for accreditation.

A progress report in June 2001 served as the final report on Phase I also presenting the proposed content of a Phase II of the Programme. MTI requested in July 2001 Sida to support Phase II of the Programme with a budget of SEK 10 860 000. The overall objective of Phase II is to support MTI and Namibian economic operators in capacity building in standardisation, accreditation, certification, testing, metrology and to give technical support, including the implementation of the legal enforcement mechanisms that make use of these activities.

Sida had originally expressed the wish to divide the originally requested support in two phases with an independent evaluation at the conclusion of Phase I to establish the basis for Phase II. Thus this evaluation, performed by Bertil Sjöberg from BCA Consulting AB, is an integrated part of the support process. The result of the evaluation will guide Sida in the further assistance to MTI in the development towards an operational NQI in Namibia, fulfilling both national needs and international requirements and standards. To help Sida in this the evaluation further had the purpose to assess the relevance, need, organisation and proposed implementation methods of the programme proposal for Phase II and to propose changes and amendments to the programme proposal.

After studies of Sida’s documentation the evaluation was mainly based on meetings and interviews in Namibia with relevant representatives from the MTI, other Ministries, institutions, industry, laboratories, the education sector, the Swedish Embassy and the EU Representation in Windhoek. A draft report based on the findings was prepared in Namibia and discussed with the responsible persons within MTI before the report was finalised.

Phase I, Evaluation

An implemented National Quality Infrastructure is of crucial importance to Namibia. Phase I of the Programme has been an important first step in that direction by creating a relevant structure.

The overall objective has in principle been fulfilled. Almost all activities have produced results that could have fulfilled the intention of each of them. However, the fulfilment of some of the immediate objectives has suffered from delays in implementation and to some extent lack of initiatives due to unclear ownership of the programme.

MTI established the Namibia Standards Information and Quality Office (NSIQO) already in 1996. This office has been the main local counterpart of the programme and its manager has been the local Co-ordinator of the Programme (MTI/NC).

Under the programme training was given through open seminars and workshops. The NSIQO staff was trained in multiple courses and seminars, both in Namibia and Sweden. Computer hardware and software have been supplied as well as and training in its use. The planned training and number of consultant hours are reported delivered in full and achievements show that so is probably the case. The supplied computer equipment is mostly relevant.

Industry representatives have appreciated the open seminars and workshops and are today more aware of quality matters than before the programme, but mainly companies depending on exportation and companies with an international connection have adapted. The private sector, however, experience a vacuum after the expectations that was created by the open seminars.

A well-formulated National Quality Policy has been developed, approved by the Cabinet of Ministers in October 1999 and printed for distribution. It would, if made publicly known, serve as a good governmental message to all stakeholders in quality. An excellent Strategic Action Plan for the implementation of the National Quality Policy has been drafted, but not yet activated.

NSIQO has been developed into the Namibian information desk for standardisation and quality. As such NSIQO assists ministries, industry, exporters, importers and other interested parties.

NSIQO functions also as the national standardisation body. A South African Bureau of Standards (SABS) office has been closed and NSIQO is an ISO corresponding member and is part of the IEC Affiliate Associates Program. The sale of standards is increasing and NSIQO has set up its first National Technical Committee on ISO 9000. NSIQO issued a Newsletter in November 2000, but no further volume has been issued.

Three relevant laws: Bill on Standardisation, Bill on Accreditation and Bill on Metrology have been processed to a “latest version 2001/10/16”, but they have not yet been adopted by the Parliament. Besides Sida the EU Commission’s Trade and Development Programme, TIDP, has taken part in developing three laws, without information from MTI on each other’s involvement.

Initiative has been taken to establish a Namibian Association of Laboratories and a chairman appointed. The association is still existing, but not active. Following seminars for around 20 identified laboratories, 11 laboratories were individually supported towards accreditation. This help to laboratories has been very appreciated and fruitful.

Besides Sida’s contribution of SEK 5 049 000 MTI has covered local costs of NAD 2 350 000 during the establishment of NSIQO. The total cost for Phase I is then around SEK 7 400 000. Phase I has anyhow been cost-beneficial relative to its potential influence to the economy of Namibia when the NQI well is implemented.

MTI/NC has provided annual progress reports in co-operation with the consultant Project Manager (PM). However, MTI has not, although committed to, provided any preliminary annual plans. The consultant PM has provided all the planning and thus given MTI/NQ limited ownership of the programme.

The consultants have been highly qualified. The cost-effectiveness and efficiency, however, could have been improved, by some activities being produced differently. All activities are reported to have been fully in line with the original plan in the ToR and LFA. This indicates lack of flexibility to adapt the

project activities to suitable fit to a situation that over the project period has been changing due to the delayed implementation of laws and further unexpected events.

The sustainability of Phase I of the Programme has suffered temporary from the delay in implementation, and also from lack of ownership given to MTI in respect of programme design and direction. Also a deeper involvement of private sector associations would have helped in efficiency and sustainability.

Phase II, Appraisal

The proposed objectives of Phase II are in principle relevant to meet the Namibian needs and a logical continuation of the Programme.

The Namibian Standards Institute (NSI) was registered in April 2002 as a non-for-profit company and a budget of around NAD 2 million was approved to cover office equipment and move of NSIQO to NSI. The IT equipment from Sida will follow the NSIQO staff to NSI. On MTI request the EU Commission's TIDP has developed a business plan for NSI and ear-marked three months of consultant time for training of NSI staff, but MTI has not informed Sida.

For the transfer of NSIQO into NSI both existing and new staff members will need further training. NSI will also need assistance to establish new procedures, activate the Newsletter, etc, Sida's support should be adjusted to the situation expected after the support from TIDP.

Namibia would need a formal National Accreditation System, manageable by one person. It should to a great extent co-operate with its counterparts in Southern African Development Community Co-operation in Accreditation (SADCA) and use assessors mainly from South African National Accreditation Services (SANAS). Substantial training of that person will be needed, both at Swedac and in Namibia.

MTI has already one person dealing with legal metrology. The Metrology Division would need to be further developed and new procedures adopted covering both legal and industrial metrology. Information and training of 2 to 3 persons in both legal and industry metrology will be needed.

Continued support to laboratories in preparing for accreditation is a crucial need, both through seminars and individual assistance. The Laboratory Association itself would need support to build its administration, enabling the association to build its own capabilities to assist members.

MTI is responsible for fish industries. With support from Iceland MTI has recently developed a new draft law: Conditions for the Handling and Processing of Fishery Products Bill. Expertise support will be needed to implement the new law. Iceland should be asked to continue to give their expertise support in implementing the law they have been part of developing.

Sponsoring education in quality matters is a low cost support that well could be part of Phase II, beneficial to both Namibia University and Polytechnic of Namibia.

The implementation of the laws should be accompanied by an information campaign from MTI. MTI should also be requested to increase its co-operation with the Chamber of Commerce and other relevant private sector organisations.

Besides the parallel support from EU/ TIDP and Iceland it should be noted that the Southern African Development Community (SADC) has developed project proposals for the regional development of the NQI. Although Sida may consider these possible projects it must be recognised that Namibia has an urgent need of Phase II of Sida's programme.

Phase II, Recommendations

The proposed Terms of Reference for Phase II, its activity list and the LFA should be re-worked

- to eliminate activities already covered by other donors
- to adjust to the development since the proposal for Phase II was drafted in June 2001
- to increase the involvement of MTI and NSI staff both in project management and project work
- to further adopt ideas based on the comments and recommendations in this evaluation, like no need of an Inception Report, use of standard training packages, SADC approach, etc.
- to transfer the immediate objective 5 on developing enforcement mechanisms in the fish and fishery products area to the Icelandic Agency.

The reworked activity list should not be cemented, but due to continuous adjustments to allow use of the most efficient and cost effective alternatives with regards to the actual situation at each stage of the programme. The activity list should just be an indicative base for the budget. Roughly estimated the budget for Sida's contribution for Phase II would be in the range of SEK 8 million.

The MTI/NQ should have a deeper ownership of the programme. Progress Reports should be delivered for every six months period together with proposed actions plan for the next two six months periods. Meetings in Windhoek every six months should deal with these documents and take relevant decisions on next two six months periods' actions plan. A first meeting should be held at the start up of Phase II, planning the first two six months' periods.

It is further recommended to allocate part of the budget to an ongoing independent evaluation and expert control of the project that also could cover evaluation of the actual planning of the project. The independent consultant could take part in the management meetings twice a year as advisor.

MTI should be committed to activate the Strategic Action Plan developed in Phase I and to nominate a Steering Committee to supervise the implementation work. The Steering Committee should synchronise some of their meetings with the project meetings in Windhoek and invite the Consultant PM, the MTI/NC and the Independent Consultant to those meetings.

General Recommendations

Action plans should be flexible to be adaptable to the development and actual situation, within programme budgets. For best efficiency objectives and not cemented action plans should be guiding a programme. Flexibility in action plans would further offer the opportunity to apply such actions that are most suitable and cost effective at each stage of programmes. The recipient's programme co-ordinator should be involved in the responsibility for this planning and in progress reporting, thus been given an ownership of the programme.

For best cost efficiency and to obtain highest sustainability, whenever possible and suitable

- products/services should be taken from a close by market to create access to future service
- standard seminars and workshops on the open market, should be used in training actions
- representatives from the recipient country should, after training, be activated in project work

For programmes planned to run for more than 18 months part of the budget should be allocated to an ongoing independent evaluation and expert control of the project, also covering evaluation of the project planning and participation in management meetings in an advisory role.

The contracts between Sida and consultants stipulates correctly that documents, specifications, reports and all relevant data compiled or prepared by the Consultant is the property of Sida. In areas where Sida offers the similar support to more than one country there might be a cost saving potential in re-use of information and work results. In the NQI area all the recipient countries aim at a similar end result, mostly governed by the same global background, like WTO, ISO, etc, only somewhat adjusted to fit the national conditions. It would most probably be possible to use the same drafts of laws, quality policy, etc. and also seminar material, in all or most countries offered support in building their NQI. Although the drafts must be further developed to fit to the national conditions time and costs may be reduced for each programme.

To enable Sida to re-use documents and other work result an electronic document bank could be established at Sida, organised per type of support programme and with suitable sub-files. Documents from such a Sida bank could be offered to the consultants as start up material to take into account in their tenders to Sida. It should logically also be the responsibility of each programme consultant to deliver all produced documents to Sida in a suitable electronic form.

2 Programme context

2.1 Background

Up to 1990 Namibia's legislation and infrastructure was based on that of South Africa. At independence in 1990 Namibia as a start adopted as Namibian law the earlier existing South African legislation that was not expressly repealed by the Constitution. Since then Namibia has been working at developing all needed infrastructures as well as implementing new legislation or amending earlier laws as appropriate.

In this process the Namibian Ministry of Trade and Industry (MTI) requested support from the Swedish International Development Cooperation Agency (Sida) for the development of a National Quality Infrastructure (NQI) covering development of an information desk on standards and quality within MTI as the first step towards a national standardisation body, defining the organisation of the national quality infrastructure and drafting the necessary legislation.

2.2 Phase I of the programme

The programme "Development of a National Quality Infrastructure in Namibia" was agreed upon 1st December 1997 with a Sida contribution of SEK 4 950 000. The programme was implemented as a support to the Ministry of Trade and Industry, related institutions and the private sector in Namibia. The programme was a three-year programme aimed to be concluded on 30th November 2000. Hifab International AB was contracted to assist the Ministry in their efforts to carry out the Programme. The implementation of the programme was delayed with the results that it was concluded early in 2002 after Sida having supported with SEK 5 049 000.

Appendix 3 presents the Objectives of Phase I and **Appendix 4** the Agreement for Phase I between Sida and the Namibian Ministry of Trade and Industry. These documents and the agreement between Sida and the Consultant are the main ruling documents for Phase I of the programme, covering the aim and objectives as well as the commitments made by Sida's contract partners: the consultant and the Namibian Ministry of Trade and Industry (MTI). The consultant appointed a Project Manager (PM) and MTI nominated a National Co-ordinator (MTI/NC) for the project.

A detailed Inception Report was prepared by the PM at the start of the project. During the course of the project annual progress reports were prepared by the PM and MTI/NC. At the end of Phase I the progress report covering April 1999–December 2000 issued in June 2001 served as the final report that also presented the proposed content of a Phase II of the programme. Extracted from the Follow up of the Logical Framework Analyses (LFA) for Phase I Indicators of Activities and corresponding reported Achieved results are presented in **Appendix 5**.

Outside the original scope of Phase I the programme consultants initiated the establishment of the Namibian Association of Laboratories. On 8 July 1999 Sida received an urgent request from the laboratory community in Namibia on support to laboratories in preparing for accreditation including the development of quality systems and enhancement of test methods. The Ministry in co-operation with Sida decided that this support should be granted and reallocated from the original programme budget 20 % of the needed amount to provide support to the laboratories. While 11 laboratories were supported by experts from Sweden further funds were expected to be allocated by Sida during the year 2000, but not delivered.

2.3 Proposed Phase II of the programme

In a letter dated 17th July 2001 the Ministry of Trade and Industry requested Sida to further support an envisaged phase II of the Programme budgeted to SEK 10.8 million. Based on this request a programme proposal for phase II of the project was presented in the Final report on phase I as presented in **Appendix 6**, with the objectives in its clause 1.2.

3 The Evaluation

This evaluation is an integrated part of a support process where Sida expressed the wish to divide the originally requested support in developing the national quality infrastructure in Namibia in two phases with an independent evaluation at the conclusion of Phase I to establish the basis for Phase II. The Terms of Reference for the Evaluation is presented in **Appendix 1**.

3.1 Purpose

The purpose of this evaluation was to assess the results achieved during the implementation of Phase I of the programme, December 1997–March 2002, according to identified indicators of achievement. The result of the evaluation will guide Sida in any further assistance to the Ministry in the development process of fulfilling a well-defined and operational national quality infrastructure in Namibia, fulfilling national needs and international requirements and standards.

The purpose was further to assess the relevance, need, organisation and proposed implementation methods of the programme proposal for Phase II as established within the framework of Phase I and in co-operation with the MTI to propose changes and amendments to the programme proposal based on established needs and requests.

3.2 Issues to address in the evaluation of Phase I

The evaluation shall assess the achievements of Phase I against its objectives and indicators of achievement as identified in the LFA. It shall also identify factors that have facilitated or impeded the achievement of the objectives. While a thorough review of the past is in itself very important, the evaluation is expected to lead to a useful input for the final programme proposal for Phase II.

In particular the evaluation of Phase I was intended to address the following issues:

1. Have outputs been produced as planned (effectiveness)?
2. Number of people trained within the framework of the programme, relevance of participation, effectiveness and impact related to relevant staff of the Ministry of Trade and Industry (staff of the information desk etc.) in particular and of other institutions and the private sector.
3. The relevance of the proposed overall organisation of the Quality Infrastructure in Namibia as established in the draft legislation.
4. The approved National Quality Policy with the related Strategic Action Plan.
5. Progress on the draft laws covering relevant areas of the National Quality Infrastructure.
6. Relevance and impact of the established information desk and its capability of serving the authorities and the local industry with needed information regarding standardisation, quality and conformity assessment and its capability of taking over the function of an independent national standards body.
7. Relevance and use of installed computers.
8. Relevance, efficiency and effectiveness of additional support such as support to laboratories, support in developing regional co-operation in accreditation.

9. What are the intended and unintended effects of the activities, including effects on the intended beneficiaries and on others? What are their positive and negative effects in the short and the long term?
10. Elaborate on cost-benefit of the Programme and assessed cost-effectiveness (efficiency).

3.3 Issues to address in the assessment of the programme proposal for Phase II

The assessment of the programme proposal for Phase II (established as Action 3 of Phase I), shall in particular address the following issues:

1. Relevance of the proposed actions with regard to the request of the Ministry of Industry and Trade and identified needs of the public and private sectors with specific reference to the WTO agreement.
2. Anticipated impact of the proposed actions.
3. Assessment of proposed budget.
4. Assessment of the proposed Logical Framework Analyses for Phase II.
5. Does phase II follow logically to previous work under phase I?

3.4 Methodology

A preparation phase of the evaluation Sida's documentation on the project was studied and a visit was paid to the Namibian Embassy in Stockholm. In the planning of the visit to Namibia meetings with relevant bodies in Namibia were set up with the assistance of MTI in Namibia.

In Namibia meetings/interviews were held/performed with relevant representatives from MTI, other Ministries, institutions, industry, laboratories and the education sector. Visits were also paid to the Embassy of Sweden and to the EU Representation office in Windhoek. **Appendix 2** presents a list of persons participating in meetings and interviewed during the Evaluation.

A draft report based on the findings was prepared in Namibia and discussed with the Director and Deputy Director, also MTI/NC, of MTI before leaving Namibia. After having obtained their comments the report was updated and sent to MTI for their possible further comments. The report was then finalised in Stockholm and presented to Sida.

4 Findings

The outcome of the great number of interviews (Appendix 2) has been merged into comments on Phase I and Phase II in 4.1 and 4.2 respectively. The comments have been related to the objectives (4.1.1 respectively 4.2.1), to the indicators of activities (4.1.2 respectively 4.2.2), to the issues indicated in the Evaluation Terms of Reference (4.1.3 respectively 4.2.3) as well as further findings (4.1.4 respectively 4.2.4). This way of sorting the findings will hopefully help in the evaluation towards the aims of the programme, but unfortunately, as a consequence of this multiple grouping of the findings, some comments have necessarily been repeated.

4.1 Phase I of the programme

The Ministry had established the Namibia Standards Information and Quality Office (NSIQO) already in 1996, based on 6 staff members and a deputy director drawn from MTI. This office has been the main local counterpart of the programme and its manager has been responsible for the local management of the programme as the nominated National Co-ordinator (MTI/NC).

4.1.1 Findings related to the objectives

Overall objective

The development and operation of a National Quality Infrastructure being appropriate and realistic to the Namibian needs.

This overall objective has in principle been fulfilled, while the fulfilment of some of the immediate objectives has suffered from delays in implementation and to some extent lack of initiatives due to unclear ownership of the programme.

Immediate objective a)

To educate the staff of the Ministry of Trade and Industry in the areas related to the National Quality Infrastructure and conformity assessment, i.e. standardisation, accreditation, certification, testing, inspection, quality assurance and metrology, including the legal aspects.

All the staff of NSIQO had been trained in standards matters in Sweden under an earlier support programme from Sida. Some of them had also participated in courses at SABS.

The MTI staff in NSIQO were under the programme further trained in a multiple courses and seminars, both in Namibia and Sweden. The staff members have received training in quality management, standardisation activities, information dissemination, international co-operation in the field of standardisation and necessary computer skills. Furthermore study visits including on the job training in the operation of standardisation activities have been arranged at foreign standardisation bodies, such as STRI in Iceland, SABS in South Africa and BSI in Great Britain. Participation to the different training activities has been related to the individually intended work tasks, with most training addressed to the manager and second man of NSIQO.

While NSIQO today has a manager and five further persons in staff, also two earlier staff members were trained, one of which has left his employment and one is on educational studies in Australia. None of these have been replaced.

At the first period of the project seminars and workshops were arranged in Namibia to which not only MTI staff were invited but also representatives from the private sector. Invitations were sent to some identified companies and organisations and the invitation was as well announced in newspapers.

The training has also included training in the principles of international trade, conformity assessment and quality infrastructure development. This training has also been provided to a large number of governmental officials and private sector representatives.

A resource person at the Chamber of Commerce was trained to be the contact point to Industry in NQI matters. However this person has left the Chamber of Commerce and no initiative is taken to replace or compensate. With a high turnover rate of personnel the Chamber of Commerce, through its newly employed Acting Chief Executive Officer, showed to have a limited degree of involvement in NQI matters although demonstrating an interest.

Private sector representatives have appreciated the open seminars and workshops arranged under the programme. These have contributed to awareness in the private sector of the importance of quality matters and thus a NQI. Companies are now “ahead of legislation” was a comment received. However, all had not been reached by the invitations. An expectation on further actions from MTI was created, but due to a slow implementation of later steps in the programme a kind of vacuum seems to have been created. MTI expressed, however, its intention to extend the NQI awareness to the useful participation of the Chamber is one of the immediate tasks to be undertaken by the future national standards body.

Exporting companies, especially in the fish industry, have experienced quality requirements from its main market. The EU Commission has required that the Namibian fish industry fulfil the European Hazard Analysis Critical Control Point, HACCP. The South African Bureau of Standards (SABS), accredited by South African National Accreditation Services (SANAS) has been accepted by EU as an inspection body towards industry.

Ongoing training, 2 to 3 workshops per year, has been offered during the whole of Phase I.

Some knowledge existed about Det Norske Veritas (DNV) having run a project in 10 SADC countries 1992–1997 introducing ISO 9000 to 10 companies per country, but no signs were found on remaining effects of it.

Some MTI staff participation to seminars in Sweden has been offered through the Swedish Embassy in Windhoek, having a found for such support.

Immediate objective b)

To develop the necessary prerequisites for decision making regarding the organisation of the National Quality Infrastructure.

Surveys and studies have been performed to establish knowledge on the needs of activities related to standardisation, accreditation, testing, inspection and metrology. The result of these was reported to have formed the base for drafted plans and actions taken, while the final report reports that the original action plan in the Terms of Reference has been executed.

A meeting was held in 1997 aimed at establishing a Quality Association of Namibia. That organisation never got off the ground and is today not existing. MTI has the intention that the Association will be re-initiated by the future national standards body.

Immediate objective c)

To support the Ministry of Trade and Industry and other relevant parties in developing a National Quality Policy including the organisation of the needed institutional infrastructure and related Strategic Action Plan for the implementation of the policy.

Under the programme a National Quality Policy has been drafted and processed. It is a well-formulated document. It has been approved by the Cabinet of Namibia's Ministers through Cabinet Decision No. 13st/01.06.99/001 and been printed for distribution in October 1999.

The interviews showed, however, that the National Quality Policy was not widely known outside MTI. It has been distributed to around 300 addresses together with invitations to seminars and workshops.

The National Quality Policy includes in its clause 4 the intention to build an institutional infrastructure for quality based on the components: a National Standardisation Body, Accreditation activities, a National Metrology System and Technical regulations. Furthermore the private sector should be encouraged to provide conformity assessment services and to join Quality Associations. However, MTI did not have any documentation on the organisation of the intended institutional infrastructure for quality available at the evaluation visit.

A Strategic Action Plan for the implementation of the National Quality Policy has been drafted. The different planned actions refer to corresponding sections of the National Quality Policy. It covers activities by all NQI stakeholders and would have been an excellent tool for the implementation of the adopted National Quality Policy and a NQI. However, partly due a delay in adoption of the relevant legislation the Strategic Action Plan has not been activated. It was also totally unknown outside MTI, although it covers a broad range of stakeholders. MTI has the intention that the Namibia Standards Institution (NSI) shall take the responsibility for the implementation of the Strategic Action Plan.

Immediate objective d)

To assist the Ministry of Trade and Industry in developing an information desk for standardisation and quality.

NSIQO had been established in 1996, before the start of Phase I, but was further developed under the programme.

Although some of the staff was earlier introduced to and trained in the use of computers the NSIQO staff had very limited experience in the use of computers and had no such equipment at the start of the programme. Both hardware and software have been supplied through the programme and all NSIQO staff members have been trained in its use.

The following equipment was supplied: 4 desktop computers, 1 laptop computer, 1 server, 1 desktop computer was upgraded to a usable state, 1 modem and the software Domino Intranet starter pack 2.0, MS Office 97, 6 licences, Quality Manual. The status of the equipment at the time of the evaluation was as follows:

- The laptop computer was stolen in the week of 14 February 2002 from the office of the NSIQO Manager, also the MTI/NC of the programme. The loss has been reported to the police, but the case is not expected to be solved. No information had been transferred to Sida.
- The Lotus program, that was intended for the NSIQO Quality Manual and other purposes, has never worked. It was under the Sida project installed by an expert from Iceland and local knowledge seems to be non-existent. This choice of software was a mistake.
- The power supply of the server did not work, why printing was not possible. A new power supply was bought by MTI, but not installed.
- All other equipment was in useful order.

NSIQO's membership status in International Standards Organisation (ISO) has been upgraded to a corresponding member status. The annual membership fee is paid by MTI.

South African Bureau of Standards, SABS, used to serve the Namibian market through an office in Windhoek. In agreement that function has been handed over to NSIQO, including a stock of standards. The SABS office has been closed.

Following these steps NSIQO was further developed as the information desk for standardisation and quality and also started functioning as the national standardisation body. (The enquiry point to WTO TBT Agreement is with MTI, Department for Internal Trade and the enquiry point to WTO SPS Agreement is with the Ministry of Agriculture.)

NSIQO was presented in November 2000 in the first volume of “The Namibia Standards”, a NSIQO Newsletter aimed to be issued quarterly. However, no further volume has been issued.

NSIQO provides standards on request, mostly SABS and ISO, but also the American ASTM standards for mining and BS. The sales of standards is increasing and has during the last years reached the follow volumes:

Period	Number of standards sold	Value of standards Namibian Dollars	Standards per month
1999, June–Dec	102	13 833	15
2000	242	38 746	20
2001	489	75 481	40
2002, Jan– April	196	38 444	49
TOTAL period	1 029	166 504	29

Out of these standards most have been SABS, 6 have been ASTM and only 15 ISO.

NSIQO has set up a National Technical Committee, TC 1/QM, to prepare for adoption and printing by the NSB of all the ISO 9000-series of standards as the first Namibian standards.

Immediate objective e)

To support the Ministry of Trade and Industry in drafting legislation covering the areas related to the development of the National Quality Infrastructure and conformity assessment.

Two new laws, on standardisation and on accreditation, were drafted in 1999 by a legal expert from Swedac in co-operation with a lawyer engaged by MTI. After a revision based on comments received they were left to MTI for the necessary adoption process.

After a study on the Namibian situation in metrology an existing Trade Metrology Act, 1973, was amended to a new law covering both legal and industry metrology.

All the three laws: Bill on Standardisation, Bill on Accreditation and Bill on Metrology were presented in a “latest version 2001/10/16”. They had not yet passed the adoption process, in spite of their importance in consolidating the national quality infrastructure in Namibia according to the adopted National Quality Policy.

MTI explained two reasons for the delay:

- The three laws has been scrutinised by an external lawyer, earlier Ministry of Justice employee and official legal drafter, to adjust the legal language to that used in Namibia. MTI has paid 70 000 NAMD for that service.
- The adoption process is long and complicated. A law must first be checked by lawyers at the Ministry of Justice, then approved by the Cabinet of Ministers and finally adopted by both Chambers of the Parliament. The Minister of MTI must pave the way amongst his colleagues in the Cabinet and both Chambers of the Parliament may turn down and send back proposals. Furthermore the Namibian Parliament has a limited capacity and gives priority to legislation on human right issues.

The EU Commission is supporting Namibia in a Trade and Development Programme, TIDP, and has a TIDP Coordinator stationed at MTI. He had been requested by the MTI Permanent Secretary to support in writing laws on standardisation and accreditation. TIDP accepted and had a South African expert to draft such laws during February to March 2001 and delivered them in March 2001 to MTI. The TIDP Coordinator was aware of Sida's programme, but had not been informed by MTI that the laws were earlier drafted within Sida's programme. Neither had MTI informed Sida on this request to TIDP. However, probably, but not verified, has the TIDP appointed expert just reworked the laws earlier prepared through Sida's contribution.

MTI opinion is that the fact that Phase I of Sida's programme had come to an end and that Phase II neither was decided on nor had started justifies the request to TIDP. It is, however, worth noting that the final report on Phase I was not dated until June 2001 in Windhoek.

The "latest version 2001/10/16" of the laws on standardisation and accreditation are according to MTI the result of following process:

1. The laws were drafted and improved under the Sida programme with the involvement of a lawyer by MTI. Regional aspects related to the Southern African Development Community (SADC) were not taken into account by Sida's consultant.
2. Comments on the laws were developed under the TIDP programme to harmonise to the SADC model.
3. The Namibian legal language of the laws was reviewed by an external lawyer at MTI's own cost.

However the important adoption by Cabinet and Parliament remains.

The MTI Permanent Secretary promised, somewhat unrealistic, that the three laws will be processed by the Parliament before end of first half of year 2002, while the MTI Deputy Minister only guaranteed them to be tabled for adoption by Parliament before year end 2002. The situation seems to be uncertain.

Industry representatives expressed their request on an information campaign from MTI at the implementation of the laws.

Immediate objective f)

To perform an assessment of the results achieved under stages one and two and to develop an action plan for further activities as a continuation of the first two stages.

The PM and the MTI/NC have in their Progress Report for April 1999–December 2000 made a short final report on the achievement reached in Phase I of the programme and also presented a detailed proposal on the possible content in a Phase II of the programme as per **Appendix 6**.

Expressing its view that the objectives of Phase I have been reached, MTI is requesting the programme to be continued without any delays. It is further requested that a Phase II will be implemented as a three-year programme.

Support to Laboratories

At the start up of offering support to laboratories initiative was taken to establish a Namibian Association of Laboratories and a chairman was appointed. That association is formally still existing, but not active. The chairman has an own testing laboratory company and is in the process to establish a metrology laboratory in Walvis Bay. He regrets that he has not been very active but would accept to handle the administration of Namibian Association of Laboratories if the cost for the administrator would be partly supported.

Following seminars addressed to around 20 identified laboratories, 11 laboratories were individually supported by experts from Sweden. This help to laboratories has been very appreciated and fruitful. The seminars gave a good start and the individual assistance has helped the target laboratories in the direction of setting up a quality manual. The round of individual assistance has covered four visits, the last one as late as in March 2002. At this last visit a guiding example of a quality manual was handed over.

Some comments received on the laboratory support programme:

- The seminars all “started from zero” to allow inexperienced laboratories to follow, and thus missed in flexibility to meet the need of all participants. (MTI’s comment: The seminars were focusing on the quality manual and documentation needs, in which area all participants were inexperienced, rather than technical matters.)
- Participants in the seminars should have been asked to be prepared by reading certain written material.
- The seminars were informal and too little structured. A course in the formal structure would be wanted.
- Earlier receipt of the example quality manual had saved time for the laboratories in their drafting of their own quality manuals.

4.1.2 Findings related to the indicators of activity

Also see in **Appendix 5** the achievements reported by the PM and MTI/NC

Indicators of activities 1

A number of educated capable people to initiate and participate in the decision making process regarding the National Quality Infrastructure.

The original training and education plan was reported to have been delivered.

The achievements show that so probably is the case, although difficult to verify in figures.

Indicators of activities 2

A proposal for the overall organisation of the Quality Infrastructure in Namibia.

The National Quality Policy requires an institutional infrastructure for quality based on the components: a National Standardisation Body, a National Accreditation System, a National Metrology System and Technical regulations. However, MTI did not have any documentation on the organisation of the intended institutional infrastructure for quality available at the evaluation visit.

Indicators of activities 3

A fully developed and accepted national Quality policy with the related Strategic Action Plan.

A well-formulated National Quality Policy has been drafted, approved by the Cabinet and printed for distribution in October 1999. It is, however, not widely known outside MTI.

A Strategic Action Plan for the implementation of the National Quality Policy has been drafted. However, partly due a delay in adoption of the relevant legislation the Strategic Action Plan has not been activated. It was also totally unknown outside MTI.

Indicators of activities 4

Fully drafted and accepted legal structure covering all areas of the national Quality Infrastructure.

Three laws: Bill on Standardisation, Bill on Accreditation and Bill on Metrology have been processed to a “latest version 2001/10/16”. They have not yet been adopted by the Parliament.

Indicators of activities 5

A fully functioning information desk capable of serving the authorities and the local industry with the needed information regarding standardisation and conformity assessment.

NSIQO has been developed to fulfil this task.

Indicators of activities 6

A report on the progress of the programme with a proposal on the future activities.

The Progress Report for April 1999–December 2000 serves as the final report on Phase I of the programme and also presents a proposal on the possible content in a Phase II. As a final report it is very short and does not give a picture of the achievements of Phase I. The proposal on the possible content in a Phase II is, however, very detailed.

Indicators of activities 1)

Number of consulting hours

The follow up of the LFA says: According to the specification on the original terms of reference. The achievements show that so probably is the case, although difficult to verify in figures.

Indicators of activities 2)

Number of training activities

The follow up of the LFA says: The training activities according to the specification in the terms of reference. The achievements show that all training probably has been delivered, although difficult to verify in figures.

Indicators of activities 3)

Number and types of equipment bought

The follow up of the LFA says that the following equipment has been delivered: 4 desktop computers, 1 laptop computer, 1 server, 1 desktop computer was upgraded to a usable state, 1 modem and the software Domino Intranet starter pack 2.0, MS Office 97, 6 licences, Quality Manual.

The equipment is in place and both relevant and necessary for the work of the NSIQO staff. However, the laptop computer has been stolen and a Lotus programme intended for the NSIQO Quality Manual must have been a mistake and has never worked.

4.1.3 Findings related to the issues of the Evaluation ToR

Issue 1.

Have outputs been produced as planned (effectiveness)?

The consultant PM and the MTI/NC have reported that both training activities and number of consulting hours are delivered according to the specification on the original terms of reference. This is, however, difficult to verify. If, however, the original specification of a three years project has been followed in details it indicates lack of flexibility to adapt the project activities to suitable fit to a situation that over the project period has been changing due to delayed implementation of laws and further unexpected events. Such inflexibility may probably have cost some loss in effectiveness.

Further under 4.1.2 Indicators of activities 2) and 3).

Issue 2.

Number of people trained within the framework of the programme, relevance of participation, effectiveness and impact related to relevant staff of the Ministry of Trade and Industry (staff of the information desk etc.) in particular and of other institutions and the private sector.

The progress report has reported the following volumes with regards to training:

- 65 people were trained in the first two weeks training seminar
- 4 different workshops in relation to the development of the national quality policy with some 120 participants in all
- A number of information meetings and consultation with different parties including

Invitation to Seminars and Workshops were open and, besides ministry staff, also several representatives from industry, university, etc took part. Participation seems to have been relevant, but could have been greater in numbers if invitation was done through possible further private associations. The Chamber of Commerce was invited, but did not convey the information to its members and only participated by some representatives.

The training of the NSIQO staff has also been relevant and made the group operational in its services. However, only one volume of the quarterly NSIQO Newspaper has been issued.

Further under 4.1.1 Immediate objective a) and d) and under 4.1.2 Indicators of activities 2).

Issue 3.

The relevance of the proposed overall organisation of the Quality Infrastructure in Namibia as established in the draft legislation.

The part of the National Quality Infrastructure that is established in the draft three laws: Bill on Standardisation, Bill on Accreditation and Bill on Metrology is fully relevant.

Considering the size of the Namibian economy the Namibian National Quality Infrastructure should, as also established in these laws, include:

- A National Standards Body being member of ISO and part of the IEC Affiliate Associates Program
- A formal National Accreditation System partly using resources and competent from the South African accreditation body SANAS and further under the SADC programme.
- A Metrology Centre that is serving both legal and industrial metrology.

Technical regulations writing is the responsibility of the relevant Ministries and, quite correctly, separated from standardisation.

Issue 4.

The approved National Quality Policy with the related Strategic Action Plan

A well-formulated National Quality Policy has been drafted, approved by the Cabinet and printed for distribution in October 1999. It would, if made known, serve as a good governmental message to all stakeholders in quality.

A Strategic Action Plan for the implementation of the National Quality Policy has been drafted. However, partly due to a delay in adoption of the relevant legislation the Strategic Action Plan has not been activated. It was also totally unknown outside MTI. Further under 4.1.1 Immediate objective c).

Issue 5.

Progress on the draft laws covering relevant areas of the National Quality Infrastructure

Three laws: Bill on Standardisation, Bill on Accreditation and Bill on Metrology has been processed to a “latest version 2001/10/16”. They have not yet been adopted by the Parliament.

The EU Commission’s Trade and Development Programme, TIDP, for Namibia has been requested by the MTI Permanent Secretary to support in writing laws on standardisation and accreditation. Such work was done on top of and unrelated to Sida’s contribution. Further under 4.1.1 Immediate objective e).

Issue 6.

Relevance and impact of the established information desk and its capability of serving the authorities and the local industry with needed information regarding standardisation, quality and conformity assessment and its capability of taking over the function of an independent national standards body.

The earlier existing NSIQO has been further developed in its capacity as the Namibian information desk for standardisation and quality. As such NSIQO provides to ministries, industry, exporters, importers and other interested parties:

- information on standards and standardisation
- information on quality matters
- conformity assessment requirements and possibilities to a certain extent, but the testing laboratories are not clearly mapped out.

After training of the NSIQO staff and closing down the SABS office, NSIQO also functions as the national standardisation body:

- NSIQO is corresponding member of ISO and part of the IEC Affiliate Associates Program.
- NSIQO’s sale of standards is increasing and has reached a volume of about 50 standards per month.
- NSIQO has set up its first National Technical Committee, TC 1/QM, on the ISO 9000-series of standards.
- NSIQO is the Namibian body in SADCSTAN, the regional co-operation in Southern Africa.

However, NSIQO will have both capacity and capability problems to take over the function of the independent national standards body, external from MTI. Some of the standards engineers have also other tasks for MTI that may cause problems when they will move out from MTI. To initiate the setting up of further Technical Committees, as relevant to Namibia’s situation, and to supply secretariat services the future NSI may also need further competence and capacity.

Further under 4.1.1 Immediate objective d).

Issue 7.

Relevance and use of installed computers.

The installed computer equipment is mostly relevant and necessary for the work of the NSIQO staff. Further under 4.1.2 Indicators of activities 3). It is still in use

Issue 8.

Relevance, efficiency and effectiveness of additional support such as support to laboratories, support in developing regional co-operation in accreditation.

Although the established Namibian Association of Laboratories has not been active, the help given to 11 laboratories has been relevant and thus very appreciated and fruitful. The initial seminars gave a good start and the individual assistance has helped the target laboratories in the direction of setting up a quality manual. However the programme budget did not allow the help to be fully finalised or help to be offered to further laboratories.

Further under 4.1.1 Support to Laboratories.

Issue 9.

What are the intended and unintended effects of the activities, including effects on the intended beneficiaries and on others? What are their positive and negative effects in the short and the long term?

The overall intention was the development of a National Quality Infrastructure that is appropriate and realistic for Namibia. The activities performed to help this to happen were mainly:

- to educate the staff of MTI in all aspects of a National Quality Infrastructure and to develop the necessary prerequisites for the decisions needed, all of which intended to prepare MTI to do their part of the work in the creation of a National Quality Infrastructure
- to assist MTI in preparing a National Quality Policy to present the National Quality Infrastructure with the intention to make it known to all stakeholders
- to include industry in the training with the intention to create knowledge in quality matters and prepare the private sector for the implementation of the National Quality Infrastructure
- to assist MTI in preparing the necessary legislation intended for implementation of the National Quality Infrastructure
- to assist MTI in preparing a Strategic Action Plan intended as the tool for implementation of the National Quality Policy and to involve all relevant stakeholders
- to assist MTI in setting up an information desk for standardisation and quality with the intention to create a body that will meet market needs both during the preparation phase and after implementation of the National Quality Infrastructure.

All these actions have produced a result that have or could have fulfilled the intention of each of them. However, due to a delay in adoption of the drafted legislation some results have not been used in such a way that the intended effects have been reached. MTI has put the Strategic Action Plan at hold and thus delayed the implementation of the National Quality Policy. This delay has in its turn created a vacuum in the private sector relative to the expectations that followed the open seminars and workshops.

The market's need of a National Quality Infrastructure can thus not be met as intended. NSIQO meet the need of information and standards, but while waiting industry to a great extent buy conformity assessment services from SANAS and SABS in South Africa. The negative effect will be limited if the legislation soon will be adopted and the Strategic Action Plan strongly activated. However, some complementary training actions may be needed to repair some losses during the delay.

Issue 10.

Elaborate on cost-benefit of the Programme and assessed cost-effectiveness (efficiency).

An implemented National Quality Infrastructure is of crucial importance to Namibia in the long run. While today some established exporting industry sectors (fish products and meat) have been required from their markets to meet specified quality specifications, other potential exporters have not got acceptance due to lack of evidence on the quality of their products. In some cases they have not even been allowed to give their tenders without quality certifications. Also importers suffer from lack of experience in quality matters and may end up in importing products inferior to what they intend to offer the Namibian consumers. Furthermore Namibian test laboratories must, to serve the industry, demonstrate their competence by an accreditation. All of these benefits lacking today can be achieved when the National Quality Infrastructure developed through the programme well is implemented.

Besides Sida's contribution under Phase I of the programme also MTI has covered local costs. The total cost during the establishment of NSIQO amounts to:

Sida's contribution	SEK	5 049 000
MTI cost for personnel during 1998 to 2000	NAD	2 020 885
MTI cost for membership fees to ISO 1998 to 2000	NAD	132 987
MTI cost for meetings 1998 to 2000 with ISO GA, SQAM/SQAMEG, ILAC and SADC SQAM/SQAMEG	NAD	149 000
MTI cost for printing the National Quality Policy and the NSIQO Newsletter	NAD	16 703
MTI cost incurred for attending Sida's consultants	NAD	28 156
TOTAL COST, around (SEK 5 049 000 + NAD 2 350 000)	SEK	7 400 000

Phase I has anyhow been cost-beneficial relative to its potential influence to the economy of Namibia when the NQI well is implemented. Ministries and the private sector benefit already from the established information desk and the help given to laboratories.

The programme has used highly qualified consultants for the activities performed. However the cost-effectiveness (efficiency) of the programme could partly have been improved, by some activities being produced differently:

- The very detailed Inception Report of 122 pages is questionable, developed and written after that the programme with a detailed list of content already was agreed upon.
- The consultant PM and the MTI/NC reported in the final report that both training activities and number of consulting hours have been delivered according to the specification on the original terms of reference. Probably a flexibility that allowed a step by step adjustment of the plan according to the progress made had contributed to an improved cost-effectiveness.
- The installation of standard computer equipment and the training of NSIQO staff in its use could well have been bought from the local or a close by market and not necessary involve an expert from Iceland.
- On the job training in standardisation could probably have been offered at some of the major standardisation bodies in Europe or even at SABS in South Africa.
- Some training could possibly have been part of standard courses instead of requiring separate experts.

- It would probably have been beneficial to the laboratories given separate assistance if they had received the quality manual example at an earlier stage.

4.1.4 Further findings

Reporting

MTI did not show to be well aware of its commitments in the agreement with Sida as presented in **Appendix 4**. Some of the commitments were:

- Namibia shall provide Sweden with an annual progress report not later than 30 days prior to the annual review meeting. This report shall contain an assessment of activities, outputs and results in relation to the annual plan of operations, Project Document and Logical Framework Analysis and shall also analyse and explain deviations. The impact of possible external factors shall be taken into consideration.

Annual progress reports have been provided, in co-operation with the consultant PM, but not in such detail as required by the agreement. The first annual progress report was detailed, but the reports degraded to the degree that the last report, also acting as the final report, contained almost no information on the achievements of phase I of the programme. That last report was almost entirely focused on the proposal for a phase II of the programme.

- Namibia shall provide Sweden with a preliminary annual plan of operations for the forthcoming year no later than 30 days prior to the annual review meeting. This plan of operations shall present planned outputs, activities and expected results. The results and experiences presented in the annual progress report shall be taken into consideration when preparing the plan of operations. A final plan of operations shall be submitted to Sweden within one (1) month of the Annual Review meeting.

No preliminary annual plans have been provided at all by MTI. The required annual plans were aimed to adjust the activities to the achievements for the best efficiency of the programme. When MTI/NC at the evaluation was made aware of this commitment, his explanation was that the consultant PM provided the annual plans.

- During the last year of the agreement Namibia shall provide Sweden with a final results analysis report. This report shall analyse the effects achieved by the Project during the entire agreement period in relation to the Project Document, Logical Framework Approach and the plan of operations. The impact of external factors shall be taken into consideration. The final result analysis report shall be submitted to Sweden within three (3) months of the end of the Project period.

The final report contained very limited information on the achievements of phase I of the programme and analysis of the effects of it.

Ownership of the Programme

MTI/NC informed that the consultant PM at the start of the programme verbally had stated that the main ownership of the programme was with MTI and the project was to be run by the MTI/NC. It is also the opinion of the MTI/NC that MTI had 90% ownership of the programme and he has run the project on 60% of his time. The programme work and result, however, gives another picture of the ownership situation. MTI seems in reality not to have been given a true ownership. MTI did not make any planning although they were committed to provide annual planning. Plans from the consultant PM and the originally planned activities have governed the programme.

Lack of ownership of the programme may also be the major reason of the MTI passivity due to that the activities have not been part of the plans provided:

- Available, low cost, local actions have not been initiated.
- No initiative has been taken to correct or compensate losses locally, like to activate the Namibian Quality Association, activate the Laboratory Association of Namibia, train a new resource person at the Chamber of Commerce when the earlier had left.
- Distribution of information material has been limited: National Quality Policy not widely spread, the quarterly NSIQO Newsletter issued only once.
- No initiative to make the Lotus programme workable, although needed for the NSIQO Quality Manual.

Sustainability

Although the limited size of the Namibian economy there is a clear market need of a relevant National Quality Infrastructure in Namibia. Both the efficiency and the sustainability of Phase I of the Programme have suffered, at least temporary, from the delay in implementation, but also from lack of ownership of the programme given to MTI in respect of programme design and direction. To obtain the intended effects and long term sustainability some complementary or even duplication of actions may be needed in Phase II of the Programme.

Also a deeper involvement of private sector associations would have increased the efficiency and sustainability of actions. As an example: Chamber of Commerce is an organisation that could play an important role. It has 800 member companies easily reachable through an address register. The Chamber would at least now be prepared to distribute the National Quality Policy to its 800 member companies, free of charge for MTI. The Chamber further arranges 4 to 5 Export Marketing Workshops per year with EU support in which quality but not standardisation is covered. MTI is welcome to participate in the 2 to 3 workshops remaining during 2002.

4.2 Phase II of the programme

A programme proposal for phase II of the programme was presented in the final report on phase I as presented in **Appendix 6**.

4.2.1 Findings related to the objectives

Overall objective

To support the Ministry of Trade and Industry and Namibian economic operators in capacity building in standardisation, accreditation, certification, testing, metrology and technical support, including the implementation of the legal enforcement mechanisms that make use of these activities.

This overall objective is in principle relevant to the Namibian needs, but the activities needed and suitable in Phase II of the Programme may be different from the proposal from June 2001.

Immediate objective 1

To support the building up of the Namibian Standards Institute (NSI) according to the new laws on standardisation and internationally recognised principles (Annex 3 of the TBT department of the WTO agreement and ISO rules and principles). The NSI is already established in terms of a government decision of July 2000 and its legal status is a company not for gain under Section 21 of the Companies Act, 1973 (Act No. 61 of 1973). It will function as such until it is transformed into a government owned statutory institution in terms of the new Standards Act which is expected to come into force at the beginning of the Year 2002.

NSI was registered in April 2002 as a non-for-profit company. MTI's intention is to arrange for NSI to rent an office outside MTI. A first choice of such an office was accepted and a budget of around 2

million NAD from MTI was approved to cover office equipment and transfer of NSIQO till NSI. The IT equipment delivered by Sida will follow NSIQO to NSI.

The EU Commission supporting Namibia in a Trade and Development Programme, TIDP, was requested by MTI about 18 months ago to support in setting up a standardisation body. TIDP accepted to develop a complete business plan for NSI. The work was done by a South African expert in May to June 2001 and delivered to MTI. The plan covers organisation, work descriptions, salary evaluation, etc. The TIDP co-ordinator has also earmarked three months of consultant resources for training of NSI staff. The MTI/NC has full access to this plan, not presented to Sida.

Following the business plan developed through TIDP a bigger office than earlier intended was needed and also rented. It was visited during the evaluation and found well suitable not only for NSI but also further components of the quality infrastructure. An increased budget, between 6 and 10 million NAD, has been proposed, but has not been approved by MTI.

There are two major obstacles for the transfer of NSIQO staff to NSI: salary levels and the fact that some of the NSIQO staff also has other tasks within MTI.

When the position of standards officer was introduced some years ago it was given a low status. The business plan has identified the need of a substantial salary increase. Today three of the standards officers have maintained earlier titles to justify higher salary. The salary level is said to be important to make the staff to accept the transfer to NSI, considered as a less secure employment than at the ministry.

NSIQO of today consists of a Manager and five standards Officers:

- The manager has the title Deputy Director from his position within MTI. The role as NSIQO Manager, including representing Namibia at ISO General Assembly, DEVCO, ISO-CASCO and in SADC's expert group on standardisation, takes somewhat less than 50% of his time. As a highly competent lawyer he is also responsible for the following matters within MTI: license system for the sales of liqueur, competition legislation, the competent body for fish products as well as legal metrology. He wants to join NSI as its manager, although that may be a temporary solution. He may anyhow be forced to continue to handle some or all of his side tasks.
- One of the staff has the title Standards Officer and works 100% for NSIQO and is the Manager's right hand in standards matters. He is intended to join NSI.
- One of the staff has the title Standards Officer and works about 50% for NSIQO and the rest for the competent authority for fish products. He is intended to join NSI, but will have to continue his other work, delegated to NSI by MTI.
- Two of the staff have the titles Chief Control Officer and Economist respectively, but work 100% as Standards Officers for NSIQO including dealing with information and sales of standards. They are both intended to join NSI.
- One of the staff (also trained in standardisation) has the title Chief Economist and work to 100% as such within MTI. He will not be transferred to NSI.

The intention is to move the NSIQO staff into NSI at the newly rented office as soon as the Minister has taken the formal decision. NSI will then work as a non-for-profit company in line with the draft law on standardisation. When the law has been adopted by the Parliament NSI will be a Statutory Body.

Representatives from industry expressed that they are prepared not only to participate in TCs but also to pay an annual fee to NSI.

NSI will need the following support:

- Training of all existing staff members in relevant standardisation issues not covered by earlier training.
- Training of new staff members to build capacity if and when needed.
- Assistance in establishing the process for the setting up and operation of technical committees. Foreign established experience should be applied.
- Training in finance and other matters necessary for a freestanding organisation.
- Support to make the NSI Newsletter on standardisation in Namibia a real quarterly information tool.
- Some assistance in drafting the NSI Quality Manual. However some staff members are trained in ISO 9000 and should preferably use this competence to create a NSI ownership of the manual.
- Local support to start and maintain a NSI Homepage. The Namibian Government has already excellent Home pages and probably local experts.
- Information on modern systems for sales and distribution of standards (delivery over the Internet, print on demand, etc.) to be implemented later if and when volumes justify.
- Help in establishment of training programmes in the field of standardisation, quality and related issues, based on the competence of NSI staff after training.
- Possible further support when needs are identified during the course of the programme.

Sida's support should be adjusted to the situation when the requested and promised support from the EU TIDP programme has been delivered.

Some participation to seminars in Sweden may fall under the found at the Swedish Embassy in Windhoek.

Immediate objective 2

To support the establishment of a national accreditation scheme according to the new law on accreditation and international standards and guidelines for accreditation, build on the regional approach to accreditation within the SADCA co-operation.

Namibia would need a formal National Accreditation System. However, it should be to a great extent co-operate with its colleagues in SADCA and use assessors from the SADCA colleagues, mainly SANAS. Expert assessors from industry or laboratories may be available in Namibia.

It is MTI's intention that one person will handle the Namibian Accreditation System. Substantial training of that person will be needed, both at Swedac in Sweden and in Namibia with an expert from Swedac. Assessor training courses are possibly offered by or otherwise available through SANAS.

Immediate objective 3

To support the Metrology Division in the Ministry of Trade and Industry in capacity building of its staff to be able to fulfil the requirements of the revised law on metrology.

MTI already has one person dealing with legal metrology. This Metrology Division would need to be further developed and new procedures adopted to implement the amended law covering both legal and industry metrology.

MTI Metrology Division would need information and training of 2 to 3 persons in both legal and industry metrology, preferably from SP or similar.

It was noted that Polytechnic of Namibia has a new temperature- and humidity controlled room that would be suitable for a Metrology Centre, while MTI has some equipment but no suitable location. These forces could be joined and the relevant staff included in the training programme.

Sida supported from May 1998 a study on the establishment of a Namibian Construction Research Institute. Sida supported 1999–2001 and further support to educate personnel is intended. Polytechnic of Namibia has already some relevant equipment taken over from NAMWATER and is discussing with the Department of Works to take over further equipment from them, not in use.

Sida is also supporting a project at a Hydraulic Research unit at Polytechnic of Namibia on leakage management on plumbing systems.

Polytechnic of Namibia has well equipped laboratories for educational purposes in different areas.

Polytechnic of Namibia is interested to set up a testing centre, was not extensively involved in Phase I, but is member of the TC for ISO 9000.

Immediate objective 4

To continue the support to laboratories in preparing for accreditation.

This part of the programme, added to Phase I, was intended to continue and there is a need of further support to laboratories to prepare themselves for accreditation.

The established Laboratory Association is dormant and there is no available collected information to the market on what laboratory competence that is available within Namibia.

The chairman of the Laboratory Association would be willing to activate the association, but to do so some administrative capacity is needed. Phase II should support the association with say 50% of the salary during two years for an administrator of the association, conditioned to a plan from the association approved by MTI. An active Laboratory Association could be the guaranty to make the support to laboratories sustainable and self-going.

Training seminars supporting the laboratories to prepare themselves for accreditation should be offered to the members of the association, also other than the earlier participants. Furthermore, the individual support to each laboratory should be offered also to other than the earlier 11 laboratories. However, the individual support could probably be reduced and the association activated to arrange an ongoing exchange of experience between their members.

Also representatives from laboratories under the Government should be invited to the seminars and their participation in the Laboratory Association initiated.

The Ministry of Agriculture, Water and Rural Development is responsible for test of meat for export. The Central Veterinary Laboratory is now governmental, employing around 40 people and working according to ISO/IEC 17025. It will be made commercial, but probably not privatised. Competitors exist. This Ministry also runs an Agricultural Laboratory.

The Ministry of Health and Social Services established two years ago The Namibian Institute of Pathology Ltd, NIP, partly on support from Germany.

Immediate objective 5

To support the Ministry of Trade and Industry in developing enforcement mechanisms taking use of the established quality infrastructure and in line with Namibian laws and regulations on fish and fishery products.

Export of fish and fish products are important factors in the Namibian economy, with its main markets within EU.

According to the Marine Resources Act the Ministry of Fisheries and Marine Resources is responsible for quotas for fisheries, including quantities, sizes, statistics and fees. Inspectors are based in Walvis Bay and Lüderitz.

The Ministry of Trade and Industry is responsible for fish industries and thus for the Competent Authority for Fish Products. The MTI Deputy Director managing NSIQO is also responsible for this competent body with one of the standards officer working half time as an co-ordinator towards fish industry. The co-ordinator visits periodically the two fishing and fish industry centres in Walvis Bay and Lüderitz. The inspections cover visits to the fish processing industry and to the accredited inspection/certification body SABS that does the product certification.

SABS, South Africa Bureau of Standards, has an inspection body based in Walvis Bay and Lüderitz, that employs in total 10 persons, 8 of which are Namibian and 2 from South Africa. This SABS branch is accredited by SANAS to certify fish products. It was inspected by EU representatives in 1995 and 1999 and is accepted by EU to inspect products according to the Hazard Analysis Critical Control Point (HACCP) for export to EU. In the EU acceptance of SABS as an inspection body their expertise support from South Africa is taken into account.

Under support from Iceland MTI has developed a new draft law: Conditions for the Handling and Processing of Fishery Products Bill. This legislation is necessary to ultimately replace the current law inherited from South Africa in order to formally meet the requirements from the EU inspectors.

Although a competent body already is in existence some expertise support will be needed to implement the new law. It should be examined to what extent Iceland could continue to give their expertise support in implementing the law they have been part in developing. At least some co-operation and co-ordination with the Icelandic sponsor would be most beneficial and efficient.

4.2.2 Findings related to the indicators of activity

The indicators of activity as included in the proposed Logical Framework Analyses are too detailed to comment on individually at this stage, considering that several findings already given in the evaluation may influence the final version of the LFA.

4.2.3 Findings related to the issues of the Evaluation ToR

Issue 1

Relevance of the proposed actions with regard to the request of the Ministry of Industry and Trade and identified needs of the public and private sectors with specific reference to the WTO agreement.

With both the WTO agreement and the market requirements in mind Namibia is in need of an established quality infrastructure, that includes a National Standards Body, a formal National Accreditation System, a Metrology System that serves both legal and industry needs. Furthermore the Namibian market needs access to conformity assessment services from laboratories and certification bodies that can demonstrate their competence by an internationally accepted accreditation. In that sense the proposed areas of support are relevant. However, the proposed detailed list of actions should be re-worked to take into account:

- support required by MTI from other donors
- support offered by other donors

- the development since the proposal for Phase II was drafted
- modifications justified by the observations, comments and recommendations in this evaluation.

Issue 2

Anticipated impact of the proposed actions

The proposed actions would certainly help MTI to implement the respective factors of the intended infrastructure. However, the proposed list of actions is so long and detailed that it should not be settled and decided prior to the start of Phase II. A more flexible approach that allows later actual decisions about detailed actions would certainly be more efficient. Furthermore, it would be preferred if part of the work proposed to be delivered by consultants could be the responsibility of the MTI and NSI staff. That would contribute both to a MTI ownership of the programme and to the sustainability of the outcome of the work.

Issue 3

Assessment of proposed budget

The proposed budget is based on the delivery of all actions in the terms of reference and in the LFA and through the channels proposed. Due to several reasons such budget should be reworked:

- some of the actions will be delivered by other sponsors
- MTI and NSI staff should be activated to produce part of the intended outcome
- some actions could be delivered by other means or through other channels than foreseen
- the list of actions should not be settled in detail ahead of the programme start, but continuously adjusted to the most efficient alternatives with regards to the actual situation.

The proposed budget includes a management fee of 30 000 SEK per month, while the corresponding fee in phase I was 10 000 SEK per month. Besides the increase and the fact that the proposal does not describe what is covered by this management fee also the evaluation proposal to transfer more leadership to MTI and NSI make this fee level questionable.

It is consequently proposed that a budget for Phase II would be based on and agreed upon with updated objectives, while a modified action list should just be an indicative base for the budget.

Roughly estimated the budget for Sida's contribution for Phase II should be in the range of 8 million SEK. It could further be wise to put aside part of the budget for an ongoing independent evaluation and expert control of the project that also could cover evaluation of the continuous planning of the project.

Issue 4

Assessment of the proposed Logical Framework Analyses for Phase II

See comments under Issues 1, 2 and 5.

Issue 5

Does phase 2 follow logically to previous work under phase 1?

Phase II follows logically to the work result of Phase I, as also foreseen by Sida, but due to the unfortunate delay in implementation of the laws developed under Phase I, the start situation for Phase II is less favourable than it should have been. This is partly covered in the proposal for Phase II, but also some duplication of work seems to have been included.

The creation of a non-for-profit company as a first step for NSI allows an immediate start of the standards body, an important step in the implementation of the National Quality Infrastructure.

The actions of Phase II should be checked to synchronise, co-ordinate and avoid duplications towards the actions in the Strategic Action Plan developed in Phase I. The Strategic Action Plan should be activated by MTI and a Steering Committee nominated to supervise the work.

The immediate objective 5 to support the Ministry of Trade and Industry in developing enforcement mechanisms in the fish and fishery products area may be considered to fall outside the earlier scope of the programme.

4.2.4 Further findings

The education sector

Namibia University has taken part in Phase I of the programme and demonstrates an interest in quality matters. Supported with 20 000 NAD from the World Bank they have covered the costs for communication with 12 students offered a distance course in quality matters. The students will later work as teachers and further convey quality awareness out to the Namibian population.

Such, or similar, low cost, support, administered by MTI, could well be part of Phase II, to benefit both Namibia University and Polytechnic of Namibia.

Other donors than Sida

Besides the support specifically from EU and Iceland as reported the following should be noted.

The Southern African Development Community, SADC, covering 14 countries, has an established co-operation in quality infrastructure matters:

- SADCSTAN, the SADC Cooperation in Standards
- SADCMET, the SADC Cooperation in Measurement Traceability
- SADC MEL, the SADC Cooperation in Legal Metrology
- SADCA, the SADC Cooperation in Accreditation
- SQAMEG, the SADC Standardisation, Quality Assurance, Accreditation and Metrology Expert Group, SADC SQAM Expert Group

In these groups the national bodies meet and co-operate. The competence differs quite a lot between the countries with South Africa as most developed in most aspects. These groups have developed project proposals for the regional development and addressed the international donor agencies for support:

- SADCSTAN, Project Proposal of August 2001
- SADCMET, Project Proposal of October 2001
- SADC MEL, Project Proposal of October 2001
- SADCA, Project Proposal of October 2001

These projects reach substantial cost levels and should, if realised, be sponsored by regional or global donors (EU, US, World Bank, or other).

Although Sida's contribution should be co-ordinated with these possible projects it must be recognised that there is an urgent need to support Namibia with Phase II of Sida's programme.

5 Conclusions and Recommendations

5.1 Conclusions from the evaluation of Phase I

An implemented National Quality Infrastructure is of crucial importance to Namibia in the long run. Phase I of the Programme has been a relevant first step in that direction by creating the structure for it. It has been cost-beneficial relative to its potential influence to Namibia when the National developed Quality Infrastructure will be implemented.

The programme has used highly qualified consultants for the activities performed. However the cost-effectiveness (efficiency) of the Programme could partly have been improved, by some activities being produced differently.

Under the programme information and training was given through open seminars and workshops. Several representatives from industry and different ministries participated. MTI staff has been specially trained in matters related to standardisation, quality, use of computers, etc.

Companies are today more aware of quality matters than before the programme, but mainly companies depending on exportation and companies with an international connection have so far adjusted themselves to the new situation.

NSIQO has been developed into the Namibian information desk for standardisation and quality. As such NSIQO assists ministries, industry, exporters, importers and other interested parties.

NSIQO functions also as the national standardisation body, SABS office has been closed and NSIQO is a corresponding member of ISO and part of the IEC Affiliate Associates Program. The sale of standards is increasing and NSIQO has set up its first National Technical Committee on ISO 9000.

A well-formulated National Quality Policy has been developed and approved by the Cabinet of Namibia's Ministers. It was printed for distribution in October 1999. The National Quality Policy is, however, not widely known outside MTI, due to too limited distribution.

A Strategic Action Plan has been drafted for the implementation of the National Quality Policy. It covers activities by all NQI stakeholders and will be an excellent tool for the implementation. MTI has the intention that the future NSI shall take the responsibility for the implementation of the Strategic Action Plan.

Three laws relevant to the National Quality Infrastructure have been developed: Bill on Standardisation, Bill on Accreditation and Bill on Metrology, all of which has been processed to a "latest version 2001/10/16". They have, however, not yet been adopted by the Parliament.

The EU Commission's Trade and Development Programme, TIDP, for Namibia has been partly involved in the drafting of two of the laws, outside the knowledge of Sida and unaware of Sida's contribution to these laws.

The delay in adoption of the laws has as consequence that MTI has not activated the Strategic Action Plan and the implementation of the National Quality Policy has thus been delayed. This delay has in its turn created a vacuum in the private sector relative to the expectations created by the open seminars and workshops. The Strategic Action Plan is unknown outside MTI.

Help was given to 11 laboratories in their preparation for accreditation. This was very appreciated and fruitful, although the established Namibian Association of Laboratories has been dormant.

MTI shows lack of awareness of its commitments in the agreement with Sida.

Although the consultant PM had stated that the main ownership of the programme was with MTI, the results show that MTI has not been given the ownership. MTI has not provided the annual plans, as was required. Annual plans from the consultant PM have governed the programme. Such lack of ownership of the programme may also be part of the reason of some passivity from MTI side.

All the actions in the Programme have produced a result that have or could have fulfilled the intention of each of them. However, due to a delay in adoption of the drafted legislation some results have not been used in such ways that the intended effects have been reached. To obtain the intended effects and sustainability some complementary actions may be needed in Phase II of the Programme.

The final report contained very limited information on the achievements of Phase I of the programme and analysis of the effects of it.

5.2 Conclusions from the evaluation of Phase II

The overall objective of Phase II is in principle relevant to the Namibian needs, but the activities needed and suitable in Phase II of the Programme may be different from the proposal from June 2001 for one or several of the following reasons:

- No Inception Report would be needed, especially as Phase II is a direct continuation of Phase I and, “based on the needs identified during the implementation of Phase I”.
- To implement the meaning of “developing” actions that information and examples from other countries are given, by consultants, but MTI and NSI staff will be engaged in drafting procedures for the Namibian situation, thus creating ownership and sustainability.
- Use of standard training packages offered by established standards bodies, accreditation bodies and metrology centres whenever available and suitable.
- Strengthen the relation to other SADC countries when intended actions so make possible.
- Apply a regional SADC approach, whenever relevant and possible.

Standardisation

NSI has been registered as a non-for-profit company, but the budget has not yet been approved for the move to the new office. The IT equipment delivered by Sida will follow NSIQO to NSI.

The EU Commission’s Development Programme, TIDP, was requested by MTI about 18 months ago to support in setting up a standardisation body. TIDP accepted and has developed a complete business plan for NSI covering organisation, work descriptions, salary evaluation, etc. The TIDP co-ordinator has also earmarked three months of consultant resources for training of NSI staff. Sida’s support should be adjusted to the expected situation when the requested and promised support from the EU TIDP programme has been delivered.

There are two major obstacles for the transfer of NSIQO staff to NSI: salary levels and the fact that some of the NSIQO staff also has other tasks within MTI. While one of the NSIQO staff will not be transferred to NSI others will bring their side tasks delegated to them out from MTI.

NSI will at start work as a non-for-profit company in line with the draft law on standardisation. When the law has been adopted by the Parliament NSI will be a Statutory Body.

NSI will need the following support:

- Training of existing staff members in relevant standardisation issues not covered by earlier training as well as training of new staff members to build capacity if and when needed
- Assistance in establishing the process for the setting up and operation of TCs.
- Training in finance and other matters necessary for a freestanding organisation.
- Assistance in drafting the NSI Quality Manual, involving own staff in the work.
- Support to re-activate the NSI Newsletter and to start and maintain a NSI Homepage.
- Information on modern, high tech, systems for sales and distribution of standards.
- Help in establishment of training programmes in the field of standardisation and quality.
- Possible further support when needs are identified during the course of the programme.

Accreditation

Namibia would need a formal National Accreditation System that co-operates with and uses assessors from its colleagues in SADCA, mainly SANAS. Expert assessors from industry or laboratories may be available in Namibia.

Substantial training of the person responsible for the future accreditation system will be needed, at Swedac and in Namibia. Assessor training courses are possibly offered by SANAS.

Metrology

MTI has already one person in its Metrology Division dealing with legal metrology. There is a need to train further 2 to 3 persons and to develop new procedures to implement the new law covering both legal and industry metrology.

Polytechnic of Namibia has a new temperature- and humidity controlled room that would be suitable for a Metrology Centre, while MTI has some equipment but no suitable location.

Support to laboratories

This part, added to Phase I, was intended to continue and there is a need of further support to laboratories to prepare themselves for accreditation.

The dormant Laboratory Association needs to be activated. The market has no access to collected information on what laboratory competence that is available within Namibia.

The chairman of the Laboratory Association would be willing to activate the association, but support to cover some administrative costs is needed to help that happen. Phase II should support with say 50% of the salary during two years for an administrator of the association, conditioned to an approved plan from the association. An active Laboratory Association could be the guaranty to make the support to laboratories sustainable and self-going.

Training seminars supporting the laboratories to prepare themselves for accreditation should be offered to the members of the association, also other than the earlier 11. However, the individual support to each laboratory could probably be reduced and the association activated to arrange an ongoing exchange of experience between their members.

Developing enforcement mechanisms for regulations on fish and fishery products

Export of fish and fish products are important factors in the Namibian economy, with its main markets within EU.

The Ministry of Fisheries and Marine Resources is responsible for quotas for fisheries, including quantities, sizes, statistics and fees. Inspectors are based in Walvis Bay and Lüderitz.

The Ministry of Trade and Industry is responsible for fish industries and thus for the Competent Authority for Fish Products. One of the standards officer working half time as an inspector. The inspector visits periodically the fish industry centres in Walvis Bay and Lüderitz. The inspections cover visits to the fish processing industry and the inspection body SABS that does the product certification.

SABS employs in total 10 persons, 8 of which are Namibian and 2 from South Africa. SABS is accredited by SANAS and accepted by EU to inspect products according to the EU HACCP.

Under support from Iceland MTI has developed a new law: Conditions for the Handling and Processing of Fishery Products Bill, necessary to meet the requirements from EU inspectors.

Although a competent body already exists expertise support will be needed to implement the new law. Iceland should be asked to continue to give their expertise support in implementing the law they have been part of developing.

The education sector

Low cost support for education in quality matters could well be part of Phase II, beneficial to both Namibia University and Polytechnic of Namibia.

Other donors than Sida

Besides the support specifically from EU and Iceland as reported above it should be noted that the Southern African Development Community, SADC, covering 14 countries, has through its in quality infrastructure co-operations, SADCSTAN, SADCMET, SADCMEI and SADCA, developed project proposals for the regional development addressed to international donor agencies.

Although Sida's contribution should consider these possible projects it must be recognised that there is an urgent need of Phase II of Sida's programme.

5.3 Recommendations for Phase II

This overall objective of a Phase II as proposed in June 2001 is in principle relevant to the Namibian needs, but the activities needed and suitable in a Phase II of the Programme may for several reasons be different from the proposal.

The Terms of Reference and the LFA as proposed for Phase II should be re-worked

- to eliminate activities already covered by other donors
- the adjust to the development since the proposal for Phase II was drafted
- to adopt ideas based on the observations, comments and recommendations in this evaluation
- to increase the involvement of MTI and NSI staff both in the management and in the work.

The immediate objective 5 to support the Ministry of Trade and Industry in developing enforcement mechanisms in the fish and fishery products area may be considered to fall outside the earlier scope of the programme. The Icelandic Agency should be asked to deal with this.

The list of actions, actions plan, should be reworked, but not be cemented, prior to the start of Phase II. Most probably no Inception report would be needed. The plan should be continuously adjusted to make use of the most efficient and cost effective alternatives with regards to the actual situation at each stage of the programme.

It is proposed that a budget for Phase II would be based on and agreed upon a new Terms of Reference with updated objectives, while a modified action list should just be an indicative base for the budget. Roughly estimated the budget for Sida's contribution for Phase II should be in the range of 8 million SEK.

It is suggested that the programme would be managed by a Project Manager (PM) from the Consultant and a National Co-ordinator from MTI or NSI (MTI/NC), the latter having an "Ownership of the programme". Progress Reports for every past six months period and a proposed actions plan for the next two six months periods should be developed every six months by the MTI/NC.

Meetings in Windhoek every six months should deal with these documents and take proper decisions on next two six months periods' action plan within the programme budget. A first meeting should be held at the start up of Phase II, planning the first two six months' periods and replacing the need of an Inception report.

It is further recommended to allocate part of the budget to an ongoing independent evaluation and expert control of the project that also could cover evaluation of the actual planning of the project. Such independent consultant could take part in the management meetings twice a year as an advisor to the project management in parallel with the function as a Sida representative.

MTI should commit itself to activate the Strategic Action Plan developed in Phase I and to nominate a Steering Committee to supervise the implementation work. The Steering Committee should synchronise some of their meetings with the project meetings in Windhoek and invite the Consultant PM, the MTI/NC and the Independent Consultant to those meetings.

The implementation of the laws should be accompanied by an information campaign from MTI. MTI should also be requested to increase its co-operation with Chamber of Commerce and other relevant organisations.

6 Lessons learned

Programme planning, ownership, cost efficiency and sustainability of results

To estimate the time needed for implementation of laws and regulations is difficult and jeopardise project time planning. Programme action plans should be flexible to be adaptable to the actual situation and within programme budgets. Objectives and not cemented action plans should be guiding a programme for the best efficiency.

Flexibility in action plans would further offer the opportunity to apply such actions that are most suitable and cost effective at each stage of programmes.

The recipient's programme co-ordinator should have a responsibility in the continues planning and in progress reporting to create an ownership in the programme.

For best cost efficiency and to obtain highest sustainability, whenever possible and suitable

- products and services should be taken from a close by market to create access for the recipient country to future service at reasonable cost levels
- standard seminars and workshops, available on the open market, should be used in training actions
- representatives from the recipient country should, after training, be activated in the process of finalising laws, procedures, policies, etc., that also adds to their ownership of programmes

Continuous evaluation

For programmes planned to be running for a longer period than 18 months it is recommended to allocate part of the budget to an ongoing independent evaluation and expert control of the project that also could cover evaluation of the actual planning of the project. Such independent consultant should take part in management meetings and play an advisory role.

Document bank at Sida

The contracts between Sida and consultants contains correctly the following clause:

“Ownership of work

The Parties agree that design documents, specifications, reports and all relevant data such as maps, diagrams, plans, statistics, and supporting records and materials compiled or prepared by the Consultant in the course of the Services shall be the property of Sida.”

In areas where Sida offers the same or similar support to more than one country there might be a cost saving potential in re-use of information and work result that correctly belong to Sida. In the Quality Infrastructure area all the recipient countries aim at a similar end result, to a great extent governed by the same global environmental background, like WTO, ISO, etc, only somewhat adjusted to fit the conditions of each country.

It would most probably be possibly to use the same version of draft laws, quality policy, seminar material, etc. in all or most countries offered support in building their Quality Infrastructure. Although the draft laws, policy documents, etc. must be further developed to fit to the local conditions in each country both time and costs may be reduced for each programme.

To enable Sida to re-use documents and other work result an electronic document bank could be established at Sida, organised per type of support programme and with suitable sub-files, in which the Sida owned work result is collected. Documents from such a Sida bank could be offered to the consultants as start up material to take into account in their tenders to Sida.

It should logically be the responsibility of each programme consultant to deliver all produced documents to Sida in a suitable electronic form, to be saved into the Sida document bank.

7 List of Appendices

Page

1.	Terms of Reference for the Evaluation of the Development of a National Quality Infrastructure in Namibia, Phase I, and Appraisal of a Programme Proposal for Phase II	38
2.	List of persons interviewed during the Evaluation	42
3.	Programme Phase I, Objectives	44
4.	Agreement between Sida and the Namibian Ministry of Trade and Industry for Phase I (Specific Agreement between the Government of Sweden and the Government of Namibia on the Development of a National Quality Infrastructure)	45
5.	Phase I, Indicators of activities and corresponding Achieved results Extract from what was reported in the LFA Follow up for Phase I	48
6.	Development of a National Quality Infrastructure in Namibia, Proposal for Phase II	49
7.	List of documentation and other references	63

Appendix 1

Terms of Reference

EVALUATION OF THE DEVELOPMENT OF A NATIONAL QUALITY INFRASTRUCTURE IN NAMIBIA, PHASE I AND APPRAISAL OF A PROGRAMME PROPOSAL FOR PHASE II

1 Background

Namibia became independent in 1990 and has since been working at developing all needed infrastructures including structures related to regulatory enforcement and quality.

The Ministry of Trade and Industry requested support from Sida in starting the initial steps in development of a national quality infrastructure, covering setting up an information desk on standards and quality within the frame-work of the Ministry, as the first seed to a future **national standardisation body**, defining the future organisation of the national quality infrastructure and drafting the necessary legislation.

The programme “Development of a National Quality Infrastructure in Namibia” was Agreed upon 1st December 1997 with a Sida contribution of SEK 4 950 000. The programme was implemented as a support to the Ministry of Trade and Industry, related institutions and the private sector in Namibia. The programme was a three-year programme to be concluded on 30th November 2000. Hifab International AB was contracted to assist the Ministry in their efforts to carry out the Programme. The implementation of the programme was delayed with the results that it was concluded early in 2002 after Sida having spent SEK 5 049 000.

In a letter dated 17th July 2001 the Ministry of Trade and Industry requested Sida to further support an envisaged phase II of the Programme budgeted to SEK 10.8 million.

2 Purpose and Scope of the Evaluation

The purpose of this evaluation is to assess the results achieved during the implementation of Phase I of the programme, December 1997–March 2002, according to identified indicators of achievement. The result of the evaluation will guide Sida in any further assistance to the Ministry on the development process of fulfilling a well defined and operational national quality infrastructure in Namibia, fulfilling national needs and international requirements and standards.

The evaluation should be seen as an integrated part of a support process where Sida expressed the wish to divide the originally requested support in developing the national quality infrastructure in Namibia in two phases with an independent evaluation at the conclusion of Phase I to establish the basis for Phase II.

The purpose is further to assess the relevance, need, organisation and proposed implementation methods of the programme proposal for Phase II as established within the framework of Phase I and in co-operation with the Ministry of Trade and Industry to propose changes and amendments to the programme proposal based on established needs and requests.

3 The Assignment (issues to be covered in the evaluation)

The evaluation consultant shall assess the achievements of Phase I of the programme against its objectives and indicators of achievement as identified in the Logical Framework Analyses included in the terms of reference for Phase I. He/She shall also assess to what degree the assumptions/risks as identified in the project document held true/occurred and identify other factors that have facilitated or impeded the achievement of the objectives. While a thorough review of the past is in itself very important, the evaluation is expected to lead to a useful input for the final programme proposal for Phase II.

In particular **the evaluation of Phase I will address the following issues:**

1. Have outputs been produced as planned (effectiveness)?
2. Number of people trained within the framework of the programme, relevance of participation, effectiveness and impact related to relevant staff of the Ministry of Trade and Industry (staff of the information desk etc.) in particular and of other institutions and the private sector.
3. The relevance of the proposed overall organisation of the Quality Infrastructure in Namibia as established in the draft legislation.
4. The approved National Quality Policy with the related Strategic Action Plan.
5. Progress on the draft laws covering relevant areas of the National Quality Infrastructure.
6. Relevance and impact of the established information desk and its capability of serving the authorities and the local industry with needed information regarding standardisation, quality and conformity assessment and its capability of taking over the function of an independent national standards body.
7. Relevance and use of installed computers.
8. Relevance, efficiency and effectiveness of additional support such as support to laboratories, support in developing regional co-operation in accreditation.
9. What are the intended and unintended effects of the activities, including effects on the intended beneficiaries and on others? What are their positive and negative effects in the short and the long term?
10. Elaborate on cost-benefit of the Programme and assessed cost-effectiveness (efficiency).

The evaluation shall distinguish between addressing issues that are based on the original objectives and issues related to additional support, mainly the laboratories.

The assessment of the programme proposal for Phase II (established as Action 3 of Phase I, (see further Annex 1) shall in particular address the following issues:

1. Relevance of the proposed actions with regard to the request of the Ministry of Industry and Trade and identified needs of the public and private sectors with specific reference to the WTO agreement.
2. Anticipated impact of the proposed actions.
3. Assessment of proposed budget.
4. Assessment of the proposed Logical Framework Analyses for Phase II.
5. Does phase 2 follow logically to previous work under phase 1?

4 Methodology, Evaluation Team and Time Schedule

The evaluation and appraisal shall be implemented according to the following phases.

Phase I, preparation

The consultant shall prepare for a mission in Namibia during a period of about five days by getting acquainted with the information material in Sida's archive, mainly two files, to be used as a basis for the mission. Further, the consultant shall acquire information on the organisation of the Governmental Administration in Namibia and key information about the national economy.

The mission in Namibia will be organised locally by the Ministry of Industry and Trade. The Ministry and Sida will provide the consultant with the following documentation:

- Copy of Programme Agreement and original terms of reference for the programme, including the original Logical Framework Analyses
- Progress reports
- Draft laws
- The approved National Quality Policy and the related Strategic Action Plan
- List of workshops and seminars
- Final report including the programme proposal for Phase II of the programme.

The consultant shall acquire additional documentation as needed.

The responsible programme manager at Sida will brief the consultant as part of the preparations.

Phase II, mission in Namibia

The consultant shall visit Namibia during a period of up to two weeks. The visit shall be divided into the following steps:

Step 1

The consultant shall meet with relevant representatives of the Ministry of Industry and Trade, relevant institutions, a sample of selected industries and private enterprise to get acquainted with the quality infrastructure situation in the country. A visit should also be paid to Embassy of Sweden in Windhoek.

Step 2

The consultant shall specifically study the results of Phase I of the programme by interviewing relevant staff of the Ministry of Trade and Industry. It is of importance that the decision-makers within the Ministry be consulted.

Step 3

The consultant shall study the programme proposal for Phase II and discuss the contents with the relevant staff of the Ministry of Trade and Industry. The aim is to understand the rationale behind the plan for continued efforts in establishing a National Quality Infrastructure in Namibia and the role of Sida support.

Although the consultant would be free to discuss with the Namibia counterparts all matters relevant to the assignment, it must be emphasised that he/she is not authorised to make any commitment on behalf of Sida

Phase III Draft report

The consultant shall develop a draft report based on the findings in Namibia describing the achievements of Phase I of the programme with direct reference to the defined indicators of achievement established in the Logical Framework Analyses.

The consultant shall further comment on the Phase II proposal by the Ministry of Trade and Industry and discuss the draft with the Ministry before leaving Namibia.

Phase IV Final report

The consultant shall present his findings and conclusion in a final report at Sida's office in Stockholm after having obtained comments by the Ministry of Trade and Industry in Namibia.

2.2 Composition of the evaluation team

One consultant having the following profile shall conduct the evaluation and appraisal:

He/she shall have an overall knowledge of all the areas included in a national quality infrastructure, i.e. standardisation, accreditation, certification, testing, metrology quality assurance and the WTO agreements. The consultant shall further possess expertise knowledge and have long term experiences in some of the areas. The consultant shall have good linguistic capabilities and shall speak and write English fluently and possess pedagogical skill to be able to present his/her findings in a clear, logical and factual manner. The consultant shall not have been involved in the designing or implementation of the programme.

5 Reporting

The evaluation report shall be written in English and should not exceed 15 pages, excluding annexes. Format and outline of the report shall follow the guidelines in Sida Evaluation Report - a Standardised Format (see Annex 2). 10 copies of the final report shall be submitted to Sida no later than 2002-06-30. Subject to decision by Sida, the report will be published and distributed as a publication within the Sida Evaluations series. The evaluation report shall be written in Word for Windows (or in a compatible format) and should be presented in a way that enables publication without further editing.

Appendix 2

List of persons interviewed during the Evaluation

In Sweden prior to the audit visit to Namibia

- Bo Dan Bergman Programme Manager, Sida, Private Sector Development Division
- Wilbard Hellao, Ambassador Embassy of the Republic of Namibia in Stockholm
- Bernhard von Seydlitz-Kurzbach Councillor, Embassy of the Republic of Namibia in Stockholm
- Agust Jonson AQS, earlier at Hifab International, Project Manager for Phase I of the Programme
- Sven Nyström Chief Legal Advisor, SWEDAC¹
- Karin Nyström earlier Legal Advisor at SWEDAC, expert in Phase I of the Programme
- Kent Gustavsson Expert at SWEDAC, expert in Phase I of the Programme

In Namibia during the audit visit

Interviews and discussions were performed during around 25 meetings plus some telephone calls in Namibia during the period from 21 May till 6 June 2002, involving the following persons.

Ministry of Trade and Industry

- Hon. Bernhardt M. Esau Deputy Minister
- Andrew Paulus Ndishishi Permanent Secretary
- Edward Tueutjiua Kamboua Director – Internal Trade
- Riunda Ali Kaakunga (Othy) Deputy Director – Internal Trade, MTI/NC
- Menos Shikongo Standards Officer, NSIQO
- Moses Muundjua Standards Officer, NSIQO
- Johanna Heita Economist (Standards Officer), NSIQO
- Elizabeth Hoaës Chief Control Officer (Standards Officer), NSIQO
- Shali Amwele Chief Economist (Standards Officer), NSIQO
- Ayanda Gcingca Liqueur licences

Ministry of Fisheries and Marine Resources

- Peter Mwatile Director – Policy, Planning & Economics

Ministry of Agriculture, Water and Rural Development

- Kahijoro Kahuure Deputy Permanent Secretary
- Julia Shimwino Central Veterinary Laboratory

Ministry of Health and Social Services

- Kalumbi Shangula Permanent Secretary

¹ SWEDAC = Swedish Board for Accreditation and Conformity Assessment

Associations

- Tarah N. Shaanika Chamber of Commerce , Acting Chief Executive Officer
- Anton Pretorius Laboratory Association of Namibia, Chairman

Industry

- Renate Schnidt NEC – Investment Holdings, General Manager NEC

Stahl

- Kirsten Manasterny Hangana Seafood Ltd, Quality Assurance Manager
- Robert Millatt Tunacor Group Ltd, General Manager
- Castro A. Ayuk-Arrey Tunacor Group Ltd, Factory Manager

Laboratories and Inspector Bodies

- Linda Dodds PathCare, Laboratory Manager (7 Medical Labs)
- Julia Shimwino Ministry of Agriculture, Water and Rural Development
Central Veterinary Laboratory
- Jürgen Menge Gammams Laboratories, Scientific Services
- Cecilia Hinda Gammams Laboratories, Control Scientist, Quality Assurance
- Anton Pretorius Metrotech, President
- Trevor von der Fecht Metrotech, Technical Manager
- Stephanie Goosen Metrotech, Secretary
- Gideon J. Joubert SABS, Technical Advisor, Food and Associated Industries
- William D. Jones SABS, Food Standards and Inspection

Education Sector

- Ben Hochobeb University of Namibia, Head of Life Sciences Division & Senior Research Fellow
- Gerry Tobias University of Namibia
- Roland W. Lösch Polytechnic of Namibia, Dean
- Corneels H. Jafta Polytechnic of Namibia, Registrar
- G Günzel Polytechnic of Namibia, Vice-Rector
- Lutz Steinbrück Polytechnic of Namibia, Lecturer, Electronics
- Jakotola S. Rabiw Polytechnic of Namibia, Lecturer, Mechanical
- Werner G. Lützow Polytechnic of Namibia, Lecturer, Civil Engineering

Swedish Embassy in Namibia

- Göran Hedebrö Chargé d’Affairs, Head of Mission
- Molly Lien First Secretary

Delegation of the European Commission in Namibia

- Michele Cervone D’Urso Second Secretary, Economic Advisor
- Klaus D. Handschue TIDP Coordinator at the Namibian Ministry of Trade and Industry

Appendix 3

Objectives of Phase I of the Programme

Overall objective of Phase I

The development and operation of a National Quality Infrastructure being appropriate and realistic to the Namibian needs.

Immediate objectives of Phase I

- a) To educate the staff of the Ministry of Trade and Industry in the areas related to the National Quality Infrastructure and conformity assessment, i.e. standardisation, accreditation, certification, testing, inspection, quality assurance and metrology, including the legal aspects.
- b) To develop the necessary prerequisites for decision making regarding the organisation of the National Quality Infrastructure.
- c) To support the Ministry of Trade and Industry and other relevant parties in developing a National Quality Policy including the organisation of the needed institutional infrastructure and related Strategic Action Plan for the implementation of the policy.
- d) To assist the Ministry of Trade and Industry in developing an information desk for standardisation and quality.
- e) To support the Ministry of Trade and Industry in drafting legislation covering the areas related to the development of the National Quality Infrastructure and conformity assessment.
- f) To perform an assessment of the results achieved under stages one and two and to develop an action plan for further activities as a continuation of the first two stages.

Based on these objectives the programme was composed of three major Actions:

Action 1

Education of the staff of the Ministry of Trade and Industry and the development of the prerequisites for the development and organisation of the National Quality Infrastructure, analysis and planning (Objectives a/ and b/).

Action 2

Development of a National Quality Policy with a subsequent Strategic Action Plan and the initial stages of the necessary institutional building (Objectives c/, d/ and e/).

Action 3

Reporting and development plans for future development (Objective f/).

Appendix 4

Specific Agreement between the Government of Sweden and the Government of Namibia on the Development of a National Quality Infrastructure

The Government of Sweden (hereinafter referred to as Sweden) and the Government of Namibia (hereinafter referred to as Namibia) have agreed as follows:

Article 1 Scope and Objectives of the Agreement

Namibia has decided to carry out a programme called the Development of a National Quality Infrastructure (hereinafter referred to as the Project).

The main objectives of the Project are to support the implementation, the management and the development of a National Quality Infrastructure in Namibia.

Sweden and Namibia have agreed that the Project shall be coordinated by Hifab International AB (hereinafter referred to as the Consultant) in accordance with a consultancy agreement (hereinafter referred to as the Consultancy Agreement) between Sida and the Consultant. The Consultancy Agreement shall be in a form and substance satisfactory to Namibia.

Article 2 The Swedish Contribution

Sweden shall support the implementation and monitoring of the Project as specified in this Agreement with an amount of four million ninehundred and fifty thousand Swedish kronor (4 950 000 SEK).

The contribution shall be financed from special Swedish funds for Private Sector Development.

Article 3 Utilisation of the Swedish Contribution

1. The contribution shall be used in accordance with the Project Document, Annex 1, and Logical Framework Analysis, Annex 2 as amended from time to time.
2. Only costs for activities carried out during the period from 1 November 1997 up to 31st December 2000 may be financed from the Swedish Contribution.

Article 4 Undertakings by Namibia

1. Namibia undertakes to:
 - implement and carry out the Project in accordance with the Project Document and Logical Framework Analysis and provide resources as agreed in this Agreement;
 - make sure that the contribution is used for agreed purposes.
2. In particular Namibia undertakes to:
 - prepare and present to Sweden the reports specified in this Agreement;
 - procure that the Namibia Standards Information and Quality Office establishes the international relations recommended in the Project Document;
 - nominate a National Co-ordinator who shall have the overall responsibility for the running of the Project in Namibia;

- co-ordinate the Swedish Contribution with support received from other donors in order to obtain an optimal use and result of donor assistance;
- promptly seek the approval of Sweden in respect of any proposed change in the nature or scope of the business or operations of the Project.

Article 5 Reporting and other Implementation Cooperation Procedures

The parties shall meet, together with the Consultant and the Swedish Embassy in Windhoek, annually to review meetings, to plan and follow up the progress of the Project. These meetings shall constitute the annual review meeting and take place in Windhoek not later than March each year. The first annual review meeting shall take place in 1998.

Namibia shall provide Sweden with an annual progress report not later than 30 days prior to the annual review meeting. This report shall contain an assessment of activities, outputs and results in relation to the annual plan of operations, Project Document and Logical Framework Analysis and shall also analyze and explain deviations. The impact of possible external factors shall be taken into consideration.

Namibia shall provide Sweden with a preliminary annual plan of operations for the forthcoming year no later than 30 days prior to the annual review meeting. This plan of operations shall present planned outputs, activities and expected results. The results and experiences presented in the annual progress report shall be taken into consideration when preparing the plan of operations. A final plan of operations shall be submitted to Sweden within one (1) month of the Annual Review meeting.

During the last year of the agreement Namibia shall provide Sweden with a final results analysis report. This report shall analyze the effects achieved by the Project during the entire agreement period in relation to the Project Document, Logical Framework Approach and the plan of operations. The impact of external factors shall be taken into consideration. The final result analysis report shall be submitted to Sweden within three (3) months of the end of the Project period.

Namibia shall cooperate with and assist Sweden to perform audits, follow-ups and evaluation of the impact of the Project. Costs of such activities shall be financed from the contribution if not financed by Namibia.

Namibia shall provide Sweden with all other information regarding the Project that Sweden may reasonably request and enable Swedish representatives to visit the Project and inspect goods, records and documents.

Irrespective of agreed reporting routines the parties shall promptly inform each other if a situation arises that makes it likely that (a part of) the Project will not be carried out as agreed.

Article 6 Disbursement

The Swedish Contribution shall be disbursed to the Consultant in accordance with the terms and conditions in the Consultancy Agreement.

Article 7 Delegation of Powers

The Swedish International Development Cooperation Agency, Sida, and the Ministry of Trade and Industry in Namibia shall be empowered to represent their respective Governments in matters concerning the implementation of this Agreement.

Article 8 Reference to other Agreements

Cooperation between the parties under this Agreement is also governed by:

- the Agreement on General Terms and Conditions for Development Cooperation between the Government of Sweden and the Government of Namibia, dated 15 June, 1995;
- any agreement that may replace or amend the said agreement.

Article 9 Distribution of this Agreement

The parties undertake to distribute copies of this Agreement to all their ministries, authorities and other institutions involved in the Project or otherwise in need of information of its content.

Article 10 Termination

This Agreement shall remain valid until 31st December 2000, unless terminated earlier by either of the parties by six months' written notice.

Article 11 Entry into Force

This Agreement shall enter into force on 1st November 1997.

Two originals of the text of this Agreement, written in the English language, have been signed today, the STATE DATE of October, 1997 in Windhoek.

For the Government of Sweden

For the Government of Namibia

Ulla Ström
Ambassador

Appendix 5

Phase I, Indicators of activities and corresponding Achieved results

Extract from what was reported in the LFA Follow up for Phase I

Indicators of activities	Achieved results
1. A number of educated capable people to initiate and participate in the decision making process regarding the National Quality Infrastructure	1. 65 people trained in the first two weeks training seminar. 4 different workshops in relation to the development of the national quality policy with some 120 participants in all. A number of information meetings and consultation with different parties including a meeting together with the Cabinet Committee on Economic Development and Parastatals (CCEDP) and a meeting with all Permanent Secretaries
2. A proposal for the overall organisation of the Quality Infrastructure in Namibia	2. The proposal has been developed as expressed in the National Quality Policy. A specific proposal was established for the national Metrology systems in Namibia
3. A fully developed and accepted national Quality policy with the related Strategic Action Plan	3. The National Quality Policy has been developed and approved by Cabinet on 1 June 1999 as per Cabinet Decision No. 13 th /01.06.99/001
4. Fully drafted and accepted legal structure covering all areas of the national Quality Infrastructure	4. Laws on accreditation, standardisation have been developed and amendments to the existing legislation on metrology have been prepared
5. A fully functioning information desk capable of serving the authorities and the local industry with the needed information regarding standardisation and conformity assessment	5. NSIQO has been developed to the extent that it is fully functional providing standardisation services to the country. Mechanisms have been established to develop national standards, the office participates in the international standardisation forum by being a corresponding member of ISO, the office provides standards to its customers and provides information on standardisation and quality to industry, trade and other interested parties
6. A report on the progress of the programme with a proposal on the future activities	6. A report has been developed including proposals for future activities
1) Number of consulting hours	1) According to the specification on the original terms of reference
2) Number of training activities	2) The training activities according to the specification in the terms of reference
3) Number and types of equipment bought	3) 4 desktop computers, 1 laptop computer, 1 server, 1 desktop computer was upgraded to a usable state, 1 modem and the software Domino Intranet starter pack 2.0, MS Office 97, 6 licences, Quality Manual

Appendix 6

**Namibia Standards Information and Quality Office, Sida
Proposal for Phase II
Ministry of Trade and Industry
Namibia Standards Information and Quality Office
Development of a National Quality Infrastructure in Namibia**

1. Content of Phase II of the Programme

1.1 General

The concept of Phase II programme proposal should aim at providing support in further building up the Namibia Standards Institute (NSI) as a relevant part of the National Quality Infrastructure in Namibia based on the results achieved during the implementation of the first phase of the programme and problems encountered in upholding and further developing Namibia's position on the international markets. The proposal also takes into account the need for capacity building in the different fields related to quality infrastructure development and recognises the need to provide local authorities with quality infrastructure capacity to enforce national technical regulations with the use of accreditation, certification and metrology.

1.2 Objectives

The objectives of the programme are:

Overall objective

To support the Ministry of Trade and Industry and Namibian economic operators in capacity building in standardisation, accreditation, certification, testing, metrology and technical support, including the implementation of the legal enforcement mechanisms that make use of these activities.

Immediate objectives

1. To support the building up of the Namibian Standards Institute (NSI) according to the new laws on standardisation and internationally recognised principles (Annex 3 of the TBT department of the WTO agreement and ISO rules and principles). The NSI is already established in terms of a government decision of July 2000 and its legal status is a company not for gain under Section 21 of the Companies Act, 1973 (Act No. 61 of 1973). It will function as such until it is transformed into a government owned statutory institution in terms of the new Standards Act which is expected to come into force at the beginning of the Year 2002.
2. To support the establishment of a national accreditation scheme according to the new law on accreditation and international standards and guidelines for accreditation, build on the regional approach to accreditation within the SADCA co-operation.
3. To support the Metrology Division in the Ministry of Trade and Industry in capacity building of its staff to be able to fulfil the requirements of the revised law on metrology.

4. To continue the support to laboratories in preparing for accreditation.
5. To support the Ministry of Trade and Industry in developing enforcement mechanisms taking use of the established quality infrastructure and in line with Namibian laws and regulations on fish and fishery products.

1.3 Programme activities

The programme is seen as a continuation of the activities performed during the implementation of phase one of the Project on the development of the national quality infrastructure (NQI) in Namibia. Its design is directly based on the needs identified during the implementation of phase one.

The programme will be composed of two major actions in addition to the programme management:

Action A: Capacity building within institutions (Objectives 1, 2, 3 and 4).

Action B: Development of enforcement mechanisms (Objective 6).

1.3.1 Programme Management

Namibia Standards Information and Quality Office (NSIQO) a Section within the Ministry of Trade and Industry has been locally managing the programme pending the establishment of Namibian Standards Institute (NSI). It is expected that since the NSI is formally established that future management of the programme will be moved to the Institute. The role of the local programme management shall be as follows:

- To have the overall responsibility for the implementation of the programme locally;
- To be responsible for mobilising all relevant local institutions and private entities to participate in the programme;
- To be responsible for the financial management in co-operation with the foreign consultants;
- To manage all activities locally, including the visits of the foreign consultants;
- To be the contact point of all foreign support to the process; and
- To manage training courses and consultancies provided locally etc.

The consultants shall appoint a programme manager (PM) to be responsible for the implementation of the programme on behalf of the consultants. The PM will be responsible for the day-by-day running of the programme. The PM shall be responsible for reporting to Sida and to their local counterparts according to the following:

- At the outset of the programme an inception report shall be developed. The inception report shall include information on the starting-up of the programme and a detailed planning of the programme as a whole.
- A progress report describing the implementation of the programme shall be developed each six months and an evaluation meeting shall be held once a year during the implementation of each Phase of the programme with representation from the consultant, their local counterparts and Sida.
- On conclusion of the programme a final report shall be developed.

The nature of the project calls for close co-operation between the local counterparts, the ministries and the PM. It is envisaged that a certain amount of informal backstopping would be needed during the implementation of the programme. The PM shall provide these backstopping and direct consultancies to the relevant institutions etc.

For this purpose, this proposal includes a provision for the programme manager to be able to provide this support, 15 man-weeks in all, distributed over the duration of the project to be used at home base and in Namibia as would be feasible at each time. The programme manager shall visit Namibia regularly and be available through fax, phone and e-mail. The costs also include all reimbursable costs. See budget proposal, Annex I.

1.3.2 Capacity Building within Institutions

1.3.2.1 Standardisation

The Ministry of Trade and Industry is fully committed to establishing the Namibian Standards Institute (NSI) as defined in the National Quality Policy and the laws that are drafted within the framework of Phase one of the programme. It is expected that the law on standardisation would come into force during the first quarter of 2002 and that the institution will be consolidated as a statutory body shortly thereafter.

This part of the programme is aimed at continuing the training of the staff of the NSIQO to increase their skills in order to be able to operate NSI. The training should be designed as a continuation of the training received during phase one taking into account the specific needs to develop knowledge in managing and operating governmental institutions in Namibia, which, simultaneously fulfils international requirements. Emphasis shall be on establishing good relation with all stakeholders.

This part of the programme is seen as a two-step approach.

1. Support to the Namibian Standards Institute Information Centre

The management and staff of the Namibian Standards Institute should be supported in preparing for the establishment of the new institution and in transmitting the established knowledge and systems from NSIQO to NSI.

2. Support to the NSI

The staff of the NSI would be further trained in standardisation activities and in establishing modern systems for dissemination of standards and information;

1.3.2.1.1 Further support to NSIQO

One of three main actions within Phase one of the programme was to support the strengthening of the Namibia Standards Information and Quality Office (NSIQO) within the Ministry of Trade and Industry. The establishment of the office was seen as the start-up of a Namibian Standardisation Institute and all activities were aimed at preparing for this. It is of paramount importance that the work done within the framework of Phase one be continued to further prepare for the strengthening of the NSI.

It is proposed that the following activities be continued:

- a/ Further development of a quality system based on ISO 9000:2000, comprising training courses for the staff, systematisation of the quality work, development of procedures for the different processes, as well as provisions for the maintenance of the quality system.
- b/ Development of a general process for the establishment and operation of technical committees based on the SADC approach, ISO rules and WTO Code of Good Practice for standardisation.
- c/ Establishment of a new Technical Committee in the field of building materials with emphasis on plumbing equipment aimed at water saving.
- d/ Further development and support of the NSI newsletter on standardisation in Namibia, including

definition of the newsletter publication and distribution process and related activities, assuming that four issues would be published per year.

- e/ Analysis of the future system for purchasing and selling standards, making the most possible use of the available new technologies (delivery over the Internet, print on demand, etc.).
- f/ Establishment of training programmes in the field of standardisation, quality and related issues, based on experiences from other developing countries.
- g/ Further development and maintenance of a homepage. The purpose of this is to establish the presence of the Namibia Standards Institute (NSI) on the Web, with basic information about Namibian and international standards and standardisation activities and the services offered by the Institute. All the activities defined shall be developed keeping in mind that the activities can be used by the NSI.

1.3.2.1.2 Support the Namibian Standards Institute

The programme shall support the Namibian Standards Institute. The institution shall be developed according to the new law on standardisation and in line with internationally recognised principles. It is anticipated that 5 persons who have been trained within the framework of phase one of the programme will constitute the core staff of the institution by being moved from the Ministry to the institute to secure that the training that has been taking place during phase one, of the programme, would be maintained. The Ministry would secure that sufficient resources are allocated for the establishment and running of the institution. (staff, premises, running costs, equipment etc.). This part of the programme is divided into two phases, i.e. support in the overall decision-making, institutional building and training of the staff and external assessors.

1.3.2.2 Overall decision-making process

The staff of the Institute in co-operation with the consultant shall put forward a proposal for the organisation of the NSI according to the requirements in the law on standardisation, and international agreements, ISO guidelines, internationally recognised principle on standardisation, laws and traditions of governmental administration in Namibia and cultural aspects. The international obligations of Namibia under trade agreements, such as the WTO agreement and the SADC Trade Protocol etc. shall also be taken into account.

The proposal shall include:

1. Proposal for the scope of the Standards Institute (preparation, adoption and application of voluntary standards, certification, testing etc.).
2. Proposal for the organisation and managerial structures.
3. Proposal for the start-up of the NSI
4. A final planning of the building up of the new institution, including the transition from NSIQO to NSI.

It is anticipated that the input from the consultant would be 10 man weeks, including missions in Namibia and reporting. The costs also include all reimbursable costs. See budget proposal, Annex I.

1.3.2.3 Institutional Building

On the basis of the decisions taken on the overall organisation of the NSI, the consultant shall support the institution building of the institution. This shall include but not be limited to the establishment of procedures and the actual start-up of:

1. Standardisation activities:

- Establishment of standardisation programmes;
- Further development of procedures for standards making, including issues related to Technical Committees and the management of these; preparation of Draft proposals for standards, and draft national standards;
- Issues of standards and sartorial coverage of standards;
- Standards implementation;
- Adoption Standards and determining their legal status;
- Publication, distribution and promotion of standards; and
- International co-operation.
- Assist the NSI to enter into joint ventures with existing certification and inspection bodies in the region and elsewhere in order to make the NSI less dependent on government financial support.

2. Quality System Development

- The development of a quality system for the NSI based on the system developed within NSIQO;
- 3. The development of all needed documentation, such as information materials including the issuing of the newsletter;
- 4. Routines for costing and pricing for the activities of the standardisation body;
- 5. Training in all aspects of management of a standardisation body;
- 6. Support in developing information material on standardisation; and
- 7. Support in developing necessary computer systems for distribution of standards, developed according to the requirements of ISO. The support shall also cover the transportation and the establishment of a computer network where the computer system provided during phase one are moved to the new institutions and the existing software is updated.

The support shall be a combination of in house consultancies in Namibia, working periods of the staff of NSI with the availability of short term consultant through fax, e-mail and telephone and support by a long-term standardisation expert providing support directly to the NSI management and staff of the institution. The staff of NSI shall also receive training in foreign countries by visiting Sweden three times during the programme implementation to receive training in the above-mentioned topics both in the form of course participation and on-the-job training. The support shall also include training at the SABS in South Africa where the staff shall receive training in issues related directly to the establishment of future co-operation between the two institutions and the regional standardisation work.

It is anticipated that the input from the consultant shall be:

Long-term expert;	12 person-months divided in 6 two-month periods distributed through the duration of the programme
Short-term experts;	24 person-weeks

The programme shall also provide support for the training of the staff members etc. The costs also include all reimbursable costs. See budget proposal, Annex I.

1.3.2.4 Support in developing the Namibian Accreditation Scheme

The National Quality Infrastructure in Namibia calls for the establishment of an accreditation scheme that can be internationally recognised. The aim is to establish the necessary prerequisites to enable Namibian producers to be able to fulfil the new requirements of international trade and conformity assessment, established within the WTO agreement and the SADC Protocol on Trade. As mentioned in Action 3 under activities related to objective c) a law on accreditation was drafted within the framework of phase one of the programme and is expected to be adopted by Parliament during the first quarter of 2002.

The Ministry of Trade and Industry has participated actively in the development of a regional scheme for accreditation, supported by the programme consultants. The regional scheme (SADCA) is based on the integrated ideology of utilising the available technical expertise in the SADC countries jointly through a system of co-operation between national focal points for accreditation that will function as the national accreditation bodies. The draft law caters for this approach.

The programme shall support the Ministry of Trade and Industry in developing an accreditation scheme according to the requirements in the new law on accreditation taking into account the preliminary arrangements as defined in section 14 of the draft law. The body shall be legally identifiable and run by permanently hired staff, which shall be identified at the beginning of the programme. It is anticipated that 2 persons with sufficient qualifications would be hired and that the organisation of the body would be in line with the requirements of international standards. The Ministry is responsible for all local costs related to the establishment and running of the accreditation scheme within the Ministry of Trade and Industry including the provision of staff, premises, running costs, equipment etc. This part of the programme is divided into two phases, i.e. support in the overall decision-making of the accreditation body and the selection of the future staff, institutional building of the accreditation body and training of the staff and external assessors.

1.3.2.4.1 Overall decision-making process

The consultant shall develop a proposal for the organisation of the accreditation body, taking into account the requirements of the draft law, the internationally recognised principles for accreditation, traditions of governmental administration in Namibia and cultural aspects. The international obligations of Namibia through the WTO agreement and the SADC Trade Protocol shall also be taken into account.

The proposal shall include:

1. Proposal for the scope of the accreditation body, based on a structured dialogue with the different ministries and economic operators. The scope shall take into account the future use of accreditation within the regulatory area;
2. Proposal for organisation of the accreditation body;
3. Proposal for the start-up of the accreditation scheme with full cooperation with Accreditation bodies of the Southern African Community (SADC) and other friendly countries; and
4. A final planning of the building up of the new accreditation body.

This part of the programme shall be started with a three-day seminar where the consultants lead discussions on the principles of accreditation and the use of accreditation within all sectors of society. The seminar shall be aimed at attracting high-level decision-makers from the government administration and from the private sector. The objective of the seminar is to inform the decision-makers on accreditation and related activities.

The Ministry in co-operation with the consultants shall initiate a dialogue with all relevant ministries with the purpose of establishing a consensus on the future use of accreditation and accredited bodies in the regulatory area. The consultants shall also participate in promoting the accreditation scheme as needed.

The consultant shall also participate in the selection of the future staff of the accreditation body by providing an outline for job-descriptions and minimum requirements for qualifications of the staff. She/he shall also participate in analysing applications as needed and as requested by the Ministry.

It is anticipated that the input from the consultant will be 8 man weeks and costs for logistics (travel, DSA, communication etc., see proposed budget in Annex I).

1.3.2.4.2 Institutional Building

On the basis of the decisions taken on the overall organisation of the accreditation scheme the consultant shall support in the institutional building of the new accreditation body within the Ministry of Trade and Industry in accordance with section 14 of the Draft law on accreditation

This shall include:

- The development and implementation of working procedures for laboratory accreditation based on the SADCA model;
- The development of a quality system for the accreditation activities primarily aimed at laboratory accreditation, but also taking into account that the accreditation body eventually also shall take on accreditation in the fields of certification and inspection, environment etc. The quality system shall be developed based on the SADCA recommendations;
- The development of all needed documentation, such as guidelines for the laboratories, models for quality manuals etc.;
- Routines for costing and pricing for the activities of the accreditation body;
- Training in all aspects of management of an accreditation body;
- Procedures for assessor training; and
- Support in developing information material on accreditation.

The support shall be a combination of in house consultancies in Namibia, working periods of the staff of the accreditation body with the availability of the consultant through fax, e-mail and telephone and training in Sweden at the offices of SWEDAC and at the South African National Accreditation Service (SANAS). The staff of the body shall visit Sweden three times and SANAS two times during the programme implementation and shall receive training in the above-mentioned topics.

It is anticipated that the input from the consultant shall be 25 person-weeks. The costs also include all reimbursable costs. See budget proposal, Annex I.

1.3.2.4.3 Training of the staff

The staff of the accreditation body shall be trained in accreditation activities. The training shall include the following:

1. A training course in the techniques of developing and implementing quality systems according to the principles of ISO 9000, to be held in Namibia;

2. Working visit to Sweden for the staff members to acquaint themselves with the activities of SWEDAC (2 participants);
3. Assessor training courses, one abroad in a selected country and one in Namibia held by SWEDAC. The training shall be seen as a training of trainers (2 participants);
4. On-the-job training in the form of participation in laboratory assessments in Sweden, each member of the staff (2) shall participate in the assessment of three laboratories; and
5. On the job training in the form of joint assessment in Namibia. The Swedish assessors shall participate in the assessment of all laboratories participating in the programme.

It is anticipated that the input of the consultant will be 8 man weeks and the needed training material and all reimbursable costs. See budget proposal, Annex I.

1.3.2.5 Support to the Department of Metrology

The new law on metrology would have the effect that the present national system for metrology would have to be changed. The following support is therefore requested:

Support to the Metrology Division of the Ministry of Trade and Industry in planning the new national metrology system covering the following activities:

- Development of an organogram and a system description of the national measurement system based on the requirements in the amended law on metrology;
- Support in developing a new organogram for the metrology department in the Ministry and the selection of staff based on competence;
- Revision of the existing legal metrology surveillance system for mass and volume and development of proposals for the establishment of surveillance system in other fields such as water meters, electrical meters and taxi meters; and
- Development of a proposal for the involvement of the Ministry in applied metrology, focusing on the fields of temperature and mass.

In addition to the above mentioned activities the support shall cover training of the staff of the Division. The following training is envisaged:

Training of one staff member with an academic background in a technical field (physics, mechanical engineering etc.) in metrology in general and in calibration of mass and temperature. The training shall be organised as a general training in South Africa and specific training in calibrations in Sweden. The general training shall be of two-month duration each. The general training shall also include information on the operation of a national metrology system; and

Training in legal metrology surveillance in the field of water meters, electrical meters and taxi meters.

It is anticipated that the input of the consultant will be 15 person-weeks and the needed training material. The input shall also include the training of the staff of the Division. The costs also include all reimbursable costs. See budget proposal Annex I.

1.3.2.6 Further support to Laboratories

Within the framework of Phase one of the programme was established an Association of Laboratories, Ministry of Trade and Industry Namibia Standards Information and Quality Office and which has been operation for the last one year. The laboratories requested that support be provided in preparing

for accreditation. Sida at the request of the Ministry approved this and funds were reallocated for the time being from the budget of Phase one to be able to start a support to the laboratories immediately. It was anticipated that further funds would be allocated for this purpose during year 2000. This did on the other hand not happen and no further funds have been allocated in spite of a great pressure on behalf of the laboratories. It is therefore of the utmost importance that the support to laboratories be continued as soon as possible not to lose the knowledge that has already been established.

The ministry is in the process of negotiating the purchase of laboratories to be able to provide testing to the food (fisheries) industry that are not available in Namibia at this time, but are essential to be able to export products from Namibia e.g. to the European Union. These laboratories will have to be accredited. The programme shall support in preparing these laboratories for accreditation. These laboratories will therefore be added to the list of laboratories that have already been selected and supported during phase one.

The support was started through the implementation of a one-week training course where all laboratories in Namibia were invited. Some 23 laboratories participated. At the end of the course the laboratories were invited to submit an application to participate in the programme. 11 laboratories applied and all were accepted. The support to the laboratories is first and foremost aimed at developing quality systems and in enhancing test methods in order to prepare them for accreditation.

During Phase II of the programme further support to the selected 11 laboratories is requested to enable them to continue the work without delay. The support is to be as follows:

The present form for support needs to be continued. The consultant should be able to provide each of the 11 laboratories with consultancy tailored for their needs. The consultant should also initiate co-operation between the laboratories in the form of working meetings and information meetings when visiting Namibia. Each laboratory shall receive support equal to 2 person-weeks of in house consultancy given in 10 visits to Namibia. In addition 5 man weeks shall be allocated to the new governmental laboratories in preparing for accreditation. The support shall be concluded 18 months after that start-up of the programme.

The input of the consultants shall be in the form of participating in working meetings, in providing direct consultancy to the staff members, developing quality systems and through availability through fax, e-mail and telephone.

The programme consultants should also organise common meetings between the laboratories, 3 meetings in all. The purpose of the meetings is for the laboratories to share their experiences and to learn from each other's mistakes and achievements. The programme consultants shall participate in the meetings to initiate discussions focussing in each of the meetings a particular topic of interest to all laboratories. It is expected that each meeting shall be a one-day event.

The anticipated input on behalf of the programme is 27 person-weeks. The costs also include all reimbursable costs. See budget proposal, Annex I.

1.3.3 Development of enforcement mechanisms

Namibia is heavily depending on export of fish and fisheries products. The country is reputed to be the largest regional fishing nation in the Southern African Development Community (SADC) producing 605 654 mt of fish, worth N\$2.934 billion, landed in the commercial sector during the year 1998, up 18.4% from the catches recorded in 1997. The main markets are in the European Union. The Ministry of Trade and Industry has during the last months worked a draft new legislation on handling and processing of fish and fishery products based on the EU requirements driven by the fact that an inspection performed by EU inspectors has revealed the urgent need to establish the necessary legislation and

enforcement mechanisms. The purpose of the new legislation and the resulting mechanisms for the enforcement of the laws is to secure the safety and wholesomeness of fish and fishery products originating in Namibia. This is in fact a precondition for the Namibian fishing industry being able to continue their export to EU.

On the basis of the policies developed and the new legislation on handling and processing of fish and fishery products and the decisions taken concerning the organisation of the enforcement structures, support is urgently needed in developing the structures of a Competent Authority within the Ministry of Trade and Industry. These will be in line with the requirements of the relevant EU Directives.

The support is to include but not be limited to the following:

- Assistance in defining the role of the Competent Authority responsible for the inspection within the fishing industry
- Assistance in organising the scientific and technical structures of the Competent Authority
- Assistance in organising the inspection activities and in developing inspection methods and procedures
- Assistance in training of inspectors
- Assistance in informing the local producers of the impact of the new regulations in the form of courses, information material etc.

The support shall be in the form of consultancy by experts with thorough knowledge in organising and running of inspection systems in the fisheries area. The selected consultants shall have long term experience in the development and running of a Competent Authority and in developing and managing inspection activities. The consultant shall review the new laws and regulations and provide the Ministry with information on the specific requirements that might have to be changed and with information on the solutions used in various countries.

The following activities are envisaged:

- a/ The consultant shall assist in developing the organisation of inspection activities and shall assist in developing inspection procedures.

The consultant shall support the Ministry in developing an overall system for the inspection of fishery products that fulfils the requirements for a Competent Authority according to Namibia's trading partners. This shall include a plan for co-operation with the involved institutions and procedures for performing inspections. The consultant shall support in developing an Inspection Manual where the following major topics are included:

- a.1 All requirements within the legislation shall be identified as inspection items.
- a.2 The identified items of requirements shall be interpreted to clarify what is meant by the requirement and how producers can fulfil the requirements.
- a.3 The method of inspection shall be identified.
- a.4 A procedure shall be given for the inspection.
- a.5 The limits within which the inspected item must fall shall be given for each item.
- a.6 Further explanations must be given when needed.

- a.7 The rating of non-conformities shall be identified and corrective actions specified for each non-conformity.

On the basis of the Inspection Manual and the inspection system developed, procedures for the performance of the inspections shall be drafted.

- b/ The consultant shall organise and conduct a training course for inspectors in performing inspections according to the new procedures and the new inspection manual. The course will include information on the new local requirements, the EU requirements, the requirements of the USA market, the new inspection procedures and on-job-training while inspecting at the premises of selected producers. The duration of the course shall be one week.
- c/ The consultant shall support the Ministry in conducting two two-day courses where the new requirements and the new inspection procedures are explained to the local producers.
- d/ As a part of the training of the local inspectors and the responsible staff of the Competent Authority, the consultant shall plan working visits to relevant European countries. The objective of the visits is to give the staff references for the establishment of the new systems in Namibia based on the same requirements as would be implemented in terms of the project. This part of the training is seen as an important part of the overall education of the staff.

The visits shall be organised in close co-operation with the Ministry of Trade and Industry in Namibia. The proposal includes costs for 15 travels each with duration of one week.

The consultants shall visit Namibia regularly and be available through fax, telephone and e-mail. It is anticipated that the total input would be 24 man weeks. The costs also include all reimbursable costs. See budget proposal, Annex I.

1.3.4 Budget

The costs for the programme have been estimated based on fees and cost as used at present by the consultants in similar programmes funded by Sida. The total cost for the proposed programme is SEK 10.860.000,00. For further information about the estimated costs see Annex I.

2 Conclusion

The programme has proven to be very important to the development of the National Quality Infrastructure in Namibia and has established foundations for further development in the field. Namibia has signed the WTO agreement and the SADC Free trade protocol and is therefore obliged to continue the work of establishing national quality infrastructure that is internationally recognisable. At the same time it is of the utmost importance that conformity assessment systems established within the framework of the national quality infrastructure used to enforce national technical regulations are based on international requirements implemented through the national legal framework to secure marketability of Namibian product on the international markets. An important aspect in this relation is e.g. the marketing of Namibian fish and fishery products on the European Union Market.

The Ministry of Industry and Trade is responsible for the establishment of the necessary business environment related to the WTO and the SADC trade agreement and therefore plays an key role in adapting Namibia to the new international trade regime. The ministry therefore emphasises the importance of continuing the work of developing the Namibian Quality Infrastructure along the lines defined

in the project proposal presented in this report as soon as possible. The Ministry has already established the necessary prerequisites for a successful continuation of the work by establishing the necessary facilities e.g. in the form of legally forming the Namibian Standards Institute and by furthering the process of preparing, adopting and applying the necessary generic legislation related to the implementation of the new national quality infrastructure as developed through Phase I of the programme.

Namibia became independent in 1989 taking over the legal systems and infrastructures that had been applied during former years. As an interim solution a decision was taken to continue to use the former systems to ease the transposition. However the Ministry of Trade and Industry recognised the need to reorganise the national quality infrastructure to align to the new international requirements and principles as a consequence of the signing of the WTO agreement. The initial request for support to Sida in this field was therefore aimed at identifying the needs, developing policies and laws and support in the actual institutional building. A decision was taken between Sida and the Ministry that the support would be organised as a two step approach. Step one should include the analyses for the needs, policy-making and the drafting of laws and the development of proposals for further support. Step two was on the other hand to cover support in the actual institutional building based on the proposals developed within step one. In fact the initial intention was that a successful conclusion of step one was to be a precondition for the starting of step two and extension of the present contracts to secure a smooth and natural continuation of the work.

The Ministry has highly appreciated the co-operation with Sida and the consultants that were contracted to implement phase one of the programme. The co-operation has been conducted in a very professional way and adopted to the needs of Namibia allowing the capacity building within the ministry and within the community to take place in a sustainable way. The Ministry therefore wishes to continue the work on the programme as soon as possible and requests full support from Sida to do so.

The Ministry of Trade and Industry expresses the greatest thanks for the support provided.

Windhoek

Annex I to Proposal for Phase II

Strengthening the Quality Infrastructure in Namibia Phase II, Budget Proposal

	Unit	Quantity	Unit rate SEK	Amount SEK
Project management and direct consulting				
Fees				
Administration fee	M	36	30.000	1.080.000
Consultant working in Namibia	W	10	32.000	320.000
Consultant working at home	W	5	32.000	160.000
Total fees				1.560.000
Reimbursables				
International travel, Sto/Na/Sto	Unit	10	15.000	150.000
Daily allowances, Namibia	Unit	50	316	15.800
Hotel costs, Namibia	Unit	50	800	40.000
Communication	Unit	15	1.000	15.000
Total reimbursables				220.800
Total Project management and direct consulting				1.780.800
Standardisation				
Fees				
Long term consultant	W	54	25.000	1.350.000
Short-term Consultants Namibia	W	22	30.000	660.000
Consultants working at home	W	10	30.000	300.000
Total fees				2.310.000
Reimbursables				
International travel, Sto/Na/Sto	Unit	23	15.000	345.000
International travel, Na/Sto/Na	Unit	15	15.000	225.000
Hotel costs, Namibia	D	400	800	320.000
Daily allowances in Sweden	D	90	1.200	108.000
Communication	Unit	17	500	8.500
Course material	Unit	1	22.000	22.000
Equipment, incl comp.+hardw.+softw.	Unit	1	200.000	200.000
Total reimbursables				1.228.500
Standardisation total				3.538.500
Accreditation				
Fees				
Consultants working in Namibia	W	22	32.000	704.000
Consultants working at home	W	10	32.000	320.000
Total fees				1.024.000
Reimbursables				
International travel, Sto/Na/Sto	Unit	22	15.000	330.000
International travel, Na/Sto/Na	Unit	10	15.000	150.000
Daily allowances, Namibia	Unit	110	316	34.760
Hotel costs, Namibia	Unit	110	800	88.000
Communication	Unit	22	1.000	22.000
Course materials	Unit	1	25.000	25.000
Total reimbursables				649.760
Accreditation, total				1.673.760

	Unit	Quantity	Unit rate SEK	Amount SEK
Metrology				
Fees				
Short-term Consultants Namibia	W	11	31.000	341.000
Consultants working at home	W	4	31.000	124.000
Total fees				465.000
Reimbursables				
International travel, Sto/Na/Sto	Unit	11	15.000	165.000
International travel, Na/Sto/Na	Unit	2	15.000	30.000
Hotel costs, Namibia	D	55	800	44.000
DSA in Sweden and South Africa	D	120	1.200	144.000
Communication	Unit	11	500	5.500
Course fees	Unit	2	35.000	70.000
Total reimbursables				458.500
Metrology total				923.500
Support to Laboratories				
Fees				
Consultants working in Namibia	W	27	28.000	756.000
Consultants working at home	W	5	30.000	150.000
Total fees				906.000
Reimbursables				
International travel, Sto/Na/Sto	Unit	12	15.000	180.000
Daily allowances, Namibia	Unit	135	316	42.660
Hotel costs, Namibia	Unit	135	800	108.000
Communication	Unit	27	500	13.500
Total reimbursables				344.160
Support to laboratories, total:				1.250.160
Development of enforcement mechanisms				
Fees				
Short-term Consultants Namibia	W	18	30.000	540.000
Consultants working at home	W	6	30.000	180.000
Total fees				720.000
Reimbursables				
International travel, Sto/Na/Sto	Unit	18	15.000	270.000
International travel, Na/Sto/Na	Unit	15	15.000	225.000
Hotel costs, Namibia	D	90	800	72.000
Daily allowances in Sweden	D	75	1.200	90.000
Communication	Unit	18	500	9.000
Course material	Unit	1	13.000	13.000
Total reimbursables				679.000
Development of enforcement mechanisms, total				1.399.000
Contingencies, total programme				300.000
Programme total:				10.865.720

Appendix 7

List of documentation and other references

The following documents have been used during the evaluation. Some of them were drawn from the Sida archive and others identified during the evaluation. All these documents are delivered to Sida, together with the Evaluation Report on a CD ROM.

- Terms of Reference of Phase I of the Programme
- Tender for Consulting Services for Phase I of the Programme
- Specific Agreement between the Government of Sweden and the Government of Namibia on the Development of a National Quality Infrastructure
- Agreement between Sida and the Consultant on Consultant Services for the Project Development of a National Quality Infrastructure in Namibia
- Logical Framework Analyses, LFA, of Phase I of the Programme
- Extension of Phase I to cover support to laboratories
- Inception Report on the Development of a National Quality Infrastructure in Namibia
- Republic of Namibia National Quality Policy, Cabinet Decision No 13/01.06.99/001
- The Republic of Namibia National Quality Programme – Action Plan
- Views and Recommendations concerning Metrology in Namibia
- Bill on Standardisation, Sida/Swedac version 1999
- Standards Bill 2000, Legislation Memorandum to Cabinet
- Bill on Standardisation, Latest version 2001-10-16
- Bill on Accreditation, Sida/Swedac version 1999
- Accreditation Board of Namibia Bill 2000, Legislation Memorandum to Cabinet
- Bill on Accreditation, Latest version 2001-10-16
- Bill on Metrology, Latest version 2001-10-16
- Final Progress Report on Phase I of the Programme
- Logical Framework Analyses, LFA, Follow up, of Phase I of the Programme
- Proposal for Phase II of the Programme
- Logical Framework Analyses, LFA, of the proposed Phase II of the Programme
- Terms of Reference for the Evaluation of the Development of a National Quality Infrastructure in Namibia, Phase I, and Appraisal of a Programme Proposal for Phase II

- NSI Plan developed by the EU Trade and Investment Development Programme, TIDP
- WTO TBT Agreement
- SADCSTAN, SADC Cooperation in Standards, Project Proposal of August 2001
- SADCMET, SADC Cooperation in Measurement Traceability, Project Proposal of October 2001
- SADC MEL, SADC Cooperation in Legal Metrology, Project Proposal of October 2001
- SADCA, SADC Cooperation in Accreditation, Project Proposal of October 2001

Recent Sida Evaluations

- 02/07** **Sida Environmental Fund in Vietnam 1999–2001.** Eva Lindskog, Vu Ngoc Long Department for Natural Resources and the Environment
- 02/08** **Mobilisation of the Poor – a means to Poverty Reduction. Final evaluation of the Change Agent Programme in Sri Lanka.**
Kalinga Tudor Silva, Sepali Kottegoda, Dulan de Silva
Asia Department. Department for Natural Resources and the Environment
- 02/09** **Sweden's and Holland's Strategies for the Promotion of Gender Equality in Bolivia.**
Tom Dahl Östergaard, Sarah Forti, Mónica Crespo
Department for Latin America
- 02/10** **Assessment of Sida's Support to the Basic Sciences in a National Context.**
Eva Selin Lindgren, Shem O Wandiga
Department for Research Cooperation
- 02/11** **UNICEF's programme for Water and Sanitation in Guatemala, El Salvador and Honduras 1998–2001.**
Nils Öström, Leticia Velásquez, Julio Urias
Department for Natural Resources and the Environment
- 02/12** **Strengthening the Capacity of the Office of Vietnam National Assembly.**
Göran Andersson, Pär Granstedt, Barbro Rönnmö, Nguyen Thi Kim Thoa
Department for Democracy and Social Development
- 02/13** **Sida's Support to the Reproductive Health and TANSWED HIV Research Programmes in Tanzania.**
Lotta Melander, Nelson Sewankambo, Rodolfo Peña
Department for Research Cooperation
- 02/14** **Area Development Projects, Poverty Reduction, and the New Architecture of Aid. Volume I: Synthesis Report.**
John Farrington, Ian Christoplos, Roger Blench, Karin Ralsgård, Stephen Gossage, Anders Rudqvist
Department for Evaluation and Internal Audit
- 02/14:01** **Area Development Projects, Poverty Reduction, and the New Architecture of Aid. Volume II: – Case Studies – CARERE/Seila, Cambodia; ANRS, Ethiopia; EEOA, Zambia.**
Roger Blench, Karin Ralsgård, Stephen Gossage, Dessalegn Rahmato, Guy Scott
Department for Evaluation and Internal Audit
- 02/15** **Regional Centre for Reproductive Health Research and Training, Harare, Zimbabwe: Reproductive health research, capacity building and health care improvement in eastern and southern Africa.**
Ulf Högberg
Department for Research Cooperation
- 02/16** **Network for Research and Training in Parasitic Diseases at the Southern Cone of Latinamerica (RTPD) 1995/1996–2001.**
Alvaro Moncayo, Mikael Jondal,
Department for Research Cooperation
- 02/17** **Sida Supported ICT Projects at Universities and Research Organizations in Sri Lanka.**
Alan Greenberg, George Sadowsky
Department for Research Cooperation

Sida Evaluations may be ordered from:

Infocenter, Sida
S-105 25 Stockholm
Phone: +46 (0)8 506 423 80
Fax: +46 (0)8 506 423 52
info@sida.se

A complete backlist of earlier evaluation reports may be ordered from:

Sida, UTV, S-105 25 Stockholm
Phone: +46 (0)8 698 5163
Fax: +46 (0)8 698 5610
Homepage: <http://www.sida.se>



SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
S-105 25 Stockholm, Sweden
Tel: +46 (0)8-698 50 00. Fax: +46 (0)8-20 88 64
Telegram: sida stockholm. Postgiro: 1 56 34-9
E-mail: info@sida.se. Homepage: <http://www.sida.se>