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Sida Decentralised Evaluation

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Mid-Term Review for the Quality Infrastructure and Standards Programme (QUISP) in Uganda

Final Report

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**Final Report
December 2012**

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

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Preface

This Mid-Term Review was commissioned in 2012 by the Embassy of Sweden in Kampala through Sida's framework agreement for reviews and evaluations. Indevelop undertook this evaluation between August-October 2012 and provided management and quality assurance of the process and deliverables. Anna Liljelund Hedqvist was Project Manager at Indevelop with overall responsibility for managing the implementation of the Review, and quality assurance of the reports was done by Niels Dabelstein. The independent review team included the following members:

Mr. Jens Andersson, Team Leader: Jens is a senior evaluator specialised in trade and private sector development.

Mr. Stefano Sedola, Standards and Quality Expert: Stefano has more than 15 years' experience in the areas of technical assistance for the development of national and regional quality infrastructure systems.

Ms. Gunilla Göransson, Methods and Stakeholder Analysis Expert: Gunilla has extensive experience in undertaking evaluations as a team leader and member, including several years in East Africa.

Abbreviations and Acronyms

aBi Trust	Agribusiness Trust Initiative
COMESA	Common Market for Eastern and Southern Africa
EAC	East African Community
EPA TAPSS	Economic Partnership Agreement Related Trade and Private Sector Support
EU	European Union
FY	Fiscal Year
GDP	Gross Domestic Product
GHGs	Greenhouse Gases
HACCP	HACCP
HIV/AIDS	HIV/AIDS
INTRAC	International NGO Training and Research Centre
ISO	International Standards Organization
IRCA	International Register of Certificated Auditors
ITC	Implementation Technical Committee
MDG	Millennium Development Goal
MAAITF	Ministry of Agriculture, Animal Industry and Fisheries
MEACA	Ministry of East African Community Affairs
MTIC	Ministry of Trade, Industry and Cooperatives
NAF	National Accreditation Forum
NSQ	National Standards and Quality
NQSP	National Standards and Quality Policy
OECD/DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
OVI	Objectively Identifiable Indicators
PFSU	Private Sector Foundation Uganda
PMU	Programme Management Unit
PSCP II	Second Private Sector Competitiveness Project
QUISP	Quality Infrastructure and Standards Programme
SADC	Southern African Development Community
SANAS	South African National Accreditation System
SC	Steering Committee
Sida	Swedish International Development Agency
SME	Small and Medium Sized Enterprise
SPS	Sanitary and Phyto-Sanitary Standards
SMCA	Standardisation, Metrology, Conformity Assessment and Accreditation
SQMT	Standardisation, Quality Assurance, Metrology and Testing

ABBREVIATIONS AND ACRONYMS

TA	Technical Assistance
TA Team	Technical Assistance Team
TBT	Technical Barriers to Trade
TMEA:	Trade Mark East Africa
TRACE II	Second Trade Capacity Enhancement Project
UGX	Ugandan Shillings
UMA	Ugandan Manufacturers Association
US	United States
UNBS	Uganda National Bureau of Standards
WP	Work Plan an unnecessary acronym
WTO	World Trade Organization

Executive Summary

This Mid-Term Review assesses the Quality Infrastructure and Standards Programme (QUISP), which aims to strengthen the National Quality Infrastructure of Uganda. It is a five-year programme (2010-2014) implemented by the Ministry of Trade, Industry and Cooperatives (MTIC) that is funded by Sida and Trade Mark East Africa. The main data collection was undertaken during a two-week visit to Kampala in September 2012, which included discussions with the QUISP Programme Management Unit, the Embassy of Sweden and other relevant stakeholders.

One key purpose of the Review is to assess QUISP's progress on the implementation of activities and outputs to date as specified in the programme document and annual work plans.

QUISP's Overall Objective is *"To promote the use of standards and quality infrastructure so as to improve the competitiveness of Uganda's products, processes and service delivery systems in domestic, regional and international markets"*. The programme consists of five Components each addressing a specific aspect of the Uganda's Quality Infrastructure:

- Component 1 – Policy and Strategy
- Component 2 – Regulatory framework review;
- Component 3 – Coordination of stakeholders;
- Component 4 – Capacity development of service providers; and
- Component 5 – Awareness-raising

The key findings of this review include the following:

- QUISP's logical framework is complex and somewhat unclear. It is not used as a monitoring tool.
- The relevance of QUISP is high and its design corresponds to international best practice and the needs of Uganda and the stakeholders of Uganda's Quality Infrastructure.
- QUISP's progress is still predominately at Output level. Component 1 is near finalisation and good progress has been made on Components 2 and 3. The impact to date of Component 4 is uncertain since the original focus has not been maintained and Component 5 has been severely delayed but is underway.
- Several of the Activities carried out under Component 4 were not included in the original Programme Proposal and cannot be linked to the original purpose of Component 4 to rationalise and support the institutional setup of Service Providers.
- Disbursements have been below the original programme budget, indicating that progress has been slower than initially planned. This can be said to be the price paid for promoting ownership within the MTIC and stakeholders.
- To date, the sustainable achievements have been limited. The launching of the National Standards and Quality Policy is the main Out-

put, but in order to make a lasting impact it needs to be implemented.

- Placing the Programme Management Unit within the MTIC was an important decision to promote ownership of the programme. Coordination of implementation within the Ministry and with Uganda National Bureau of Standards remains a challenge.
- The Technical Assistance team has provided important support, but its contribution has suffered from being off-site and not being employed full-time.

Finally, the Review provides the following recommendations:

Recommendation 1: Support Implementation of the National Standards and Quality Policy

QUISP has shown that it is uniquely placed to address institutional gaps in the Ugandan quality infrastructure in terms of policy, legislation, coordination, and stake-holder engagement. On these foundations, QUISP should now move to the next phase, which is to initiate real institutional reform in terms of the mandates and organisational capacities of the key stakeholders.

Recommendation 2: Engage in Strategic Partnerships with Stakeholders

QUISP should adopt a strategic approach to working with partners, rather than primarily involving them in consultation exercises or training. This would be a way to increase effectiveness and to address institutional and organisational gaps, increase efficiency by leveraging programme resources, and channel stakeholder needs and increase ownership even further by living up to the expectations of stake-

holders to more directly benefit from, and be involved, in QUISP activities.

Recommendation 3: Strengthen Governance and Programme Management

QUISP should consider a revision of its governance and management structures as follows:

- A more executive decision-making structure needs to be established.
- The size of the Programme Management Unit should not be increased, but the way it is managed and operates should change.
- The Unit needs more strategic technical assistance on a continuous basis to increase efficiency and effectiveness.
- The Unit will need continuous support from the management and political leadership of the Ministry.

Recommendation 4: Develop a Monitoring and Evaluation Framework

A realistic Monitoring and Evaluation Framework needs to be developed to demonstrate QUISP's results in a structured way and to prepare for a future evaluation. Specialised external support may be needed for this. This work should include a preliminary discussion of what should happen with the programme after the end of the original programme period.

1 Introduction

1.1 BACKGROUND

This Mid-Term Review assesses the Quality Infrastructure and Standards Programme (QUISP), which aims to strengthen the National Quality Infrastructure of Uganda. It is a five-year programme implemented by the Ministry of Trade, Industry and Cooperatives (MTIC)¹ that is funded by the Government of Uganda, Sida and TradeMark East Africa.² The main data collection was undertaken during a two-week visit to Kampala in September 2012, which included discussions with the QUISP Programme Management Unit (QUISP PMU), the Embassy of Sweden and other relevant stakeholders.

1.2 PURPOSE

The purpose of the Review is to assess the following aspects of the QUISP (the Terms of Reference are included in Annex 1):

1. Progress on the implementation of activities and outputs to date, as specified in the programme document and annual work plans;
2. Initial project impact and potential sustainability; and
3. Lessons-learned and recommendations for the future activities of the project. This was an aspect of the Review that was particularly emphasised by the Embassy of Sweden and the QUISP PMU.

1.3 METHODS AND LIMITATIONS

The Review addresses two aspects of the programme: 1) activities and results, and 2) management and implementation. These require different, but complementary, methods of analysis.

The analysis of activities and results discusses the extent to which the programme has lived up to its anticipated expectations in terms of quality, quantity and timing. A “Theory of Change” (also called “Intervention Logic” or “Programme Theory”) is used for analysing the design, delivery, results and potential of the programme. This

¹ The Ministry of Trade, Tourism and Industry has recently evolved into the Ministry of Trade, Industry and Cooperatives. The new name will be used throughout the report to avoid confusion.

² Trade Mark East Africa (TMEA) is a not for profit organisation established by DFID that gives technical and monetary support to the EAC Secretariat, national governments, private sector and civil society so they can enhance trade and markets in the region for the benefit of all East Africans.

is a very practical tool; and the use of the term “theory” is somewhat of a misnomer. It differs from the conventional programme log-frame by emphasising the mechanisms (Intermediary Outcomes and Outcomes) that link Expected Outputs and Impact (i.e. the full ‘Results Chain’ is addressed). It provides a simplified graphical map of the QUISP programme based on the programme log-frame, while focusing on the key steps in the Results Chain.

The overall approach used for this review takes inspiration from so-called “Contribution Analysis”, an approach proposed by the Canadian evaluation expert John Mayne and developed by others.³ Although it has not yet evolved into a comprehensive and rigorous evaluation methodology, the so-called Contribution Analysis is appealing for at least two reasons.

First, it provides a realistic way to address causality, i.e. how a cause leads to an effect, by recognising that in the real world there are multiple factors that influence a result. Contribution Analysis asks the question: Has an intervention or programme made a noticeable *contribution* to an observed result and in what way?⁴ This distinguishes it from conventional approaches that attempt to identify *attribution*, or the exact quantifiable cause of an effect.

Second, Contribution Analysis provides a structured approach to the factors that contribute to a Result. The first step is to develop and agree on the Theory of Change that traces, step-by-step, how the intervention is expected to lead to desired Results. Contribution Analysis does not give proof of the success of an intervention, but it provides “*an argument with evidence from which it is reasonable to conclude with confidence that the intervention made a contribution and why.*”⁵

The analysis of management and implementation concerns the extent to which the internal and external resources are organised in such a way that they will make it likely for the programme to be implemented successfully. This aspect of QUISP will be analysed drawing inspiration from the Abilities Approach - a framework for analysing the performance of organisations developed by the International NGO Training and Research Centre (INTRAC).⁶

The data for the Review were primarily collected during a two-week visit (17-28 September 2012) to Kampala by two members of the review team. Considerable time was spent at the office of the QUISP PMU within the Ministry of Trade, Industry and Cooperatives to review programme documents and discuss with management and staff. A number of external stakeholders were interviewed using a semi-structured approach. A list of documents used for the Review is included in Annex 2. A list of interviewed persons is included in Annex 3.

³ See the latest Special Issue of *Evaluation* (July 2012; 18 (3)) available at <http://www.uk.sagepub.com/journals/Journal200757>

⁴ Mayne, J., Contribution analysis: Coming of age?, *Evaluation*, July 2012; 18 (3)

⁵ Idem, p. 273

⁶ See Kruse, S-E, (1999), *HOW TO ASSESS NGO CAPACITY? A Resource Book on Organisational Assessment*, Norwegian Missionary Council, Office for Development Cooperation, Oslo

The main findings of the Review are organised according to the OECD/DAC Criteria for Evaluating Development Assistance – relevance, effectiveness, efficiency, impact and sustainability – which is good practice for development evaluations.⁷ QUISP is a relatively complex and ambitious programme and a great diversity of activities are being supported that involve a range of stakeholders. This affects the depth of the Review and an in-depth assessment of the various activities has not always been possible. Greater availability of programme documents in digital form before undertaking the visit to Kampala would have facilitated the review process. However, the review team received exemplary logistical support in Kampala by the QUISP PMU (for which we are grateful). The draft report received comments from Sida, QUISP PMU and NIRAS. The final report was presented and discussed during QUISP's Annual Review Meeting in Kampala in November 2012.

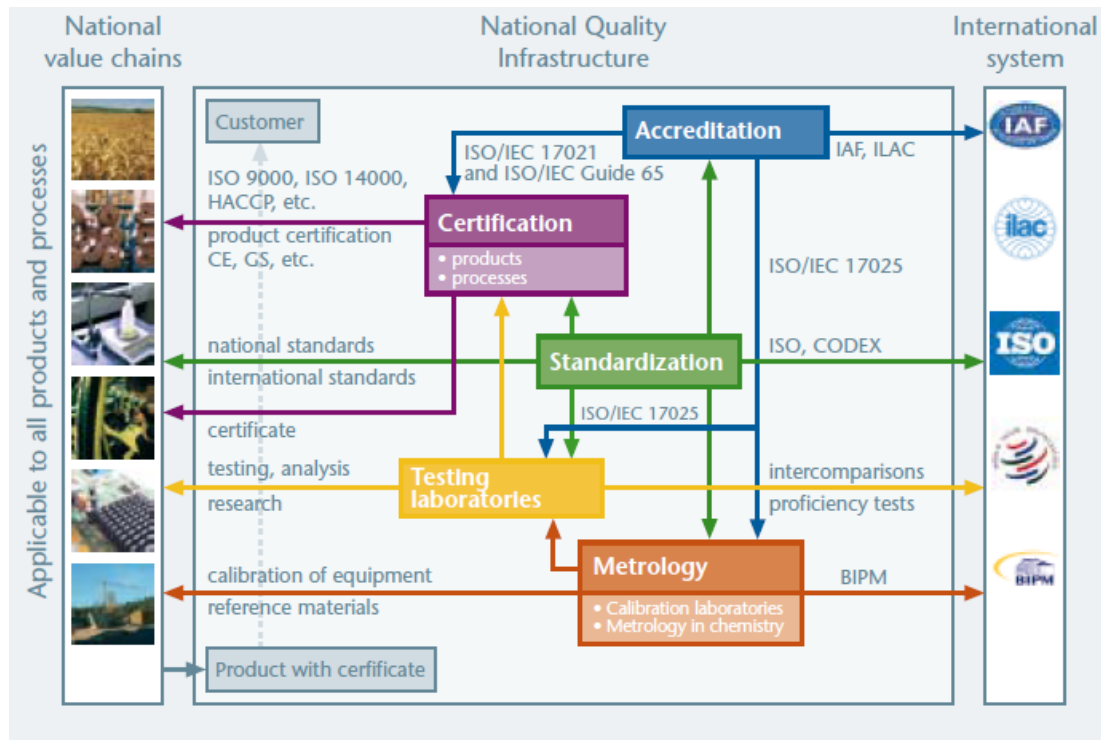
1.4 THE NATIONAL QUALITY INFRASTRUCTURE

The importance of the National Quality Infrastructure emanates from the need to ensure that manufacturing processes, intermediary and final goods and services conform to a given, specified quality, in order to facilitate trade and protect consumers. The National Quality Infrastructure can be organised differently in different countries, depending on national priorities and the level of development. It consists of the following components: standardisation, metrology, testing, certification and accreditation (Figure 1). This system provides an interface between the left and the right columns and it is valid for all products and processes to be found in the left side column of the figure; it also relates to the international and/or regional system of standardisation to be found in the right side column.

A **standard** is a document that provides rules, guidelines or characteristics for products and their related processes or production methods, with which compliance is voluntary. Many standards are developed by national, regional and international standardisation bodies (e.g. the International Standardisation Organisation (ISO) and Codex Alimentarius), other standards are developed by industrial sectors themselves (e.g. the automotive, and oil and gas industries) or by companies. As standards are in principle voluntary, they are generally only enforceable when included in a contract between a buyer and a supplier. **Technical regulations** are issued by public authorities and determine the technical requirements for product characteristics or their related processes and production methods. Technical regulations often refer to standards for the definition of product characteristics. They are mandatory and enforceable by law.

⁷ See <http://www.oecd.org/dac/evaluationofdevelopmentprogrammes/daccriteriaforevaluatingdevelopmentassistance.htm>

Figure 1 The National Quality Infrastructure



Source: Sanetra, C. and Marbán, R, *The Answer to the Global Quality Challenge: A National Quality Infrastructure*, PTB, OAS, SIM, p. 107

Compliance with standards is ensured through *conformity assessment (testing, certification and inspection)*, which is generally in the hands of private bodies. The enforcement of technical regulations is done through government *market surveillance*. There are usually several government bodies that are tasked with market surveillance functions, for example in areas such as market inspection, hygiene, veterinary inspection, plant protection services, customs administration and telecommunication services.

Certification is the formal and written confirmation that a product, service, organisation, system, or individual complies with a given set of specifications and/or standards. Product and system certifications (e.g. ISO 9001, ISO 14000, ISO 22000, HACCP, EuroGap, Kitemark, and many others) are well advanced in the non-regulatory market domain, e.g. they are mostly driven by contract conditions or perceived marketing advantages. **Testing laboratories** provide the testing of products to ensure that they conform to appropriate standards and/or technical regulation. Testing can range from rather simple to highly sophisticated and technologically advanced methods. The laboratories need to carry out their tests and analysis according to accepted international standards for laboratories.

Standards for reliable measurement are the realm of **metrology** - the science of measurement. It is estimated that in most modern industries, the cost of taking measurements constitutes 10-15% of production costs. Metrology is a collective term used in a broad sense, with the following subgroups:

- *General or scientific metrology* deals with general problems related to units of measurement, to errors in measurement and to metrological properties of measuring instruments.
- *Industrial metrology* deals with adequate functioning of measurement instruments used in industry, production and quality control, such as calibration procedures and calibration intervals, control of measurement processes, and the management of measuring equipment.
- *Legal metrology* relates to mandatory technical requirements and deals with those requirements that guarantees correct measurements in areas of public interest, such as trade, health, the environment and safety.

The technical competence of laboratories, inspection bodies and certification organisations is confirmed by **accreditation bodies**. The formal recognition follows an assessment of the specific service provided against the requirements specified in agreed standards. Accreditation adds value to conformity assessment service providers by providing assurance to the users of conformity assessment services that they are dealing with competent organisations, and provides authorities with an assurance that the output of the conformity assessment service providers can be trusted.

An issue that we will address repeatedly is that a modern National Quality Infrastructure ensures the *separation of the responsibilities with the operators* so that different bodies perform different tasks without any conflict of interest. For example, a modern standardisation body that performs product certification should not be involved in market surveillance. This would mean that it is inspecting itself (by controlling compliance with its own certificates based on its own standards), thus creating potential conflicts of interest.

1.5 STRUCTURE OF THE REPORT

The structure of the report is as follows. Chapter 2 provides a background to the QUISP programme and discusses its results framework. A Theory of Change is developed for the purpose of the Review to assess QUISP's performance. Chapter 3 contains the main findings of the Review. It is structured according to the OECD/DAC criteria for evaluation of development support – relevance, effectiveness, efficiency, impact and sustainability. In addition, the programme management is reviewed in detail. Chapter 4 presents the main conclusions of the Review by responding to the questions that were agreed during the inception phase. Chapter 5 contains the recommendations of the Review.

2 The Evaluated Intervention

2.1 BACKGROUND TO THE PROGRAMME

Uganda has been one of the star performers in terms of economic growth over the last two decades. Its annual GDP growth averaged 7.0 percent during the 2000s.⁸ The first Millennium Development Goal (MDG) of halving poverty by 2015 has been met, with the share of the population below the national poverty rate falling from 56.4 percent to 24.5 percent since the beginning of the 1990s. The fertility rate is still the highest in the world at 6.7 children per woman and inequality in terms of income/wealth distribution between the richest and the poorest is on the rise. Production and productivity in agriculture and agribusiness sectors are increasing, but more than 70 percent of farming is still for subsistence. While recent oil discoveries hold promise for the future, the manufacturing sector is sluggish. A key issue for Ugandan industry and increased trade opportunities is the East African Community (EAC) Common Market, which was formally established on 1 July 2010. While this opens new markets for Ugandan products, it also increases competition from more advanced enterprises, particularly in Kenya.

The origins of the QUISP programme can be sought in a growing awareness that Ugandan products are not sufficiently competitive to be attractive on export markets and compete globally. In parallel, the adoption of the East African Community Standardisation, Quality Assurance, Metrology and Testing (SQMT) Act in 2006 facilitates and promotes a harmonisation of standards and related issues at the EAC level. Particular impetus to QUISP came from the Diagnostic Trade Integration Study produced by the Integrated Framework for Trade-Related Assistance for Least Developed Countries in 2006.⁹ The study recommended that the Government of Uganda should develop a National Trade Policy, which it created and adopted in 2007. The National Trade Policy states that a National Standards Policy and a National Sanitary and Phytosanitary Measures Policy should be adopted and implemented.

After a process of consultations that involved the Ministry of Trade, Industry and Cooperatives (MTIC), the Uganda Bureau of Standards (UNBS) and the donor community in Uganda, Sida signalled its interest to support the MTIC in developing the country's quality infrastructure. A team of consultants was engaged to produce a Needs Assessment in the second half of 2008, and the final Programme Proposal was completed in August 2009. The Programme Proposal is the document that forms the

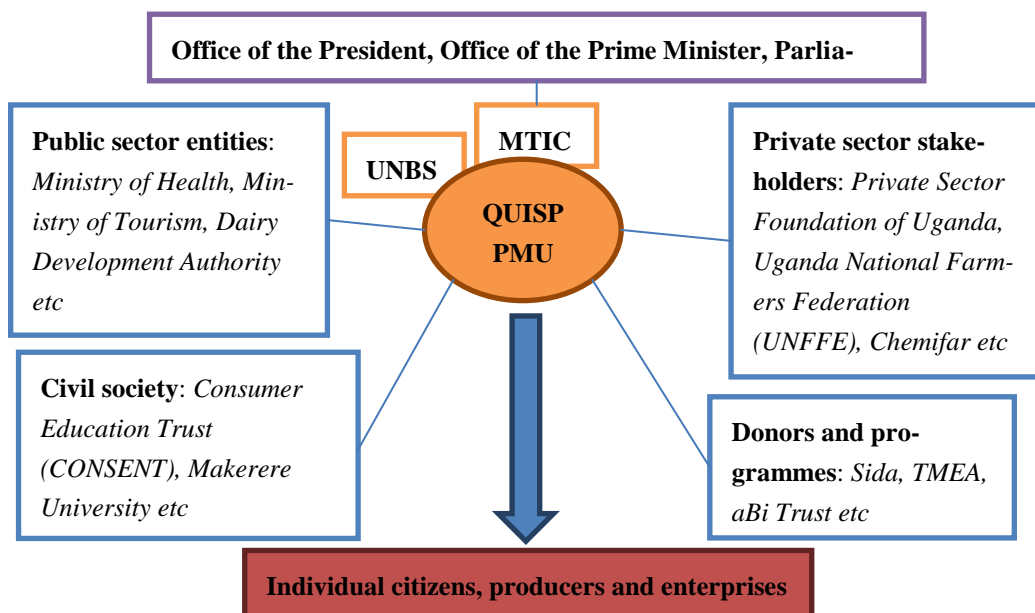
⁸ This section draws heavily on World Bank (2012), *Uganda. Promoting Inclusive Growth. Transforming Farms, Human Capital and Economic Geography*, Synthesis Report, February

⁹ See <http://www.enhancedif.org>

basis for the implementation of the programme according to the Agreement on QUISP between Sida and MTIC signed in February 2010. The recruitment of PMU staff of QUISP started a few months before the formal signature and programme activities, which took place just after the formal signature. At the time of this Mid-Term Review the project had been operational for 32 months. If the original plan of a five-year implementation period is followed, the programme is expected to close by the end of December 2014. The Project Management Unit (PMU) is located within the MTIC, with the participation of UNBS. The PMU is supported by an external Technical Assistance team.

An overview of the structure and stakeholders of QUISP is given in Figure 2. The Uganda Bureau of Standards (UNBS) is the lead standards-setting body in Uganda, under the auspices of MTIC. UNBS still functions according to an old model, with responsibilities in standardisation, certification, inspection, testing as well as for metrology. However, a great number of public and private bodies are also involved in standards development, conformity assessment and enforcement. There is a National Accreditation Focal Point within the MTIC, but accreditation in Uganda is currently done by the South African National Accreditation System (SANAS). There are a handful of testing facilities/laboratories, mainly in the public sector. The number of private sector actors offering services related to quality and standards in Uganda are so far limited. Individual/consumers and producers/enterprises are the ultimate beneficiaries of QUISP activities. The former group is represented by civil society organisations, such as CONSENT, while the latter group is represented by a range of private sector and farmers' associations. Several donor-funded programmes address quality-related support.

Figure 2 QUISP and its stakeholders



2.2 RESULTS FRAMEWORK AND THEORY OF CHANGE

The Programme Proposal outlines the objectives and the logical framework for QUISP. The complete log-frame is included in Annex 4. The Overall Objective, the five Specific Objectives and the corresponding five components are shown in Table 1.

Table 1 Main objectives and components of QUISP

Overall Objective	To promote the use of standards and quality infrastructure so as to improve the competitiveness of Uganda's products, processes and service delivery systems in domestic, regional and international markets
Specific Objectives	<ol style="list-style-type: none"> 1. To develop a policy for standardisation and to review strategies for policy implementation. 2. To develop a comprehensive and effective legal framework for the implementation and enforcement of standards and quality control measures. 3. To establish an effective coordination mechanism with clearly defined mandates and responsibilities for the different actors in the standards and quality area. 4. To rationalise and support the institutional setup of service providers for standards development, conformity assessment and measurement services. 5. To enhance public awareness on standards, quality products and best practices.
Components	<ol style="list-style-type: none"> 1. Development and Implementation of the National Standards and Quality Infrastructure Policy and review of the standards Strategy, 2. Review and Harmonisation of the Legal and regulatory framework(s), 3. Creation of an effective Coordination Forum for all standardisation stakeholders, 4. Capacity development of service providers, 5. Awareness raising and implementation support.

QUISP's logical framework is complex. It contains the Overall Objective and Specific Objectives as seen in the table above, in addition to a 'Purpose' for each component. In practice, the Purposes are identical to the Specific Objectives, but they are expressed differently. It is important that the vocabulary in a log-frame is consistent in order to avoid confusion about the true interpretation of the objectives. Under the five Purposes there are a total of 16 different 'Results', among which a total of 61 different 'Activities' are listed. Activities, Outputs and Outcomes are intertwined in the QUISP log-frame and are at times not clearly identifiable.

For example:

- Result 4.2 reads “*Establish well balanced, essential and affordable standards and quality services of international repute in the domestic market*”. The achievement of this Result is far beyond the influence of the QUISP and may be more suitable as the Overall Objective of the entire programme than as a lower level Output.
- Similarly, Activity 2.2.3 reads “*Put in place a streamlined Standards and Quality Infrastructure with clear mandates and responsibilities*”, which is also a very high-level Result rather than an Activity.

The log-frame contains a number of Objectively Verifiable Indicators (OVIs), with Sources and Means of Verification, but it does not specify how the indicators should be used for monitoring and evaluation purposes. The OVIs are a mixture of more or less suitable and measurable indicators at various results-levels. For example: “*Levels of awareness on standards improved*” may be suitable for Specific Objective 5 at a general level, while “*Policy for standardisation developed*” for Specific Objective 1 is more of an Output indicator, since it does not tell us much about the effectiveness of the policy and its implementation. Another example, the indicator “*Number of players successfully implementing best practices as reflected by existence of relevant systems*” for Result 3.1 (on establishing a coordination mechanism) is not clear.

Risks and Assumptions are also listed in the log-frame. Major challenges to be addressed by the programme are indicated in the Programme Proposal, but these are of a general nature. Risks related to the management of the programme (i.e. delays in the implementation of work-plans, replacement of staff etc.) may also have been identified in the Programme Proposal together with some mitigation strategies.

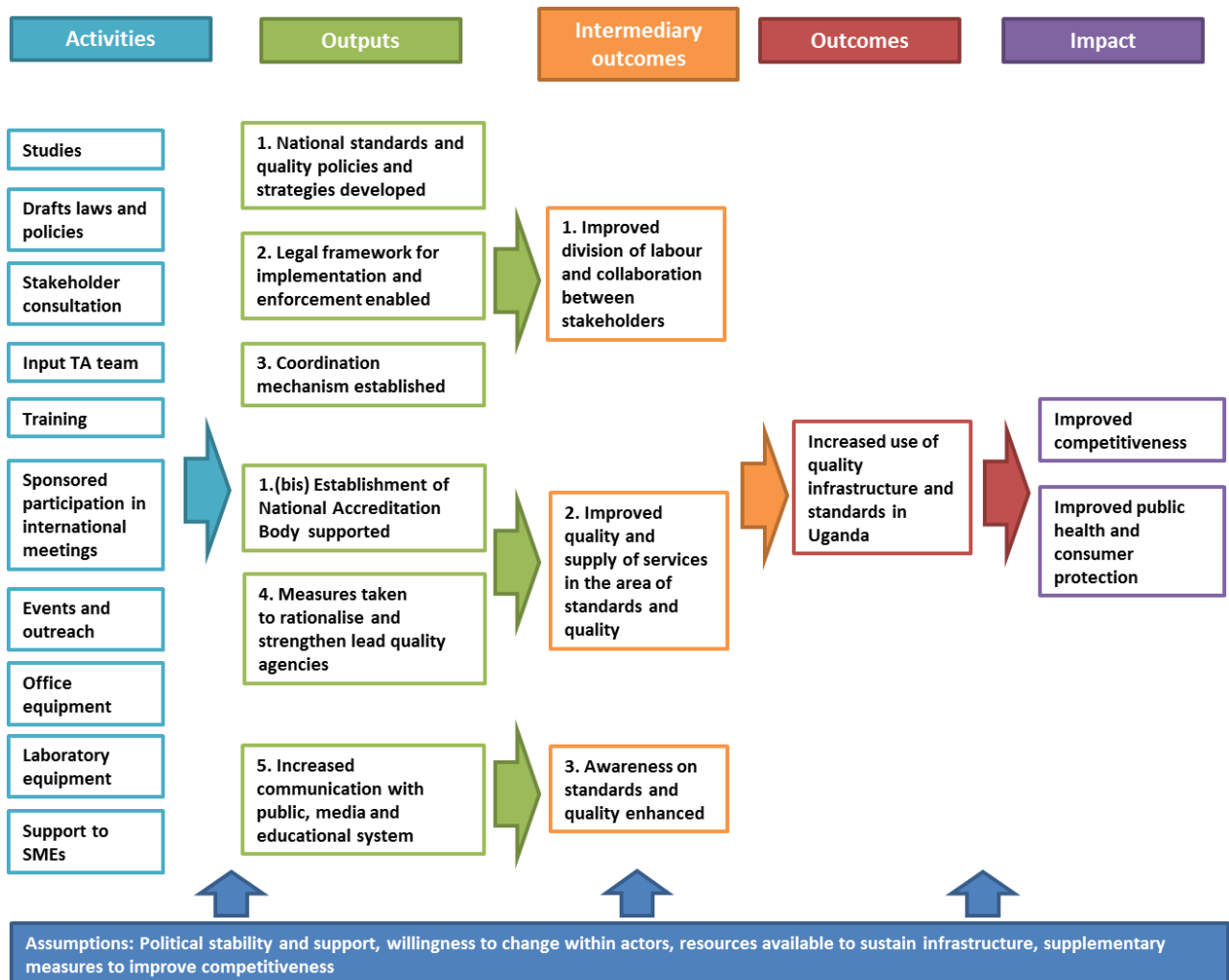
Overall, the log-frame would benefit from being streamlined. The number of OVIs could be reduced and kept to a minimum in order to limit data collection. This is where the Theory of Change can be a very useful tool to think through and visualise the chain of activities and events that are expected to lead to the desired results. Figure 3 below shows an attempt by the review team to produce a Theory of Change for the entire QUISP programme. Since it is a complex programme, this can only be done schematically. The figure essentially shows the five main components of QUISP as indicated in the log-frame as Outputs, with the addition of support to the establishment of a National Accreditation Body. This latter activity has increased in importance during the programme (but it has not been designated a specific Component). The activities within the programme are shown on the extreme left.

The Intermediary Outcomes in the figure serve to describe the mechanisms that will lead to the Outcomes which are not included in the QUISP log-frame. The Outcome is the first part of the QUISP Overall Objective, which concerns quality infrastructure. The Impact is taken from the second part of the QUISP Overall Objective – on improved competitiveness – which is arguably more of an overall development objective (that also potentially could lead to job creation and poverty reduction) than a programme objective, since the competitiveness of Ugandan exports depend on a range of factors – some of which are beyond QUISP’s control.

Some of these factors are listed at the bottom of the figure under Assumptions. Improved public health and consumer protection have been added as potential im-

pacts, since they are generally important incentives for upgrading quality infrastructure. The QUSIP log-frame is silent on this issue.

Figure 3 QUSIP Theory of Change



3 Findings of the Review

3.1 RELEVANCE

Relevance is defined by the OECD/DAC as “*the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor*”.

The Overall Objective of QUISP in terms of promoting the use of standards and quality infrastructure to enhance competitiveness is in line with the Uganda National Trade Policy form 2007. Art 6.21.c of the Policy states that it is a priority to strengthen institutions dealing with standards. Art. 8.1.1.25.xi states that it is necessary to develop and implement a National Standards Policy in order to enhance and ensure conformity with standards requirements, quality management and assurance. The Diagnostic Trade Integration Study of 2006 mentioned above recognises that key barriers for regional trade include a lack of harmonised standards and recommends that the National Policy should adequately take this consideration into account.

Currently the EAC region, to which Uganda is a partner country, constitutes a customs union with about 1100 harmonised standards¹⁰, which facilitate the free movement of goods within the region. In February 2008, just 10 months before the signature of the Agreement between Sweden and Uganda on QUISP, the 17th EAC Council of Ministries meeting was held in Tanzania. Progress at the regional level was reported in: i) drafting a standardisation policy common for EAC, COMESA and SADC; ii) organisation of awareness-raising campaigns and workshops; and iii) regional metrology scheme for EAC, COMESA, SADC.¹¹ This indicates that the design of the QUISP programme is compatible with an already-existing dynamic at the regional level to further strengthen national quality infrastructure. In 2010 EAC also drafted and approved three important regulations on: i) designating testing laboratories; ii) implementing technical regulations in the partners states and iii) product certifications in partner states.¹² This regional framework gives the regional policy context for benchmarking national transposition and adoption of Standardisation, Quality Assurance, Metrology and Testing (SQMT) regulations in Uganda.

The programme is in line with the principles of the Paris Declaration and the Accra Agenda for Action regarding the transfer of ownership to partner countries. The QUISP programme is managed by the national Ministry of Trade and Industry and

¹⁰ East African Community Secretariat, *Catalogue of East African Standards 2010*, February 2010.

¹¹ Report of 17th EAC Council of Ministers meeting, September 2008.

¹² Report of 23rd EAC Council of Ministers meeting, September 2011.

Cooperatives (MTIC), which has taken important steps to ensure ownership in terms of policy development and implementation.

The programme is also consistent the Swedish strategy for development in Uganda. The strategy focuses on: i) boosting productivity and competitiveness; and ii) promoting the increase of trade, and aligning the private and public sectors with the formal and informal requirements of regional and international markets. Supporting the national quality infrastructure fits well under these objectives.

The Programme Proposal is based on an initial Needs Assessment, for which a range of stakeholders were consulted. Subsequently, several studies sponsored by QUISP have analysed various gaps and needs related to various stakeholder groups.¹³ In this way, important stakeholders were involved in the design process. The QUISP programme addresses the key need to ensure that at the end of the programme Uganda's Standardisation, Quality Assurance, Metrology and Testing (SQMT) regulatory framework will be in line with international best practices and will enable an upgrading of the quality infrastructure. However, the Programme Proposal does not clearly identify QUISP's main target groups. The Programme Proposal uses the term '*service provider*', without further specification, which can be interpreted narrowly – the key providers of quality and standards-related services – or broadly – the intermediaries between the programme and the stakeholders, i.e. other agencies, associations, NGOs –leaving a certain ambiguity as to the focus of the programme.

Key SQMT service providers targeted in the Programme Proposal are: i) UNBS; ii) the various conformity assessment bodies; iii) the future national accreditation system; and iv) a future metrology body. In terms of relevance, the main need in this phase of the development of the quality infrastructure in Uganda is the separation of responsibilities within UNBS to remove conflicts of interest. This need is not clearly identified in the Programme Proposal. The Programme Proposal addresses the need to support conformity assessment bodies in upgrading the quality of their services, as well as their physical infrastructure, but only through the identification of gaps and inventory of needs. The Programme Proposal has shortcomings in defining the concrete outputs required to enhance the capacity for conformity assessment bodies (i.e. an Output such as “international acceptable conformity assessment systems” is not strictly an output, and it is not measurable). Outputs that could lead to an upgrading of the conformity assessment bodies are, for example: i) preparing a certain number of conformity assessment bodies for accreditation; ii) training a selected number of personnel on testing methods; and iii) supporting the development of a certain number of quality assurance systems for laboratories.

As mentioned above, in order to ensure credibility in a national quality system, there is a need for a national accreditation system. This need was identified in the

¹³ E.g. QUISP, “An Assessment of the Legal and Policy Framework for Standards and Quality Assurance Infrastructure in Uganda”, June 2011 and QUISP, “Review of Capacities of Lead Agencies Involved in Standardisation in Uganda”, June 2011

Programme Proposal, and the establishment of a National Accreditation Body has been given considerable weight during programme implementation. The need to separate metrology into scientific and legal metrology has not been addressed in the Programme Proposal. However during implementation there has been a review of the Metrology Bill, which has led to important outputs such as a draft Scientific Metrology Bill.

The Programme Proposal considers the private sector to be an important stakeholder with particular focus on exporters, producers/manufacturers and importers. Improving competitiveness and compliance for the private sector is explicitly mentioned in the Programme Proposal as one of the priorities. However, clear outputs are not defined, leaving a grey area in terms of what is really expected from QUISP for this target group.

QUISP's activities are divided into five Components, which are all relevant to achieve the Overall Objective. They correspond to international best practices and experience in Standardisation, Quality Assurance, Metrology and Testing (SQMT) system development, which suggests that a first generation quality infrastructure programme (suitable to Uganda's level of development) should focus on: i) development and upgrading of the national quality infrastructure policy and its regulatory framework, covering both horizontal (i.e. standards law, metrology law, accreditation law) and vertical legislation (i.e. technical regulations in various sectors); ii) the creation of coordination mechanisms among the relevant ministries and SQMT bodies; iii) the development of the capacity of SQMT providers; and iv) the increase of awareness on quality related issues.

Overall, the relevance of QUISP is high, and its design corresponds to the needs of Uganda and the stakeholders of the Quality Infrastructure in Uganda. As we will see below, the critical issue with QUISP is not the overall design of the programme, which to a large extent addresses key gaps in Uganda's National Quality Infrastructure, but rather the direction the programme has taken during implementation. Some of the original focus has been lost in order to address the immediate concerns of different stakeholders rather than develop long-term and sustainable institutions and capacities.

3.2 EFFECTIVENESS

According to the OECD/DAC effectiveness is “*a measure of the extent to which an aid activity attains its objectives*”.

An overall assessment of QUISP's progress in attaining its objectives is made in this section, followed by a discussion of the progress of each Component. QUISP's implementation is based on annual work-plans produced by the QUISP PMU and submitted for approval to Sida. The first work-plan had a duration of six months covering the period 01/01/2010-30/06/2010. It was followed by two full-year work-plans covering the periods 01/07/2010-30/06/2011 (WP1) and 01/07/2011-30/06/2012 (WP2). The Work-Plan for 01/07/2012-30/06/2013 (WP3) is still being discussed with Sida, in spite of the fact that three months of the fiscal year have already passed. One rea-

son seems to be the level of expenditure on operational costs for the PMU and the high budget set aside on internal training.

3.2.1 Overall assessment of outputs and outcomes

WP2 lists a total of 65 activities under the five Components. Of these, 30 can be considered to be completed (46%), 19 are in progress (29%), and 16 have not been realised (25%) (See Annex 5 for a detailed assessment by sub-Component). Annex 5 gives a summary assessment of QUISP's main progress by Component. The achievement of Special Objective 1 for Component 1 is within reach and good progress has been made on Components 2 and 3. The impact to date of Component 4 is uncertain, and Component 5 has been severely delayed but is underway.

Table 2 Summary of QUISP's progress by Component made by the review team

Component 1 - Quality Policy formulation	Achievement of Special Objective 1 is within reach in the short term. A National Standards and Quality Policy has been passed and launched. Implementation is being prepared.
Component 2 - Regulatory framework	The Component is progressing well. Draft legislation has been produced.
Component 3 - Coordination forum	The Component is progressing with some delays. A proposal for a Coordination Forum has been developed.
Component 4 Institutional capacity building	Support to industrial survey, SMEs and training in standards and quality has been provided. Several activities have been delayed.
Component 5 Awareness raising	The activities have essentially been delayed until WP3, but now appear to be well underway.

Most - if not all – project progress described above is at the output level of the Theory of Change described above. A solid foundation has been laid for achieving Intermediary Outcome 1 “*Improved division of labour and collaboration between stakeholders*”, but until now, we have seen no evidence of any real institutional changes in mandates, division of labour and collaboration between SQMT stakeholders. The Implementation of the Policy needs to start, legislation to be adopted and the Coordination Mechanism must be established and functioning for QUISP to achieve some tangible Outcomes.

Achieving Intermediary Outcome 2 “*Improved quality and supply of services in the area of standards and quality*” will be a challenge. Some strategic achievements have been made, in particular regarding the work on establishing a National Accreditation Body and signing a MoU with the Ministry Tourism. The collaboration with UNBS seems ad-hoc and has been long in coming. Overall, Component 4 spans a very wide field involving many actors, thus QUISP needs to focus the activities in order to reach the outcome level.

There has been some progress on Intermediary Outcome 3 “*Awareness on standards and quality enhanced*”, in terms of the fact that QUISP has involved many of the key stakeholders on a continuous basis. The stakeholders interviewed by the review team were knowledgeable on, and engaged in, quality issues and QUISP in particular. As regards the general public and individual enterprises, the results are less

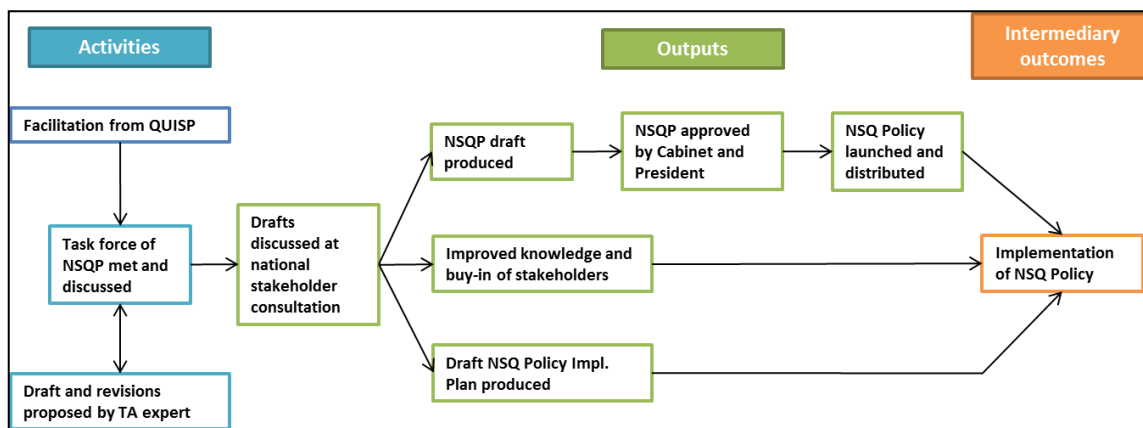
significant so far, considering the fact that the awareness raising campaign has not yet been launched. The potential is significant once it gets going.

3.2.2 Component 1 - Standards and Quality Policy and Strategy development

One of the major achievements of QUISP is the finalisation of a National Standards and Quality Policy. This involved a number of intermediary activities and outputs as illustrated by Figure 4. The Plan was drafted and reviewed through a consultative process that involved several of the main stakeholders as well as the TA expert. The Policy was signed by the President and was endorsed by the Prime Minister and the Minister of Trade, Industry and Cooperatives in person during the annual sector review conference, which was also attended by the review team (see picture). The main remaining output under this Component is the launch of the National Standards and Quality Policy Implementation Plan, a final draft of which is expected by end of October.



Figure 4 Development of a National Standards and Quality Policy



The National Standards and Quality Policy and its Implementation Plan should be considered as the main roadmap for reforming Uganda's quality infrastructure. The vision of the National Quality Policy is *"to have an effective and efficient national quality infrastructure that delivers goods and services that are internationally competitive."* The following objectives have been established in order to achieve this vision:

- i. Rationalise, harmonise and strengthen the Technical Regulatory Framework;
- ii. Establish a framework to enhance coordination and collaboration among regulatory and standards development agencies;
- iii. Develop and improve the national quality infrastructure;
- iv. Strengthen human resource capacity in the national quality infrastructure;
- v. Enhance awareness and dialogue to improve compliance;
- vi. Support MSMEs to implement national standards and comply with technical regulations;

- vii. Support both the public and private sector entities to embrace and conform with set standards.

The MTIC will take the lead in its coordination and implementation, but a number of other agencies and the private sector will have significant roles to play. The Policy covers all the important elements to ensure the development of a functioning Quality Infrastructure. In fact, it roughly covers the same aspects as QUISP. However, the objectives of the Policy will only be realised if implementation is successful. For QUISP, the Output under Component 1 has essentially been realised once the Implementation Plan of the Policy has been finalised. However, the Plan provides a good basis for addressing the Specific Objectives of Components 2-4 and the Overall Objective of the Programme. Consequently, QUISP is encouraged to take an active role in the implementation of the Policy.

Compared to its initial design, Component 1 has been expanded to include activities aimed at supporting the development of a National Accreditation System. There is no doubt about the usefulness of addressing accreditation, which is an important issue and is essential for the development of a credible National Quality Infrastructure system. It is important, however, to consider accreditation as part of institutional development, and therefore to link it to Component 4 rather than Component 1, which should stay focused on policy and strategy. Support in terms of training and office equipment has been provided to the National Accreditation Focal Point to evolve into an independent National Accreditation Body. At the time of the Review an external office had been identified for the National Accreditation Focal Point in order to enhance the independence of the Focal Point (but the move had not yet taken place and it would continue to be placed under the Ministry). Budget constraints remained a challenge.

Support to the Ministry of Tourism on selected service-related standards (i.e. HACCP, ISO 14000) is also included in Component 1. A Memorandum of Understanding has recently been signed between the QUISP PMU and the Ministry of Tourism (which was until recently part of the Ministry of Trade). Any outputs have yet to be produced. As with accreditation, this kind of activity may be more suitable under Component 4.

QUISP has also provided financial support to the MTIC, UNBS and other public and private sector agencies to participate in international and regional meetings related to Standardisation, Quality Assurance, Metrology and Testing (i.e. EAC, COMESA, SADC, WTO, ISO), since Ugandan public and private sector actors have difficulty financing such participation. It is essential for the development of a modern vision of the quality infrastructure to connect to the international arena of stakeholders and to participate in the debates. In general, the selection of participants seems to have been made through the proper channels (e.g. in the National SPS/TBT Committee), and participation in these events has been documented. Sponsored participants gave this activity positive feedback in terms of relevance and the learning process. The drawback is that this kind of support may have limited long-term impact in terms of developing institutional capacities, since it is directed at individuals. Even though there may be catalytic effects in terms of increased awareness, when capacitated participants return home and change the way they work, sustainability is a con-

cern. QUISP has produced a study on “*Preparation of sustainable framework for the facilitation of Uganda’s effective representation in international SMCA meetings*” (only available in draft) to address this issue.

Two of the planned Outputs under Component 1 – the implementation of a Sanitary and Phyto-Sanitary Standards (SPS) Policy and the domestication of the Global GAP¹⁴ - were transferred to the EC-funded EPA TAPSS and the World Bank funded PSCP II respectively. The logic behind this change is that EPA TAPSS supports the development of trade through one component fully dedicated to SPS measures, while PSCP II includes support to the business environment and UNBS.

3.2.3 Component 2 - Regulatory framework review

Support to the review and updating of the key laws and regulations is on-going. These activities are based on an assessment of the legal and policy framework for the quality infrastructure in Uganda, commissioned by QUISP to a team of local legal consultants (see picture).¹⁵ The study gives a good overview of the legal situation in Uganda. It recommends inter alia the revision of the legal framework towards the adoption of the internationally-accepted approach in the areas of standardisation, metrology, accreditation and testing and conformity, in addition to the separation of powers within UNBS between the development of standards, certification and enforcement. The following results have been achieved to date under Component 2:



- Two draft legal principles, and their related Bills, covering the aspects of Scientific Metrology and Accreditation are scheduled to be submitted to the Cabinet for review and possible approval before the end of December 2012.
- The Bill on Legal Metrology is available in a first draft (not yet shared with stakeholders).
- Two additional areas for legislative revision have been identified (i.e. Conformity Assessment and Technical Regulations) in a position paper.

The regulatory texts drafted so far are in line with international principles. A key concern that has not been addressed is the UNBS Act and Regulations, which is the principal law on standards and quality infrastructure in Uganda. The UNBS Act mandates UNBS to be both the developer of standards and regulator. This is an antiquated model and it is not considered a ‘best practice’ any more. Standards bodies are not

¹⁴ Voluntary standards for the certification of agricultural products.

¹⁵ QUISP, *An Assessment of the Legal and Policy Framework for Standards and Quality Assurance Infrastructure in Uganda*, June 2011.

supposed to regulate the enforcement of technical regulations (these are often referred to as “Mandatory Standards” in Uganda), but to produce standards that are of voluntary application. According to the interviews with UNBS staff, about 75% of the standards are made mandatory through technical regulations.

The same type of concern emerges regarding Legal Metrology, which has been brought under the responsibility of UNBS by an amendment of the UNBS Act. Internationally, Legal Metrology generally is under the responsibility of the competent Ministry, which ensures that verifications are carried out in an impartial way and in the interest of the general public. In view of rationalising and streamlining the quality infrastructure as indicated in the National Quality Implementation Plan, keeping Legal Metrology under UNBS would represent a conflict of interest. Rationalising the quality infrastructure implies the creation of a ‘stand-alone’ standards body free from conflicts of interest.

The outputs produced in terms of the study and draft Bills have contributed to the achievement of the expected Result to *establish a harmonised and comprehensive legal and regulatory framework*. The activities have been performed in a participatory manner, with the relevant stakeholders consulted during the drafting process. However, more work remains to be done in order to finalise the establishment of an effective legal regulatory framework. In particular, priority should be given to the domestic adoption of three EAC regulations:

- Regulation for Designating the Testing Laboratories, 2010;
- Regulation for Implementation of Technical Regulations in Partner States, 2010; and
- Regulation for Product Certification in Partner States, 2010.

Results 2.2 of the log-frame of the Programme Proposal states that *a streamlined standards and Quality Infrastructure with clear mandates and responsibilities has to be put in place*. This point should be reviewed by QUISP with the aim to ensure that the activities and outputs in the next work plan will address it as a priority.

3.2.4 Component 3 - Coordination of Standardisation stakeholders

Support to the establishment of a National Coordination Mechanism for the different SQMT stakeholders has been provided through the organisation of various workshops and study visits to Malaysia, Mauritius and Sweden. A concept paper has been produced that outlines how to best ensure effective and efficient coordination.¹⁶ The initial idea of providing a legal basis to the Mechanism has been dropped. Stakeholders have agreed on the new structure. MTIC would become the host, but the chairmanship would go to the Office of Prime Minister on the grounds that the Office has responsibility for Inter-Ministerial coordination. Since the Mechanism cuts across the Ministries, this requires a Cabinet information paper. This is being prepared. Op-

¹⁶ Oboth, J., *Study Report to Establish the Standards and Quality Coordination and Collaboration Framework for Uganda*, MTIC, June 2011

erational Procedures for the functioning of the Mechanism also need to be written and approved. The QUISP PMU is expecting that the Mechanism will be fully operational in 2013.

However, discussions between the review team and staff within the Office of the Prime Minister raised some doubts about the preparedness of the Office to host the Forum. In the interim, QUISP is supporting meetings of the SPS/TBT Committee. Under Component 3, and somewhat unrelated to the Mechanism, QUISP has also supported two national seminars on Technical Barriers to Trade (TBT). That kind of capacity building would fit better under Component 4. The main result, to have *“clear and defined mandates and responsibilities for the different actors in standardisation and establish a coordination mechanism which promoted harmonisation of aims objectives and programmes among stakeholders”*, is therefore only partly achieved.

3.2.5 Component 4 - Capacity development of Service providers from the Standards and Quality Infrastructure

This is probably the Component with the least consistency between expected results and the performed activities. The main activities are briefly reviewed below.

A review of capacities of lead agencies involved in standardisation in Uganda was finalised in June 2011.¹⁷ A complementary study on the capacity needs of service providers in different value-chains was produced a year later.¹⁸ The establishment of a database of conformity assessment providers based on the study is almost completed.

The programme has been strengthening UNBS and MTIC in market surveillance activities through an industrial survey, the training of inspectors and the payment of allowances to inspectors. There seems to be a contradiction between this set of activities and the expected Result 4.2 *“to establish a well balanced, essential and affordable standards and quality infrastructure of international reputation”*. In fact, instead of supporting a reform of UNBS to focus on developing standards, QUISP’s activities reinforced its capacity in carrying out activities that should, in principle, be transferred to other entities/agencies.

The strengthening of the capacities of technical committees in UNBS, in particular in relation to increased harmonisation of the process of standards within EAC, has not been addressed. This remains a priority for Uganda, where less than 30% of EAC harmonised standards have been transposed into national standards.

Study tours for officers of UNBS and MTIC have been organised to Kenya, South African and Malaysia, in order to improve knowledge on standards development, metrology and accreditation.

¹⁷ QUISP, *Review of Capacities of Lead Agencies Involved in Standardisation in Uganda*, June 2011

¹⁸ QUISP, *Study Report on Assessment of the Capacity Needs of SMCA Service Providers in Uganda to Support Priority Product Value Chains*, August 2012

The programme supported some training/sensitisation on manufacturing best practices to improve the quality and productivity of SMEs. Fact-finding missions were conducted covering SMEs in all four major greater region of the country. Training on standard issues of five Apex Associations of farmers and manufacturers was organised for about 200 persons.

QUISP has also supported training on negotiation skills for the SPS/TBT Committee and for the Trade Negotiation Team, as well as on risk assessment for various organisations and on standards development for MTIC staff.

Support to the physical infrastructure of UNBS is foreseen in the 2012-2013 work-plan. The tender notices were published in local newspapers while the review team was in Kampala in September 2012. Some equipment is available nationally and other donors are also procuring equipment. Procurement of the equipment is relatively easy, but maintenance and operations require skills and an operational budget that laboratories often do not have. The value-chain study indicates industry's needs in terms of equipment, there is no evidence of any consultation between QUISP and other ministries and donors to ensure that there are no overlaps in procurement. Moreover, financial studies/feasibility assessments have not been conducted in order to assess whether the laboratories that will receive the equipment will have enough financial resources to run and operate the new equipment.

Activities initially planned to support metrology have not been included in the work-plans to date.

Overall, several of the activities listed in the work-plans, and carried out, were not included in the original Programme Proposal and cannot be linked to the main purpose of Component 4 to strengthen the rational setup of the Quality Infrastructure.

Key Activities that have not been implemented include:

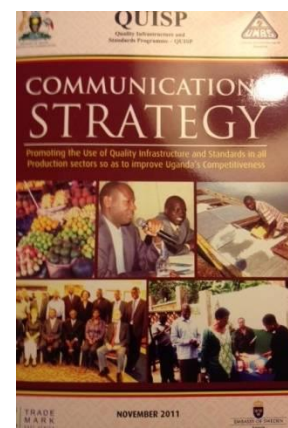
- Reviewing of the capacities of the standards agencies and their technical regulations;
- Developing capacities to efficiently develop and harmonise standards;
- Training ministries and other agencies to prepare technical regulations; and
- Supporting the upgrading of the conformity assessment infrastructure through training and coaching.

It seems that the QUISP PMU has not been able to take appropriate measures to maintain the strategic focus of Component 4. The initial target groups (i.e. the quality of service providers) have not been in focus, while new target groups (i.e. SMEs) have been included instead. It is unlikely that the results of Component 4 will be achieved as they were initially intended, unless there is a re-orientation of Component 4 towards institutional building activities.

3.2.6 Component 5 - Awareness Raising and implementation support

This component covers the development and implementation of an awareness-raising campaign on quality nationwide. The bulk of the awareness-raising activities have been delayed.

A Communication Strategy was drafted, published and endorsed by stakeholders at the end of 2011. At about the



same time, a Communication Office was recruited to the QUISP PMU in order to implement it in collaboration with a Communication Office in UNBS. Some marketing materials have already been disseminated (i.e. calendars) and articles have been published in the press. However, the real implementation of the campaign is planned to take place in the next Work-plan 2012-2013. A challenging Implementation Plan has been put in place following the Strategy. The level of awareness about QUISP and quality issues among the main stakeholders is good. The awareness campaign aims to target a wider audience and target groups such as consumers and SMEs. The monitoring of this campaign will be important in order to assess the impact of this initiative.

The outputs that have already been produced, and those that are planned during the implementation phase, are overall relevant and will support the achievement of the intended results for Component 5. The initial expected result is to encourage the application of standards and the use of conformity assessment services; it mainly targets the private sector. The adopted Strategy focuses on both manufacturers and consumers with different communication messages to reach the specific audience.

The Implementation Plan and the intended monitoring are expected to deliver appropriate outputs. The quality of the Strategy and its Plan is relevant to the purpose. Some concerns remain in term of the effective realisation of all activities that are included in the Plan. The QUISP PMU intends to outsource the activities and the monitoring. However, the plan remains ambitious and will require a strict coordination effort by QUISP.

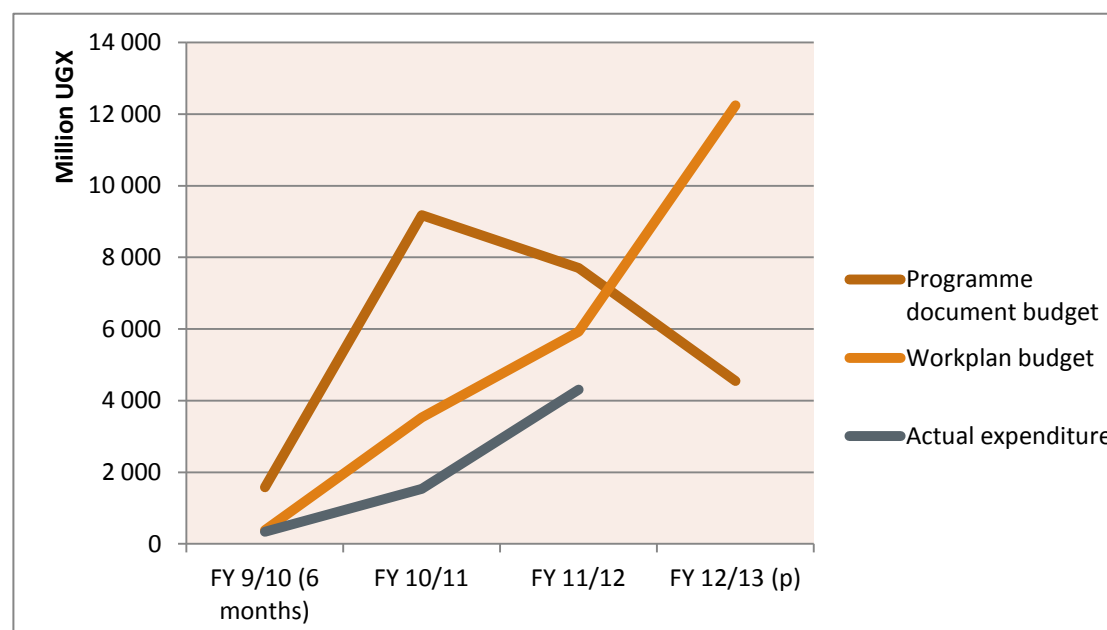
3.3 EFFICIENCY

According to the OECD/DAC efficiency “*is a measure of how economically resources/inputs (funds, expertise, time, etc) are converted into results*”.

When discussing efficiency, one should consider that the original Programme Proposal is ambitious. However, compared with similar programmes realised in Eastern Europe, the Balkans and North Africa and taking into account the specific environment and stakeholder capacities of Uganda, the timescale and range of activities as originally envisaged are realistic. In addition, the Programme Proposal and the annual work-plans seem to have been well understood by the MTIC.

Overall, disbursements have been below the original programme budget, indicating that progress has been slower than initially planned. This has been an issue of concern for Sida. Figure 5 shows that expenditure was below both the original programme budget and the work-plan for the first full year of implementation (FY10/11). There was, however, a convergence between these amounts in FY11/12. The work-plan for FY12/13 involves planned expenditures almost three times the actual expenditures in FY11/12. Overall, accumulated expenditures represented 6.2 billion UGX (around 1.8 million EUR) by the end of June 2012 or only 33 percent of the original programme budget and 63 percent of the work-plan budget.

Figure 5 QUISP's resource utilisation compared to plan



Note: 3,400 UGX is approximately 1 EUR

Expenditure on all Components of the programme is well below both the initial budget and the annual work-plans (Table 3). Relative spending has been considerably higher on Component 1, while expenditures have been low on the other Components. Only a third of the budget for Technical Assistance (TA) has been spent (see the section on Programme Management). Simultaneously, the operational expenses for the PMU have actually been higher than initially foreseen. In the FY12/13 work-plan, the PMU appears to be trying to catch up by increasing the programme budget dramatically, in particular for Components 4 and 5.

Table 3 Accumulated budget and expenditures by component as per 30 June 2012 and FY12/13 work-plan (Million UGX)

	Programme document budget	Work-plan	Actual expenditure	% exp/prgm budget	Work-plan 12/13
C1	2 278	2 558	1 189	52%	1 694
C2	2 700	337	159	6%	307
C3	1 560	525	302	19%	762
C4	4 669	1 841	1 186	25%	4 799
C5	3 066	850	408	13%	3 050
PMU	1 685	2 180	2 143	127%	884
TA	2 500	1 550	793	32%	750
TOTAL	18 458	9 842	6 181	33%	12 246

In view of the low absorption capacity so far, doubts may be raised over the capacity to fully implement the proposed work-plan for FY12/13, in particular for Components 4 and 5. In particular, the allocation for an awareness-raising campaign for approximately 3.04 Billion UGX (around 900.000 EUR) in one year is an extremely

challenging operation. Under Component 4, the activities planned in the 2012-2013 work-plan account for 4.79 Billion UGX (approx. 1.6 Million EUR), where the average yearly expenditure, so far, has been only 342 Million UGX per year. 1.9 Billion UGX (about 42% of the resources planned under work-plan for Component 4) is for equipment; nevertheless the plan remains very ambitious.

Some reasons why disbursements have not lived up to the expectations in the programme proposal include:

1. *Unrealistic programming.* The initial programme budget may have been over-estimating the costs of QUISP's activities and/or it may have been over-optimistic about the time required to establish the PMU and get it up and running.
2. *Start-up delays.* The first half of 2010 was spent on establishing the PMU. The second half of 2010 may have been burdened by finding ways to work efficiently with a Technical Assistance team that was not based in Kampala, including having to replace the TA team-leader because of illness. There was a perceived need to recruit more staff to the PMU compared to what was originally foreseen. In addition, it took time to develop good working modalities with the UNBS.
3. *Procurement.* QUISP operates under the procurement policy of the Government of Uganda, which was repeatedly mentioned as a key source of delay during interviews. Low ceiling amounts of expenditures, where even the selection of workshop venues has to go through lengthy procurement procedures,
4. *Procedural.* Stakeholder consultations have been an important feature of the QUISP programme, which is in line with the prevailing culture in Uganda. In addition, new and revised policies and legislation, which are important parts of QUISP activities, need to go through the proper procedures and institutions (cabinet, Parliament, President etc.). For example it took the President around five months to sign the Standards and Quality Policy, which seems to be normal.
5. *Inefficiency.* It is also possible that the PMU has not been operating in an optimal manner; this is an issue that we will get back to below.

Based on the experience of the review team with similar-sized projects in other countries, there has been value for money in Components 1, 2 and 3. The planned spending on Component 5 seems reasonable, provided that the activities will be implemented as planned. Developing a National Standards and Quality Policy and drafting new legislation could potentially have been done with fewer resources. However the processes of stakeholder consultation, which absorbed an important portion of the resources, had an overall positive impact in creating national ownership for QUISP's work. The value for money for activities in Component 4 is less clear because outputs are fragmented and only loosely linked to the objectives.

3.4 IMPACT AND SUSTAINABILITY

According to the OECD/DAC the impact is determined by the “*the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.*” The benefits of an intervention are sustainable if they are “*likely to continue after donor funding has been withdrawn.*” The two aspects will be treated jointly, since they both deal with lasting effects.

QUISP was initially conceived to support institutional development of the Ugandan Quality Infrastructure. As already mentioned, the overall design is relevant and valid, with a focus on the policy and legislative framework, coordination and division of labour, organisational development and awareness-raising. It should be noted that it is too early to anticipate noticeable impact and activities to be sustainable after only 1-2 years of operations. To date, the sustainable achievements have therefore been limited. There have also been some delays during programme implementation. The launching of the National Standards and Quality Policy is the main output, but, in order to make a lasting impact, it needs to be implemented. Good progress has also been made in facilitating the establishment of an independent National Accreditation Body. In addition, given the great number of activities supported by QUISP related to stakeholder consultation and training, it is likely that there is lasting impact in terms of enhanced awareness of the importance of quality and standards among the immediate stakeholders in the public sector and among private associations. However, monitoring data to support this claim has so far not been produced within the programme.

One potentially negative result produced by the programme was mentioned above in relation to UNBS. Difficulties encountered by QUISP in addressing the conflicting mandate of UNBS, while at the same time providing support to UNBS enforcement activities, may lead to further ossification rather than to reform of the organisation. However, the failure to address UNBS’s structure may be due to factors - such as lack of political will – that are outside the control of programme management.

The potential for QUISP to achieve sustainable results depends on its ability to achieve lasting institutional change, by reforming legislation, the division of labour and the modus operandi of the various SQMT actors. A key challenge is the financial sustainability of the results. The challenges can be illustrated by the debate that took place between the Parliament and the Government in September 2012. The Members of Parliament wanted to increase the budget allocated to the health sector at the expense of other sectors, including MTIC and UNBS.

QUISP needs to address the mandates and capacities of the SQMT actors in a strategic manner in order to increase the viability and efficiency of the SQMT actors. A key concern of this Review is that QUISP has only done so in a piece-meal fashion to date. In the implementation of Component 4, in particular, there is a tendency to focus on activities, such as committee meetings, training and assisting individual SMEs that focus on developing the awareness and capacities of individuals instead of addressing important fundamentals in terms of organisational mandates and capacities. There is an impatience to see short-term results from both politicians and donors, in particular given the low disbursement rate.

3.5 PROGRAMME MANAGEMENT

3.5.1 Governance and structure

i. Ministry of Trade, Industry and Cooperatives

QUISP is implemented by the MTIC, which is appropriate since it is the responsible Ministry for external and internal trade and industry. The private sector (in particular exporters) is an important beneficiary of the provision of a strong Quality Infrastructure. In addition, with a mandate to address and strengthen policy and legislative issues, the Ministry is the natural location. Within the Ministry the PMU is attached to the Department for External Trade.

Other possibilities would be to house the PMU within the UNBS or one of the private sector associations, such as Ugandan Manufacturers Association (UMA) or Private Sector Foundation of Uganda (PSFU), which potentially would bring the programme closer to the private sector and to entrepreneurs. Yet another option would have been to establish a stand-alone PMU or other structure as in the case of aBiTrust (see below), that could potentially have fast-tracked activities and facilitated administration. This would be suitable if the programme were set up with that target group as a direct focus, which it is not. It would entail a loss of overview and position needed to work with the reform of quality infrastructure at regional, national and sub-national levels.

ii. Steering Committee

QUISP's Steering Committee (SC) provides strategic directions to the PMU and reviews work-plans and reports. The SC is formally chaired by the MTIC Permanent Secretary. The SC comprises 19 members from the MTIC Management, the PMU, other ministries (Finance, Planning and Economic Development; Energy; Health; and Lands), the Office of the Prime Minister, UNBS, the private sector associations PSFU and UMA, the consumer organisation CONSENT, Sida and TMEA. The SC has met eight times between its launch in August 2010 and May 2012, corresponding to three regular SC meetings per year (excluding the launch and an extra-ordinary meeting in August 2011).

The SC members that were consulted during the review seemed satisfied with the SC meetings as such and the possibility to interact with the programme. However, there was a sense that the meetings took place too far apart and that participation in the SC did not evolve into actual partnership in terms of implementation. It was suggested that increased interaction and information sharing between SC meetings should be considered by the PMU.

iii. Implementation Technical Committee

The Implementation Technical Committee (ITC) was not foreseen in the original programme proposal. It was established to enhance the speed of implementation and the level of coordination of QUISP. According to the Operations Manual, it includes the PMU and the three MTIC Commissioners/departments even though other actors have participated (e.g. UNBS).

The major issue here is the division of labour between the ITC and the SC. The ITC may be viewed as a sign of inadequate regular coordination within MTIC, but

may also indicate that QUISP is not sufficiently integrated into the three substantive departments of the Ministry. There is also a risk to make programme management too bureaucratic. At the same time, one should appreciate the efforts to make implementation more effective. The need for an ITC indicates that placing the PMU directly under the office of the Permanent Secretary could have been more effective in terms of coordination and implementation.

iv. Programme Management Unit

The Programme Management Unit (PMU) is responsible for day-to-day implementation of the programme. Its staffing is shown in Table 4.

The Programme Manager (Programme Manager) reports to the Commissioner of External Trade at MTIC. Above the Commissioner there is the Director of MTIC, the Permanent Secretary, the Minister for Trade and the Minister of Trade Industry and cooperatives. The Programme Manager was involved in the formulation of the project and was asked to head the PMU.

The recruitment of the Programme Manager, the two Component Coordinators and the Finance and Administration Manager is specified in the original programme proposal. In addition, the proposal opens up to recruiting “(a)ny other Support Staff that will be deemed necessary for effective implementation of the programme activities.” This is also what happened. The need for support staff in part reflects the weak resources of the MTIC. The Finance and Administration Manager is formally the Deputy of the Programme Manager, but a Programme Coordinator was recruited in January 2011 to provide technical back-stopping for the Programme Manager and the rest of the PMU. The Communication Officer was recruited in November 2011 to implement the Communication Plan that was adopted at about the same time. The PMU holds weekly staff meetings wherein minutes are compiled.

Table 4 QUISP PMU staff

Role	Main responsibilities	Status
Programme Manager	Head of operations. Implementation of component 3.	Employed full time On leave of absence from MTIC.
Finance and Administration Manager	Responsible for financial, human resource and administrative management	Employed on two year contract, renewable annually
Coordinator component 1-2	Oversees the implementation of components 1-2	MTIC staff with allowance from QUISP
Coordinator component 3-4	Oversees the implementation of components 3-4	UNBS staff with allowance from QUISP
Programme Officer (technical)	Technical support to all components	Employed on two year contract, renewable annually
Programme Officer (Communication)	Responsible for implementing the communication	Employed on two year contract, renewable annually
Programme Assistant	Administrative support, including archive	Employed on two year contract, renewable annually
Support staff	Office assistant and three drivers	Employed on two year contract, renewable annually

Overall, the Programme Manager and his staff are perceived as able and competent by stakeholders consulted by the review team, but there are concerns as to the efficiency of the PMU as a whole, in terms of implementing QUISP's activities. One challenge is that the Programme Manager has been tasked with issues outside the programme by the Ministry, which at the same time is necessary to ensure that the programme is in line with Ministry priorities. He currently spends 80 percent of his time on QUISP. It has also been difficult to release time from the Component Coordinator from UNBS. The current one is only dedicating 20 percent of his time to QUISP. In comparison, EPA TAPSS has employed two dedicated officers within UNBS.

During the visit of the review team to Kampala a whistle-blower sent an anonymous mail making various accusations regarding the honesty of the Programme Manager. The accusations were investigated by an Internal Investigations Committee and the Programme Manager was cleared of most of the accusations. However, the draft Internal Investigation Report revealed that the management and working-climate of the PMU have been fraught with friction and made recommendations to improve management.

Matters such as a lack of both the delegation of responsibilities and staff motivation within the rest of the PMU were mentioned by the stakeholders. In general the PMU staff are well-intentioned, but could have stronger project management skills and are not fully empowered to work independently. Work productivity and performance could be improved by better team work, which could release pressure from the Programme Manager.

It is difficult to judge to what extent these issues have affected QUISP's performance. The development of a QUISP Operations Manual beginning of 2012 seems to have helped clarify roles and responsibilities within the PMU. A tool for staff evaluation has been developed, but has not yet been put to use (the implementation of this was one of the recommendations of the Internal Investigation Report). This Review sees no need to strengthen the PMU in terms of number of staff; focus and a prioritisation of efforts are the preferred ways forward.

3.5.2 The Technical Assistance team

A Technical Assistance (TA) team is supporting the PMU in its activities. The TA team is managed by the Swedish consultancy NIRAS, that won the tender. Eleven consortia submitted Expression of Interest and six were short-listed. In order to speed up the procurement process, the Ministry benefitted from the support of procurement consultants engaged by Sida. The contract between NIRAS and MTIC was signed in April/May 2011. The first mission of the technical assistance team took place in June/July 2011 and an inception report was produced by the TA team in September 2011.

The TA team originally consisted of a Team-Leader (who was also responsible for Component 5) and four experts (two local and two international), each covering one of the remaining Components. In addition, a local assistant has been employed and placed in the QUISP PMU office to provide logistical support. Initially, the PMU does not seem to have been fully satisfied with the performance of the TA team. This could partly be related to initial delays in service delivery of the TA. In the end, the

Team-Leader was replaced by the Component 4 expert and a new expert was recruited for Component 5. Since the activities regarding accreditation grew, an expert was recruited to cover this issue as well. The TA team has no executive powers within the programme.

From a professional and technical point of view, the TA team appear to have operated in a satisfactory manner. Their input in the various Components has been well-appreciated and probably key in driving the implementation process and guaranteeing international best practice.

The key challenge concerns the way the TA team is set up. Early on, a decision was taken not to engage technical experts on a full-time basis because of the cost involved. Instead, the programme opted for the present setup, with absent experts that fly in to perform specific tasks as needs arise. This has given rise to two problems. Firstly, the TA Team-Leader and team-members have limited knowledge of how the programme is being implemented at both programme and component levels. It is thus difficult for the TA team to provide strategic advice and coordinate its interventions between components. Secondly, the experts are given a dedicated amount of hours in order to provide their services. This means that they may be fully occupied with other projects when QUISP's needs arise, which causes delays in the delivery of the support and ultimately in QUISP's activities.

Basing the Team-Leader in the QUISP office on a long-term basis is likely to greatly facilitate the dialogue and coordination of TA activities. But, as has been mentioned, this may be a costly solution that, in addition, may create dependency on outside interventions within the PMU and lower the ownership within the PMU.

3.5.3 Resources and procedures

i. Operations

QUISP basically uses Ministry systems and procedures during their operations. For example, the recruitment of PMU staff was done with support from the Human Resource Department of the Ministry. Some issues are worth highlighting as regards the Government of Uganda and Ministry procedures:

- Cumbersome procurement processes and low expenditure ceilings have caused delays in the implementation of programme activities, as has already been mentioned.
- In line with to the Government of Uganda policy on honoraria (*Circular standing instruction No 4 of 2008 on Revised rates of duty facilitating allowances*), QUISP pays a daily so-called 'sitting allowance' of UGX 90,000 or around USD36 to participants of the Steering Committee meetings and Task Force meetings (but not to participants in the SPS Committee and in the validation workshops). These remunerations of officers to perform their work responsibilities have been an issue of concern to Sida. TMEA should only sponsor Activities where such allowances are not paid.
- QUISP is using the Ministry Website, which is not very appealing, and some links do not function. In addition, staff indicated that they had to provide a 'subsidy' for the Ministry Webmasters to add QUISP documents to the Website. While the idea to use Ministry systems is appealing, there is a risk that QUISP loses visibility and the potential to disseminate information effectively if the Website is not improved.

One contentious issue between Sida and the QUISP PMU has been the budget allocated to the training of QUISP PMU staff. During FY11/12, PMU staff attended six different one-off courses on different office-related skills (e.g. report writing) in the United Arab Emirates, Kenya, Namibia and South Africa. While the review team appreciates the idea to strengthen the skills of programme staff in order to motivate and improve performance, it appears that the funds would be better spent on similar training in Kampala on a more continuous basis.

Financial management is the responsibility of the Finance and Administration Manager, who controls the budget and the accounting. No transfers of funds are made to implementing partners, such as UNBS. Instead, activities are paid directly by QUISP. The accounts are audited by the Office of the Auditor General of Uganda.

An Internal Control Systems Review of the financial systems, personnel policies, the segregation of duties and project management systems was commissioned from Sida from an external accounting firm in May 2011. The recommendations were followed up in March 2012; more than half of the 46 recommendations had been fully implemented by the QUISP PMU and around 20% were nearing full completion.

ii. Monitoring and evaluation

The QUISP log-frame provides a reasonable basis for monitoring the programme, but the activities listed in the work-plans sometimes deviate from the activities in the log-frame. For this reason it is not always possible to have a correlation between the activities in the work-plans and those of the Programme Proposal. The work-plans, in general, fail to link activities with the expected results in a strategic way. In fact, some of the activities are not directly traceable to results and/or outcomes, with the consequent result that work plan activities tend to be project-focused rather than outcome-oriented.

Overall, the log-frame matrix is not used as a project management tool; instead the work-plans are used to manage the project on a day-to-day basis. The work-plans are not construed as monitoring tools and do not provide indicators of performance. The indicators proposed in the log frame matrix are not all measurable and they are too many. There are no indications that they are actually used for monitoring purposes by the PMU. At the time of writing, baseline studies for Component 5 are being prepared to monitor the awareness-raising activities.

The QUISP annual reports provide some degree of insight into the programme by listing activities/outputs by the five Components. However, activities/outputs are basically presented in three different ways in the executive summary and the two headings 'Progress Achieved' and 'Current Output' (what is the difference between the two?). The exact contribution of QUISP is difficult to establish (e.g. what does 'facilitation' of a workshop mean?). There are no direct links to the original log-frame or the work-plans; and this is why the degree of progress is difficult to assess. Overall, no information is presented at the Outcome level or beyond.

3.5.4 Relations and stakeholders

i. Funders

Sida has been a partner in the project since its inception through participation in initial discussions and by sponsoring the initial needs assessment. Trade Mark East Africa came in as a donor in 2012. Both donors are represented in the QUISP SC. Donors are concerned by low disbursement rates on components, while high disbursement on programme management and level of internal training. There are also concerns related to a lack of results reporting. For reasons such as these, the work-plan and budget for July 2012 to June 2013 was not approved by Sida at the time of the writing of this report. That is not a situation that is amenable to smooth programme implementation.

ii. Uganda National Bureau of Standards

UNBS is the key implementing partner of the programme, since the agency is responsible for Components 5 and 6. Some of the initial delays of the programme were blamed on inactivity on the part of UNBS. Things seem to have improved after the Component Coordinator was replaced with another lower level official. While involved in the 2011/12 work plan, the presence of UNBS has greatly increased in the 2012/13 work plan. Overall, there is great potential for cooperation between the QUISP PMU, and UNBS in particular, to implement Components 4 and 5.

The very nature of UNBS presents a major challenge to the reform of the quality infrastructure in Uganda. As has already been mentioned it is an internationally recognised best practice to have separate institutions that deal with standardisation, metrology, accreditation and testing and conformity, while UNBS integrates all four into one institution.

iii. Other public and private stakeholders

QUISP can involve other stakeholders in different ways; for example in programme governance through the SC, in task-forces and validation workshops, as implementing partners and/or as end-beneficiaries. As has already been mentioned, a number of public and private actors are involved in the QUISP SC. This, however, does not mean that they are necessarily actively involved in implementation or are able to follow the programme very closely. While most of the SC members consulted during the review appreciated being involved in, and consulted by, QUISP at different levels, there were calls for greater involvement in implementation. For example, private sector associations are willing to work with QUISP to increase awareness for standards within the private sector. To some extent QUISP is already doing this, with UNBS and others. The key question is if it is the type of involvement that will address institutional issues and build capacity in a sustainable way.

iv. Other donor-funded programmes

A number of other programmes support aspects of Uganda's National Quality Infrastructure (Table 5). The PMU staff seem only partly aware of the other interventions in the standards and quality area and there is little evidence that QUISP is encouraging synergies to avoid overlaps between various projects, except to some extent in the case of EPA TAPSS. In particular, closer cooperation between aBi-Trust and EPA TAPSS can be envisaged.

3.5.5 Cross-cutting issues

Cross-cutting issues, such as environment, gender, HIV/AIDS, human rights, governance and donor coordination have generally not been mainstreamed within the programme. Climate change issues such as GHG emissions offsetting or gender policies have not been taken into consideration. Donor coordination is not contemplated in the Programme Proposal despite the existence of several other donor-funded projects closely linked to QUISP. In view of this, and given the complexity of QUISP, the review team chose to focus on the overall programme design, instead of cross-cutting issues.

Table 5 Donor-funded programmes related to QUISP

Name	Main implementing and funding agencies	Implementation period. Activities related to quality and standards
Economic Partnership Agreement Related Trade and Private Sector Support (EPA TAPSS) Programme	MTIC EU	2009-2013. Result area v. supports improvement of quality standards and compliance with Sanitary and Phyto-Sanitary requirements
Agribusiness Initiative (aBi) Trust	aBi Trust (public trust) Denmark	Established in 2010. As part of value-chain development aBi Trust supports farmer organisations and SMEs to improve compliance in SPS standards and quality.
Second Private Sector Competitiveness Project (PSCP II)	Private Sector Foundation of Uganda World Bank	2004-2013. Subcomponent 3.3 supports UNBS (US\$ 0.4 million) for strategic planning and awareness-raising
Second Trade Capacity Enhancement Project (TRACE II)	MTIC Enhanced Integrated Framework	2009-2014. Supports capacity building of the national IF Secretariat
EADES	MTIC EU	2012-2013. Aims at strengthening food safety systems based on Risk analysis in selected sectors (coffee, fish, fruit and vegetables).
Regional QI in EAC	EAC Secretariat UNBS	2004-2010 (5.5 Million EUR). Covering several countries in the EAC region including Uganda. Support to various aspects of the quality infrastructure and in particular organisation of regional reach and proficiency testing.

4 Conclusions

For clarity the conclusions are structured to respond to most relevant evaluation questions proposed in the Inception Report for this Mid-Term Review.

4.1 RELEVANCE

- i. Is the design of the programme (objectives and activities) relevant to the circumstances and needs of Uganda's standards and quality infrastructure?*

This question can clearly be answered in the affirmative, considering the weakness of Quality Infrastructure in Uganda. Low product quality and compliance with international standards are barriers to improved competitiveness and consumer protection, especially in view of the regional integration process within the EAC and the concomitant increasing competitive pressure from more advanced Kenyan products. QUISP's design, as it was conceived in the original Programme Proposal, remains highly relevant and ambitious in its focus on reforming the institutional aspects of Uganda's quality infrastructure. Progress has been made on the institutional side, but QUISP's activities have been allowed to stray towards activities with less potential for sustainable impact, such as training and committee meetings. More effort is needed to clarify the mandates and to develop the organisational capacities among the different quality-related service providers.

- ii. Is the programme consistent and complementary with other activities, both nationally and regionally?*

In terms of design, QUISP has clear value-added and complements other programmes that tend to focus on overall trade issues, and/or specific aspects of standards and the private sector well. SPS and GlobalGap issues were devolved to other programmes. However, in particular by losing focus on Component 4, QUISP has ventured into areas that other actors are better placed to address, with the SPS needs study and support to SMEs being the most pertinent examples (overlap with EPA TAPSS and aBi Trust). Overall, the programme is consistent with the EAC regional integration process, but there could be more focus on the harmonisation of regional standards within the programme.

4.2 EFFECTIVENESS

- iii. What is the progress on all the five programme components towards the achievement of the specific and overall objectives of the intervention?*

The programme is under way to achieve the Specific Objectives for Components 1 (Policy), 2 (Legislation) and 3 (Coordination Mechanism). With a massive awareness campaign about to be launched, progress can be made on Component 5 (Awareness). It is important that QUISP collects baseline and performance data to demonstrate this.

Component 4 remains a concern, as mentioned above. The activities appear not to be strategic enough to attain the Specific Objective for Component 4, i.e. *“to rationalise and support the institutional setup of service providers for standards development, conformity assessment and measurement services”*. Without a change of direction, it is unlikely that the mandates and capacities of the different service providers will be sufficiently addressed in a sustainable manner, raising doubts as to the potential of the programme to reach its Overall Objective.

Given the delays and limited progress in key areas of the programme, it seems unlikely that the Outcome proposed in the Theory of Change “Increased use of quality infrastructure and standards in Uganda” will be achieved within the original lifetime of the programme.

iv. What are the synergies with other quality infrastructure and standards issues?

QUISP is embedded in the Ugandan quality infrastructure and works to a large extent through existing agencies and mechanisms, such as UNBS and the SPS/TBT Committee and many others. The programme has adopted a consultative approach in its activities and has managed to bring under the same roof different ministries, agencies and other stakeholders to increase awareness, develop key policies and legislation and provide support to different activities without obvious duplication. As already mentioned, coordination with other donor-supported programmes could be more developed. The National Quality and Standards Policy is the overarching policy regarding the National Quality Infrastructure and standards issues, and it clearly defines the extent and the nature of synergies among the various stakeholders. The QUISP programme, if used as the implementing tool of the Policy, could effectively enhance synergies within the National Quality Infrastructure and all standards issues.

4.3 EFFICIENCY

v. Are resources being efficiently used (including an analysis of the budget, planned and realised)? Can the budget be reduced or reallocated?

In view of slow disbursement rates, combined with a higher-than-expected budget for administration, it is understandable that efficiency is a concern. However, we want to point out that the delays are partly the price to be paid for ownership, given that many of the delays are related to the internal functioning of the PMU and its interaction with its institutional anchor – the MTIC. Placing the PMU within the Ministry was a strategic decision made at the outset of the programme as a sensible reaction to the proliferation of external PMUs and short-term interventions that characterise international development cooperation. Given that there is real progress on Components 1-3 and that a wealth of activities have been, or are planned to be, undertaken in Components 4-5, efficiency is not the primordial concern of the review team.

Based on the experience of the review team with similarly sized projects in other countries, there has been value for money in Components 1, 2 and 3. The planned spending on Component 5 seems reasonable, provided that the activities will be implemented as planned. The value for money for activities in Component 4 is less clear because outputs are fragmented and only loosely linked to the objectives.

There is a risk that the PMU is trying to recompense for earlier shortcomings in terms of spending by proposing an over-ambitious work-plan for FY12/13. This is particularly the case in view of the strategic shift for Component 4 that we advocate in this report. The main reallocation would be towards activities with a more sustainable effect than is currently the case.

4.4 IMPACT AND SUSTAINABILITY

vi. Is the theory of change and its assumptions/risks reasonable, based on existing knowledge and supported by key stakeholders?

The Theory of Change was developed by the review team as a way to visualise the chain of events that is necessary for QUISP to attain its Overall Objective. This is not totally clear from the log-frame, where different results levels are intertwined. As has already been stated, the original programme design supports the Theory of Change, but the actual implementation of the programme does not follow the original plans.

vii. Has the programme the potential to facilitate long-term sustainability after completion of programme activities?

The National Standards and Quality Policy and its Implementation Plan are the key factors to ensure the sustainable strengthening of Uganda's Quality Infrastructure. This is because they set the policy framework to define the institutional setup and the long-term vision. The laws drafted by the programme and the awareness-raising activities will also largely contribute to sustainability after the completion of programme activities.

The sustainability of the various actors of the Quality Infrastructure always remains a matter of concern and largely depends on the industrial development of the country. In fact, the need to subsidise the National Quality Infrastructure from national budgets tends to decrease over time. Government funds tend to be shifted elsewhere as the economy develops and the industry grows. In a modern Quality Infrastructure, the financial sustainability of Conformity Assessment bodies depends on the number of tests and analyses per year they perform. The financial sustainability of Accreditation depends on the number of accreditations issued. Similarly, the financial sustainability of standardisation activities depend on the number of standards and training activities sold to industry.

Given Uganda's level of economic development, it is likely that its National Quality Infrastructure will continue to require Government or donor support in the medium- to long-term regardless of the achievements of QUISP.

4.5 MANAGEMENT AND IMPLEMENTATION

viii. In case there are delays, what are the major reasons for causing the delay in the already-stipulated roadmap and how could they be possibly addressed?

The procurement rules of the Government of Uganda are the main reason cited for the delays. However, there are other reasons such as: unrealistic expectations, delays in establishing the PMU and finding suitable working methods with the TA team, the

extent to which stakeholder consultations and lobbying are needed to push institutional reform, and inefficiency within the QUISP structure and PMU. Recommendations to address these issues are included below.

- ix. Is the QUISP PMU adequately structured and equipped to implement and monitor QUISP as expected in the programme document and work-plans? Is the PMU technically equipped with the competencies to manage the project?*

The Steering Committee appears to have become more of a stakeholder forum than an executive body. Some members feel that the meetings are too far apart to enable them to constructively accompany QUISP's implementation. The establishment of an Implementation Technical Committee shows that the SC was not sufficient to support the coordination and implementation of QUISP activities.

The Programme Manager and his staff are perceived as able and competent by stakeholders consulted by the review team, but there are concerns as to the efficiency of the PMU as a whole, in terms of implementing QUISP's activities as indicated by the Internal Investigation Report. UNBS dedicates little staff time to Components 4 and 5. Greater delegation of responsibilities with the PMU could release pressure from the Programme Manager. A more senior technical Programme Officer with stronger programme management and technical skills could have provided some relief. Instead, continued support from the TA team is needed. A major gap is the lack of a monitoring culture and framework. The PMU is likely to need external assistance to address this. On the positive side, there are weekly meetings with minutes, a filing system and an Operations Manual in place; financial management seems strong.

- x. Are all relevant stakeholders (public authorities, private sector, business/industry associations, consumer and other civil society organisations) adequately involved in the development and implementation of project activities?*

This is one of the really strong points of QUISP. Stakeholders are well represented in the governance, validation and implementation of programme activities. The PMU appropriately includes officers from the Department of External Trade within the Ministry and from UNBS. The Steering Committee includes some of the key stakeholders. Task-forces composed of various stakeholders have been involved in the drafting of policies and legislation. Validation workshops have discussed the various studies and drafts produced within the programme. Key structures such as the SPS/TBT committee have been supported and training events have reached out to a wide range of public and private sectors stakeholders, including SMEs. There is no doubt that this has led to considerable support for QUISP activities from key public and private stakeholders.

- xi. How has the Technical Assistance team contributed to the implementation? Is there a need to extend the TA contract?*

From a professional and technical point of view, the TA team has delivered. They have provided support to the different components that have been appreciated and necessary. However, through the decision to engage an off-site team, primarily it seems for cost reasons, two factors have interfered with the effectiveness and efficiency of the programme.

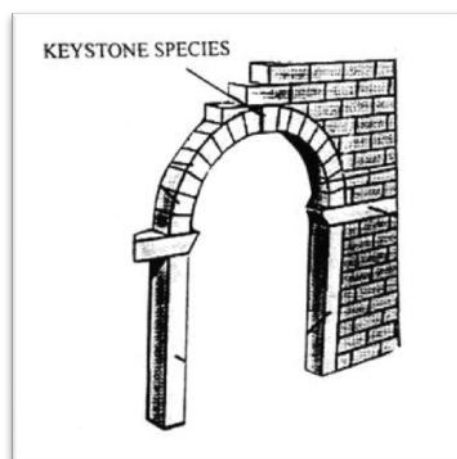
First, since the role of the TA team has been to perform specific tasks on demand, the possibility of the TA members, and even the team-leader, obtaining an overview of QUISP's activities and how they progress has not been fully realised. This is very likely to have reduced the possibility of the TA team providing strategic advice as regards the individual Components and the overall programme. Given the relative inexperience of the PMU, this would have been valuable indeed and could have helped the programme to stay focused.

Second, communication between the Programme Manager and the TA Team-Leader was, and continues to be, fraught with difficulties. The Team-Leader has other engagements in parallel (in addition to being based in Sweden) while the Programme Manager is often unavailable because of meetings or technical problems with his e-mail account at MTIC; this is why a continuous dialogue and timely delivery of inputs is difficult. The review team witnessed this during the visit to Kampala. The end result is irritation, delays and reduced efficiency.

5 Recommendations

5.1 RECOMMENDATION 1: SUPPORT THE IMPLEMENTATION OF THE NATIONAL STANDARDS AND QUALITY POLICY

The main recommendation of this Review is that QUISP should wholeheartedly focus on finalising the National Standards and Quality Policy Implementation Plan and direct QUISP's resources towards the implementation of the Plan. The launch of the National Standards and Quality Policy was a keystone achievement of QUISP and the MTIC. This may be resembled with the Roman arch in the picture to the right, i.e. it is the keystone in the architectural feature that keeps the arch together. Similarly the Policy is the overarching element that enables the development of the various components of Uganda's quality infrastructure.



QUISP has shown that it is uniquely placed to address institutional gaps in the Ugandan Quality Infrastructure in terms of policy, legislation, coordination, and stakeholder engagement. On these foundations, QUISP should now move to the next phase, which is to initiate real institutional reform in terms of the mandates and organisational capacities of the key stakeholders. Such structural changes will, however, depend on the political will of the central government and the support of the MTIC leadership. Areas that should be targeted include:

- Reviewing the mandates and the capacities of UNBS in order to separate powers and remove conflicts of interest. One of the most important conflicts of interest lies between standards setting, product certification and market surveillance. According to internationally-recognised best practice, market surveillance should not be done by the same organisation that sets the standards and certifies products;
- Addressing the adoption of harmonised EAC standards in Uganda, and enhancing Uganda's participation in drafting harmonised standards at EAC level;
- Increasing awareness of the benefits of standardisation among importers, industry and consumers and increasing their participation in the standards setting processes;
- Training ministries and other agencies to draft technical regulations;
- Supporting the upgrading of the Conformity Assessment infrastructure through training and coaching and, in particular, increasing support for selected laboratories in order to prepare them for accreditation;

- Improving performance in proficiency testing (the use of inter-laboratory comparisons to determine the performance of individual laboratories);
- Supporting the development of a traceability chain of measurements.

5.2 RECOMMENDATION 2: ENGAGE IN STRATEGIC PARTNERSHIPS WITH STAKEHOLDERS

QUISP should adopt a strategic approach to working with partners, rather than primarily involving them in consultation exercises or training. This would be a way to increase QUISP's effectiveness to address institutional and organisational gaps, increase efficiency by leveraging PMU resources and channel stakeholder needs, and to increase ownership even further by living up to the expectations of stakeholders to more directly benefit from, and be involved in, QUISP activities. The assessments that have been made under Component 4 of the capacity of the lead agencies involved in standardisation and capacity needs in various value-chains provide a good basis for such a strategic approach.

A MoU with the Ministry of Tourism was just signed. It has not been reviewed by the review team, but could be a way forward to engage in strategic partnerships. Similarly, the way QUISP has provided comprehensive support to the establishment of a National Accreditation Body could also provide lessons for how to work more strategically.

QUISP could engage with relevant ministries and agencies to assess their mandates and structures in relation to standards and quality. Private sector associations could be supported to develop local codes of conduct for local producers or to train trainers on quality issues. QUISP could work with other actors who are better placed to work directly with private sector operators, such as private and public sector bodies or aBi Trust, to address the regulatory aspects of concern (rather than engaging directly with individual enterprises). QUISP could also work with Makerere University or other actors with training facilities to systematically develop a comprehensive curriculum and training courses that meet local needs and that may live on once the programme is over, rather than supporting ad-hoc training events.

5.3 RECOMMENDATION 3: STRENGTHEN GOVERNANCE AND PROGRAMME MANAGEMENT

QUISP should consider a revision of its governance and management structures as follows:

First, a more executive decision-making structure needs to be established. The Steering Committee appears to have become more of a stakeholder forum than an executive body. Some members feel that the meetings are too far apart to enable them to constructively accompany QUISP's implementation. The establishment of an Im-

plementation Technical Committee shows that the SC was not sufficient to support the coordination and implementation of QUISP activities.

One solution may be to rebrand the SC to a wider stakeholder forum that meets less often (Maybe it could be merged with a future Coordination Mechanism?) and to convert the Implementation Technical Committee (retaining a limited membership from MTIC and UNBS, with attendance by strategic partners and donors as needed) into the SC. A key aspect to consider is the fact that QUISP will in the short term be one of the most important vehicles for implementing the new National Standards and Quality Policy, which is why the QUISP's governance structure should be in tune with the relevant governance bodies that will oversee the implementation of the Plan. A proliferation of committees and task-forces should be avoided.

Second, the size of the PMU should not be increased, but the way the PMU is managed and operated should change, taking into account the recommendations of the Internal Investigation Report. Overall, the PMU should focus on coordination, strategic discussions and needs assessments, formulation of action plans, and monitoring and evaluation. The Programme Manager should delegate tasks to his staff to the extent possible and should assess their performance against their job description. The kind of reporting and monitoring that is required should be clearly specified. The engagement of the UNBS, in particular, needs to be ensured; 20% of a full-time person is unlikely to be sufficient for that. The allegedly cumbersome procurement processes and strict financial control measures of the Government of Uganda (that have been introduced to combat misuse of funds and corruption) should be factored into programme planning and implementation, and sufficient time should be allocated to activities.

Third, the PMU needs more strategic TA support on a continuous basis to increase efficiency and effectiveness. In the short term, the NIRAS team should be able to provide this support by tweaking the existing contract so that the team-leader can become more strategically involved, and there will be back-stopping from the local consultants. Extension of the TA support is recommended; the SC needs to decide if this should be done through an extension of the current TA contract or through other means.

Fourth, the PMU will need continuous support from the management and political leadership of the Ministry in order to initiate structural institutional and organisational change, and to deal with the vested interests and rigidities involved. Placing the PMU directly under the PS could be conducive to mustering such support. Reforming the UNBS is a case in point – most stakeholders agree that it has to be done, but their time-horizons vary between “yesterday” and “in ten years”.

5.4 RECOMMENDATION 4: DEVELOP A MONITORING AND EVALUATION FRAMEWORK

There is an urgent need for QUISP to improve on monitoring and reporting, in particular of outcomes. This is one of the most common recommendations of any review

or evaluation and QUISP is no exception. In the experience of the review team, the reasons that this issue constantly arise are at least three-fold:

First, the log-frame was not viewed as a strategic and operational tool that could be of continuous use and benefit to programme implementation when it was developed. It was produced because it was a requirement of the donor.

Second, there was a lack of awareness and understanding of what distinguishes the different results levels and the chain of events that would lead from one level to the other.

Third, there tend to be a focus on technical expertise in the preparation and implementation of a programme, which means that the importance of involving monitoring and evaluation skills is not sufficiently appreciated and budgeted. The consequence is that programmes do not monitor results properly and therefore produce reports that overwhelmingly focus on activities and outputs, which are not really linked to the original plans. The resulting frustration among donors and other interested stakeholders is easy to understand.

A comprehensive monitoring and evaluation framework contains a number of elements, as illustrated in Figure 6. The purpose and scope clarify why monitoring is needed and what should be monitored. The performance questions and indicators indicate the key issues that need to be monitored and how that should be measured. The roles and resources specify who should do the monitoring and how much it will cost. Finally, the reporting and feedback indicate how the results should be presented internally and externally, and how they can be fed back into improving a programme. Ideally, a separate document detailing these components should have been prepared at the inception of the programme.

The key issue for the QUISP PMU is to demonstrate that the programme actually matters beyond producing outputs (policy documents, training etc.); it has to show results at an outcome (institutional change) or even impact level (how did it benefit enterprises and the population at large). There is still time to address this and start producing data that can assist in the final evaluation of the programme. It is basically about demonstrating QUISP's legacy, which certainly should be in the interest of the QUISP PMU, MTIC and the donors. This work should include a preliminary discussion of what should happen after the end of the original programme period to support the continuity of reform activities and the sustainability of results achieved.

The extent of the monitoring framework should be balanced against the resources needed to develop and use it, in particular given the short remaining lifespan of the programme. A full-fledged M&E system may not be necessary. Synergies with the existing M&E functions of MTIC (not analysed in the context of the Mid-Term Re-

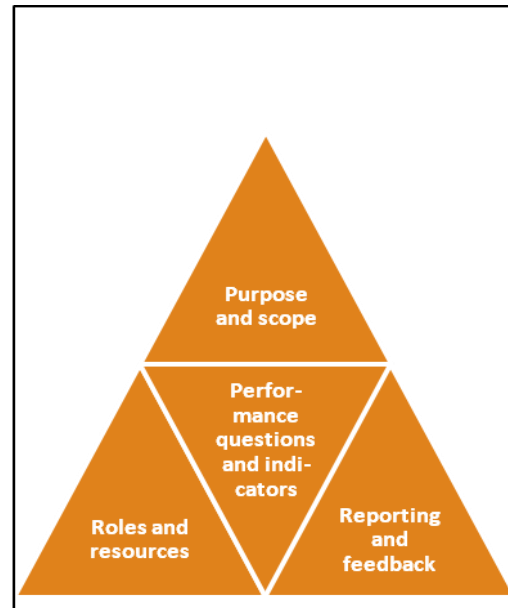


Figure 6 Elements of a monitoring framework

view) should be exploited. Available data should be used to the extent possible. The key step is to develop indicators that properly reflect QUISP activities and expected results and, most importantly, that are actually measured by the use of realistic means of verification and reported in an accessible way. During this work, the log-frame may need to be revised to better reflect the strategic approach recommended by this Review and to make it more monitorable. Developing a more comprehensive Theory of Change for the programme would be a good starting point. While developing a monitoring framework is not technically difficult, it is unlikely that the QUISP PMU has the experience to develop appropriate indicators and revise the log-frame. The PMU may want to discuss with Sida to engage Sida's helpdesk on Advisory Services on Results Frameworks to remedy this (disclaimer: the Team-Leader of the review team is part of the helpdesk) or some other type of outside help.

The baseline study included in the monitoring report of TradeMark East Africa contains useful information to build more structured indicators. For illustrative purposes, here are some suggestions for possible indicators:

Outcome	Change in no of consumer complaints to relevant authorities
	Share of consumers aware of areas related to quality and standards
	Number of bills/regulations developed/number of bills planned
	Number of products previously not tested and now able to be tested
	Number of calibrations/N° of verifications
	% increase in the number of SMEs that apply for product certification as a result of QUISP training, awareness and other related activities
Output	Government budget dedicated to key quality and standards actors
	Number of awareness sessions with key stakeholder groups implemented
	Share of participants satisfied with training and state that they changed the way they work 6 months after training
	Type and progress of MoUs with quality and standards stakeholders

Annex 1 – Terms of Reference

MIDTERM EVALUATION REVIEW FOR THE QUALITY INFRASTRUCTURE AND STANDARDS PROGRAMME (QUISP) IN UGANDA (June 2012)

1.0 BACKGROUND

1.1 Project Rationale

Uganda's economy has been growing at an average rate of 6.5% per annum during the last decade mainly due to sound economic policies. These including trade, investment liberalisation and privatisation policies among others. These policies have generated new legislation and practices to support the changing needs of industry and society.

As a largely agricultural dependent economy, Uganda seeks to expand and further diversify its agricultural potential particularly in food and other agricultural exports. However the private sector, which is the major driver of the current economic growth (the engine of growth as popularly known in Uganda), continues to increasingly encounter more stringent Technical barriers to Trade (TBT) to their export destinations such as regulations and private standards requirements in relation to food and other exports both in the regional and global markets. In addition, issues of human safety, plant and animal health and life, as well as in respect of other commodities and services, such as tourism remains key challenges affecting Uganda's competitiveness in the domestic, regional and global markets.

Meeting the above market requisites have increasingly become crucial elements in facilitating trade within and between countries. Standards and technical regulations stipulate parameters that products and services must meet in order for such products and services to be traded in certain markets. However, it is also very important to note that standards, technical regulations and conformity assessment procedures constitute the bulk technical barriers to trade (TBT), if not well managed and harmonized to the respective trade regimes of Uganda's trading partners.

1.2 Project History

As a result of the above, the Government of Uganda through the Ministry of Trade, Industry and Cooperatives is implementing a five-year "Quality Infrastructure and Standards Programme –QUISP" so as to build the capacity of Uganda to better handle the aforementioned challenges. QUISP was developed in **August 2009** with support from Sida and commenced full implementation in **January 2010**. The programme seeks to develop a market driven holistic and coordinated institutional framework for Uganda which supports trade, industry, health, safety consumer protection and a sustainable environment while at the same time promotes use of best practices in the production and service sectors.

The market-oriented institutional infrastructure in this context should be understood in the most general terms, dealing with trade markets, with buyers and sellers, producers

and consumers, but also with service markets, with public and private service providers and their clients. Indeed the scope of the programme deals with the entire standards and quality infrastructure which includes standards development, metrology, conformity assessment and accreditation (SMCA) issues.

2.0 Project overview

Below is a summary of the programme as it was described in the Programme Document (August 2009). As one of the conceptual problems was the different vocabulary used in Uganda compared to internationally agreed terminology, some adjustments of the formulated objectives and outcomes have been found necessary to demonstrate the successive adoption of the internationally agreed terminology. As an example a Quality Infrastructure is now understood as a framework consisting of Standardisation, Metrology, Conformity assessment and Accreditation abbreviated SMCA. Another example is the WTO definition of “standard” as a rule with which compliance is not mandatory, when the UNBS ACT 1983 requires enforcement of standards.

2.1 Overall Objective:

The Quality Infrastructure and Standards Programme (QUISP) is a five year Government of Uganda Programme. The overall programme objective is to: ***promote the use of quality infrastructure and standards so as to improve the competitiveness of Uganda’s products, processes and service delivery systems in domestic, regional and international markets.***

2.2 Specific objectives:

The attainment of the programme’s overall objective is guided by aiming at achieving specific programme objectives. These form the basis for the implementation of the programme activities and delivery of the expected outputs, upon which the programme performance should be evaluated. Specifically, the programme focuses on achieving the following specific objectives;

- i. *To develop a policy for standardisation and review strategies for policy implementation*
- ii. *To develop a comprehensive and effective legal framework for the implementation and enforcement of standards and quality control measures.*
- iii. *To establish an effective coordination mechanism with clearly defined mandates and responsibilities for the different actors in the Standards and Quality area*
- iv. *To rationalize the institutional set up of service providers for standards development, conformity assessment and measurement services*
- v. *To enhance public awareness of standards and quality products and best practises.*

2.3 Programme outcomes:

The expected **outcomes** from overall implementation of the programme are;

- ✓ *Guidelines on principles and priorities for the Standards and Quality Area (C 1)*
- ✓ *A well established and legally backed Standards and Quality Infrastructure (C 2)*
- ✓ *A sector-wide Standards forum (C3)*
- ✓ *Streamlined institutional set up with clear mandates and responsibilities (C 3)*

- ✓ *Market-driven standardisation, conformity assessment and measurement services according to international best practices (C 4)*
- ✓ *Higher use of standards in the sustainable development of Uganda (C 5)*
- ✓ *Increased knowledge in private and public sectors about standard and quality products and services according to international best practices (C 5)*
- ✓ *Increased knowledge of the roles of standards and quality products and services to market competitiveness among the producers*
- ✓ *Students with good insight in and understanding of the roles standards and quality play in the development (C 5)*

Each component has its own defined component objectives and expected outcomes.

2.4 Programme Structure and Expected Outputs:

This programme is structured in five **components** and is based on priorities set by stakeholders from the private, public and development partners through a consultative process which was held in December 2008.

To achieve the programme objective and programme outcomes, the following programme outputs are expected:

- *A National Standards and Quality Policy (C 1)*
- *A National Standards and Quality Strategy (C 1)*
- *A National SPS Policy (C1)*
- *Relevant legislation enacted (C 2)*
- *Sector wide coordination modalities and rationalized, delineated mandates (C 3)*
- *A National Standards and Quality Forum (C 3)*
- *Inventories of standards and Quality service providers in Uganda (C 4)*
- *A coherent resource plan (C 4)*
- *A standards and quality communication strategy (C 5)*
- *Education curricula and training materials at various education levels (C 5)*

2.5 Overview of the Programme Components;

2.5.1 Component C 1: Standard and Quality Policy and Strategy

Aim: To develop a policy for the Standards and Quality areas and review the strategies for implementing this policy

Scope of support: The component supports the Standards and Quality policy development and also the review of other relevant policies, like the SPS policy, the Accreditation policy among others. The component also supports the review of the draft Standards Strategy to make sure that this strategy supports the implementation of the Standards and Quality policy.

2.5.2 Component C 2: Legal and regulatory framework review.

Aim: To establish an effective legal and regulatory framework for the Standards and Quality Infrastructure and to enable legal basis for implementation of the Standards and Quality Policy and Strategy (Established by C 1)

Scope of support: The component supports the review and updating of Laws and Regulations enabling legislation and the elaboration of new Bills for identified gaps

2.5.3 Component C 3: Coordination of standardisation stakeholders.

Aim: To establish clear, defined mandates and responsibilities for the different actors in standardisation and establish a coordination mechanism which promotes harmonisation of aims, objectives and programmes among the stakeholders.

Scope of support: The component supports the establishment of the coordination mechanism and its cross-cutting task to cover all relevant government agencies and private sector organizations

2.5.4 Component C 4: Capacity development of service providers

Aim: To strengthen the rational set up of service providers concerning standards development, conformity assessment and measurement services

Scope of support: The component supports the service providers by first identifying gaps and overlap in the services and resources offered. Based on such an inventory a coherent resource plan will be developed containing capacity development activities of human as well as physical resources.

2.5.5 Component C 5: Awareness raising and implementation support

Aim: To encourage application of standards and use of conformity assessment and measurement services to increase competitiveness of Uganda, but also to enhance the general understanding of the roles of standards and quality in a developing economy like Uganda

Scope of support: The component supports the establishment of a communications strategy for different target groups and their implementation through different sensitisation measures. For the education sector the component supports development of curricula and training materials. The component also supports specific actions for implementation of the Standards and Quality Infrastructure including dissemination of relevant information.

2.6 Programme Implementation:

The overall programme implementation is based on the centralised approach i.e. where the programme is fully integrated into the main stream existing government agencies and some key private sector agencies in key implementation activities. In order to achieve the intended outcomes and deliver the foreseen outputs, the programme has to undertake a number of activities for each of the respective components as detailed in the programme proposal. This will require concerted efforts and inputs which are reflected in the programme budget as part of the proposal. The mechanisms for the programme management and coordination are described in the programme document and shall be availed in due course.

The Programme is implemented by the Ministry of Trade, Industry and cooperatives (MTIC) and managed by the Programme Manager in the Ministry, and the Programme Management Unit (PMU) staff. The Programme Components are managed by Component Coordinators within an integrated PMU that was established by the Permanent Secretary. The Programme Management Team is supported by a Technical Assistance firm (NIRAS AB) in undertaking particular activities. Details of the TA terms reference shall be provided in during the review exercise.

2.7 Programme Budget:

The programme budget is Nine Million Euros (Euros 9,000,000/=) and the estimated distribution in time and costs per year and component is illustrated in the main programme document.

3.0 OBJECTIVES OF THE REVIEW

The objective of this mid-term review is to review and evaluate the implementation of the planned project activities and outputs against actual results to date, to propose possible changes and (as far as possible) establish the initial project impact, sustainability and execution performance. The focus will be on the following questions;

- i) How far is the progress on all the 5 components towards the achievement of the specific and overall objectives of the intervention?
- ii) Are the activities relevant for reaching the objectives? If not, propose alternatives.
- iii) In case there are delays, what are the major reasons for causing the delay in the already stipulated roadmap and how could they be possibly addressed?
- iv) Are all relevant stakeholders (public authorities, private sector, business/industry associations, consumer and other civil society organisations) adequately involved in the development and implementation of project activities?
- v) How has the Technical Assistance team contributed to the implementation? Strengths and weaknesses?
- vi) Is there a need to extend the TA contract? If so, what should be the focus?
- vii) Is the programme consistent and complementary with other activities, both nationally and regionally?
- viii) Are resources being efficiently used? Can the programme be implemented with fewer resources without reducing the quality and quantity of the results? Should there be reallocation within the budget?
- ix) An analysis of the budget, planned and outcome.
- x) Will the project facilitate long term sustainability after completion of project activities? How?
- xi) What are the prospects for further collaboration with Sida and other development partners in other related SMCA areas?

4.0 SPECIFIC TASKS TO BE PERFORMED

The successful firm(s) will be expected to undertake the following specific tasks. These tasks are not exhaustive and pure for purposes of guiding the review exercise and hence the review consultants/experts work shall include, but not limited to the following;

- i) Determine the progress made **to date** in meeting the project's objectives and planned outcomes as per the previously set outcomes under all the 5 components.
- ii) Review data and reported implementation progress/results of the M&E activities undertaken by the implementing and executing agencies. In addition, assess the quality indicators identified in the Logical Framework.
- iii) Determine whether this type of project or components of the project, in particular with regards to training and skills transfer, has/have potential for being sustained, either in terms of expansion or extension.

- iv) Liaise with the Ministry/QUISP PMU to comprehensively identify and thereafter suggest recommendations for all challenges encountered during stakeholder analysis and engagement, implementation process, monitoring and evaluation.
- v) Review the overall sustainability of the project and specifically the extent of synergies created with other relevant projects.

5.0 METHODOLOGY AND RATING

The mid-term review will be conducted as an in-depth evaluation using a participatory approach, whereby the QUISP PMU, MTIC staff and personnel from other relevant agencies and stakeholders (both public and private) will be consulted throughout the evaluation.

The consultant will also specifically discuss with the project manager on any logistic and/or methodological issues to properly conduct the review in as independent way as possible given the circumstances and resources offered.

The findings of the evaluation will be based on;

- i) Interviews with the project personnel and staff of the Ministry and other identified relevant agencies/stakeholders.
- ii) Desk review of the reports and minutes of the meetings of the steering committee and PMU.
- iii) Review of project documents, outputs, financial and monitoring reports (such as progress and annual reports, study reports etc).
- iv) Additional interviews by phone with other stakeholders, as may be deemed appropriate

The overall assignment should be completed within thirty (30) working days (for a five working days week) and will follow the following proposed (indicative) schedule for the evaluator as illustrated in the table below;

A. Date/ timing (working days)	B. Place	C. Activity
5 th day after start of assignment	Ministry Headquarters/Sida	D. Presentation of the inception report plus brief meeting with all relevant Ministry and PMU staff
6 th - 8 th Day	Ministry Headquarters	E. Review of all project related documentation e.g. approved work plans, progress reports, minutes of meetings etc.
9 th – 20 th day	Field, Kampala	F. Visiting and interviewing of identified Government stakeholders and related agencies (e.g. UNBS, Ministry of Agriculture etc)
	Field, Kampala	G. Visiting and interviewing of identified private sector stakeholders and related agencies (e.g. PSFU, UMA, UNFFE, Farmers etc)
20 th -25 th Day	Kampala	H. Drafting of the first evaluation report. Presentation and discussion of the draft report with MTIC, Sida, TMEA and other key stakeholders.

26th to 29th day	Field or Consultants office	I. Incorporation of review comments and other inputs as per the consultative meeting. Drafting final evaluation report
30th day	Ministry Headquarters/ Sida	J. Submission of the final evaluation report to MTIC and copies to Sida & TMEA

QUISP will provide logistical support to the consultant in terms of local transport and facilitate meetings between the consultant(s) with the Ministry staff and other key stakeholders. The details will be discussed and agreed between the programme manager and the consultant(s), and the programme manager will endeavour to establish links between the consultants and any identified stakeholder/beneficiary the consultant might wish to contact.

The findings of the review shall be discussed at the Annual Review Meeting in Kampala in November. The assignments shall be carried out during the period August to mid-October

6.0 Expected output(s).

The successful firm(s) will be expected to hold a number of meetings with all the key stakeholders, review relevant documents/reports and make the necessary analyses. The incumbent will on the basis of the above and in line with sections b & c produce an inception report, draft report and final report, detailing out the findings and recommendations of the whole exercise. Where appropriate, consultant may present ratings in the form of tables with brief justifications based on the findings of the main analysis.

7.0 DESIRED QUALIFICATIONS (MINIMUM)

The successful consultancy firm should have personnel of high integrity with at least one key expert possessing at least a post graduate qualification and 10 years experience in the fields respectively mentioned below;

- a. Previously dealt with monitoring and evaluation of donor funded projects in sub Saharan Africa.
- b. Knowledge of Standardisations, Metrology, Conformity Assessment and Accreditation (SMCA).
- c. Awareness of international (WTO, ISO, IEC, Codex Alimentarius, BIPM, OML, ILAC, IAF) as well as regional developments (EAC, COMESA) in the SMCA area and good practices approaches (especially in the food and agricultural sectors).
- d. Computer literate including use of statistical tools for data analysis
- e. Knowledge of Government systems and policy development as well as experience in the EAC and COMESA regions will be added advantage.

Annex 2 – Documentation Accessed

The list contains the key programme documents used during the Review. A range of other internal working documents and other sources were also used.

QUISP Needs Assessment Report, 19 December 2008

Programme Proposal for “Quality Infrastructure and Standards Programme -QUISP”, September 2009

Sida Assessment Memo, January 2012

Annual Report for the period 1st July 2010 – 30th June 2011, 5th September 2011

Annual Report for the period 1st July 2011 – 30th June 2012, 5th July 2012

3rd Annual Programme Workplan and Budget Estimates for the period 1st July 2012 – 30th June 2013, Draft 3rd August 2012

National Standards and Quality Policy, May 2012

The National Standards and Quality Policy Implementation Plan (NSQPIP), 2012 – 2016, Draft

Assessment of the Legal and Policy Framework for Standards and Quality Assurance Infrastructure in Uganda, Final Report June 2011

Study Report to Establish the Standards and Quality Coordination and Collaboration Framework for Uganda, First Draft, June 2011

Media and Communication Strategy for the Implementation of Standards and Quality Infrastructure, November 2011

Study Report on the Assessment of the Capacity Needs of SMCA Service Providers in Uganda to Support Priority Product Value Chains, August 2012

Review of Capacities of Lead Agencies Involved in Standardisation, Draft Report, undated

Annex 3 – List of Persons Interviewed

Name of Participants	Sex	Designation	Institution
Georges Ayivi-Houedo	M	Advisor	aBi Trust
Gilbert Arinaitwe Mbalinda	M	Officer	aBi Trust
Kephera Kateu	M		CHEMIFAR
Shaban R Sserunkuma	M		CONSENT
Kimera Henry	M	CEO	CONSENT
Emmanuel Mutahunga	M	Programme Manager	EPA TAPSS
Onen Geoffrey	M	PGA	GOVT CHEMIST
Kwesiga Fokushaba . J	F	SAI	MAAIF
Stephen Byantwale Tibeijuka	M		MAAIF
Dr Charles Mukama	M		Ministry of Agriculture, Animal Industry and Fisheries
Amelia Anne Kyambadde	F	Minister of Trade, Industry and cooperatives	MTIC
Silver Ojakol	M	COM.ET	MTIC
Cyprian Batala	M	ASS.COM.ET	MTIC
Eng. Ssenkungu Samuel	M	DIRECTOR	MTIC
Amb. Julius.B.Onen	M	PS	MTIC
Agaba Edson Friday	M	Food Desk Coordinator	National Drug Authority
Dr. David Kamukama	M	C.REPRESENTATIVE	NIRAS
Ananias Bagumire	M	CONSULTANT	NIRAS TA team
Jeffrey Atwine	M	CONSULTANT	NIRAS TA team
Kirabo Sheevon	F	ADMINISTRATOR	NIRAS TA team
Hakan Kallgren	M	TEAM LEADER	NIRAS TA team
Innocent Ejolu	M		OPM
Moses Ogwal	M	Director	Private Sector Foundation Uganda
Ekanya Eva	F	TRADE POLICY OFFICER	Private Sector Foundation Uganda
Esther Kisembo	F	PA	QUISP
David Baziwane	M	PO	QUISP
Monica Tubenamukama	F	FAM	QUISP
Denis Ainebyona	M	C.COORDINATOR 1&2	QUISP
Jacquee Zawedde	F	COMMUNICATION	QUISP
Deo Kamweya	M	Programme Manager	QUISP
Deus Mubangizi	M	C.COORDINATOR 4&5	QUISP/UNBS
John Nakedde	M	NATIONAL PROG. MANAGER	Sida
Annette Mutaawe	F	COUNTRY DIRECTOR	TMEA
Ovia Katiti Matovu	F	CEO	UFPEA
Othieno Odoi	M	ST PO	Uganda Export Board
Prosie Kikabi	F	Investment executive	Uganda Investment Authority
Wesonga Lamech	M	Ass. Manager Policy	Uganda Manufacturers Association

ANNEX 3 – LIST OF PERSONS INTERVIEWED

Godfrey Ssali	M	Policy and Advocacy Officer	Uganda Manufacturers Association
Michael Oketcho Lawrence	M	Manager	Uganda Manufacturers Association
Sebbagala M. Kigozi	M	Exxecutive Director	Uganda Manufacturers Association
Ben Manyindo	M	AG.ED	UNBS
Yasin Lemeriga	M	Manager	UNBS
Augustine Mwendya	M		UNFEE

Annex 4 – QUISP's Logical Framework

Quality Infrastructure and Standards Programme (QUISP)

	Intervention logic	Objectively Verifiable indicators	Sources and means of verification	Assumptions / Risks
Overall Objective	To promote the use of standards and quality Infrastructure so as to improve the competitiveness of Uganda's products, processes and service delivery systems in domestic and international markets	Improved quality standards and infrastructure Improved competitiveness of Uganda's products Improved service delivery	Quality standards and infrastructure Increased market for Uganda's products	
Specific Objectives/ Project Purposes	1.To develop a policy for standardization and review strategies for policy implementation	Policy for standardization developed	National policies	MTTI efforts are corroborated by other key stakeholders both public and private sectors
	2.To establish a comprehensive and effective legal framework for implementation and enforcement of standards and quality assurance measures	Comprehensive and effective legal framework established	National legal frameworks	
	3.To establish an effective Coordination mechanism with clearly defined mandates and responsibilities for the different actors in the standards and quality area	A clear coordination mechanism put in place	Defined institutional mandates	Quality infrastructure and standards remain Government priority to enhance competitiveness
	4.To rationalize and support the institutional set up of service providers for standards development, conformity assessment and measurement services	Institutional set up of service providers rationalized	Institutional review missions	
	5.To enhance public awareness on standards and quality products and best practices	Levels of awareness on standards improved	Midterm and impact assessment reviews	Public is receptive, committed and able to implement recommended actions
Results				
Purpose 1: To develop a policy for quality infrastructure and standards and review the strategies for implementation of the standards strategy -C1				
Results	1.1 Development of a policy framework for which decisions and actions within the standards and quality area, which reflect agreed practices and principles	Policy approved and adopted	Printed copies of the approved Policy document	Stakeholder are committed to agreed policy actions
	1.2 Strengthened and effective mechanism	Policy and strategy operational	Progress and evaluation	Institutions are willing

	Intervention logic	Objectively Verifiable indicators	Sources and means of verification	Assumptions / Risks
	for ensuring that standards and quality Actions are implemented in line with the policy	and linked to decisions and actions	reports	to adapt institutional and policy best practices
	1.3 Regular and consistent implementation, monitoring and evaluation of standards and quality activities	No. of monitoring activities undertaken	Monitoring Reports	Availability of experts and funds for monitoring
	1.4 Enhance sector-wide understanding on national standards & quality policy strategy	No of players participate in sensitization activities undertaken	Reports	Sector responsiveness assured
Purpose 2: To establish a harmonized and comprehensive legal and regulatory framework for the standards and quality infrastructure and to enhance the legal basis for the implementation of standards and quality control measures - C2				
Results	2.1 Establishment of an effective legal and regulatory framework for quality infrastructure and standards	No of laws and regulations reviewed	Activity reports	Responsible Institutions process and pass the tabled bills in time
	2.2 Streamlining of legal basis for implementation of the quality infrastructure and standards policy and strategy	No of bills legislated and enacted	Enacted bills	
	2.3 Enabled the domestication (National Implementation) of the EAC SQMT Act	Effective national implementation mechanism	Enacted bills	
Purpose 3: To establish clear, defined mandates and responsibilities for the different actors in standardization and establish a coordination mechanism which promotes harmonization of aims, objectives and programmes among stakeholders – C3				
Results	3.1 Establishment of a coordinated mechanism of carrying out standardization activities at national, regional and international levels	No of players successfully implementing best practices as reflected by existence of relevant systems	Institutional reports PMU progress reports	Institutions are willing to adopt institutional coordinated mechanisms and best practices
	3.2 Establishment of a data base of public and private service providers in the area of standards and quality control requirements	Data base developed	Data base	Availability of the required technology
Purpose 4: To strengthen the rational set up of service providers concerning standards development, conformity assessment and measurement services-C4				
Results	4.1 Establishment of an efficient mechanism of rationalizing the set up of national centres	No national canters of excellence rationalised	Reports	Institutions are willing to accept criteria for

	Intervention logic	Objectively Verifiable indicators	Sources and means of verification	Assumptions / Risks
	of excellence for standards and quality systems, located in both the public and private sectors			rationalisation
	4.2 Establish well balanced, essential and affordable standards and quality services of international repute in the domestic market	International acceptance of Uganda's certificates	Market survey report PMU progress reports	Service providers are able to adopt the standards
	4.3. Monitored and evaluated capacity development	No. of monitoring missions	PMU progress reports	
Purpose 5: To encourage application of standards and use of conformity assessment and measurement services to increase competitiveness of Uganda, but also to enhance the general understanding of the roles and benefits of producing World class standard and quality products – C5				
Results	5.1 Increased awareness and understanding in general of the role standards and quality play in accessing domestic, regional and international markets	Increased awareness	PMU progress reports	Public is able to appreciate the role of quality and standards
	5.2 Increased attention to Standards and Quality in education both tertiary and vocational training	Number of schools adopted standards curricular	Progress Reports	MoE&S willing to include standards curricula in the school curriculum
	5.3 Monitored and evaluated awareness raising and policy implementation	Monitoring Missions	PMU monitoring and progress reports	Available resources for monitoring
	5.4 Mass media oriented awareness programme developed and implemented	Number of awareness campaign undertaken	Reports, adverts and newsprint	Public will be willing to read publications
Activities				
Purpose 1: To develop a policy for quality infrastructure and standards and review the strategies for implementation of the standards strategy -C1				
Result 1.1 Development of a policy framework for which decisions and actions within the standards and quality area, which reflect agreed practices and principles are reached				
Activities	1.1.1 Develop a standards and quality policy	Standards and quality policy finalized	Printed Policy document	Experts are available to contribute to the review the policy and strategies
	1.1.2 Review the draft Standards Strategy			
	1.1.3 Review the proposed SPS policy			
	1.1.4 Review the SPS strategy	SPS policy finalised	Printed policy document	
Result 1.2 Strengthened and effective mechanism for ensuring that standards and quality Actions are implemented in line with the policy				
Activities	1.2.1 Develop guidelines on principles and practices for the quality and standards	Guidelines put in place	Printed copies	Receive consensus from stakeholders on guidelines
	1.2.2 Develop a strategy for implementation	Implementation strategy in		

	Intervention logic	Objectively Verifiable indicators	Sources and means of verification	Assumptions / Risks
	of the strategy	place		
Result 1.3 Regular and consistent implementation, monitoring and evaluation of standards and quality activities				
Activities	1.3.1 Develop a strategy for implementation of the strategy 1.3.2 Develop monitoring and evaluation instruments 1.3.3 Monitor implementation	Performance and monitoring tools developed	Performance and monitoring reports	Timely release of funds for monitoring and evaluation
Result 1.4 Enhance sector-wide understanding on national standards & quality policy strategy				
Activities	1.4.1 Facilitate the participation of key stakeholders in regional and international fora	Number of key stakeholders facilitated to participate Number of fora attended	Participants feedback Reports	Key stakeholders are willing to participate in fora
Purpose 2: To establish a harmonized and comprehensive legal and regulatory framework for the standards and quality infrastructure and to enhance the legal basis for the implementation of standards and quality policy and strategy - C2				
Result 2.1 Establishment of an effective legal and regulatory framework for quality infrastructure and standards				
Activities	2.1.1 Prepare inventory of laws that requires revision 2.1.2 Prepare inventory of pending Draft Bills for the sector-wide Standards & Quality field and identify the stages they are at in legislative process 2.1.3 Review and update relevant laws and regulations 2.1.4 Identify gaps where new legislation has to be developed and enacted 2.1.5 Revise the outdated laws 2.1.6 Draft the new Bills and Regulations through the established Government machinery 2.1.7 Obtain Approvals for the New Bills and Regulations from the relevant Line Ministries and Cabinet 2.1.8 Enact the Bills into Law	List/Number of laws to be revised List of Pending draft Bills New bills elaborated for identified gaps Number of laws revised No. of bills and regulations enacted No. of bills approved No. of bills enacted	Inventory laws to be revised Inventory of pending draft bills Printed bills Printed bills Inventory of bills approved Printed bills	Responsible Institutions process and pass the tabled bills in time Willingness for institutions to provide relevant information Responsible Institutions process and pass the tabled bills in time
Result 2.2 Streamlining of legal basis for implementation of the quality infrastructure and standards policy and strategy				
Activities	2.2.1 Effect legislation through	Verified coordination	Progress Reports	Bills enacted in time

	Intervention logic	Objectively Verifiable indicators	Sources and means of verification	Assumptions / Risks
	implementation 2.2.2 Establish mechanism for assessing the effectiveness of the standards quality laws and regulations 2.2.3 Put in place a streamlined Standards and Quality Infrastructure with clear mandates and responsibilities	A streamlined Standards and Quality Infrastructure with clear mandates and responsibilities	Reports and manuals	Receive consensus from concerned institutions on the mandate and responsibilities
Result 2.3 Enabled the domestication (National Implementation) of the EAC SQMT Act				
	2.3.1 Enact the Bills into Law 2.3.2 Establish a coordination mechanism for implementation of national, regional and international standards 2.3.3 Measure outcomes	Number of bills enacted Verified coordination	Printed bills Progress Reports	Responsible Institutions process and pass the tabled bills in time
Purpose 3: To establish clear, defined mandates and responsibilities for the different actors in standardization and establish a coordination mechanism which promotes harmonization of aims, objectives and programmes among stakeholders – C3				
Result 3.1 Establishment of a coordinated mechanism of carrying out standardization activities at national, regional and international levels				
Activities	3.1.1 Elaborate procedure and prepare a chart for mode of coordination and operation among the lead Ministry MTTI, lead agencies identified, public and private service providers 3.1.2 Draft procedure, modalities and frequency for a National Standards and Quality forum to be hosted by MTTI 3.1.3 Prepare, approve and publish guidelines for preparing Uganda's national positions in regional and national cooperation 3.1.4 Prepare and publish guidelines for feeding back information to stakeholders and to Government from regional and international cooperation 3.1.5 Prepare, approve and publish guidelines for notifications according to	Procedures and a chart for mode of coordination and cooperation developed A National Standards & Quality forum established Guidelines for participation in regional and international cooperation developed Guidelines for feed back information published Guidelines for notification published	Printed procedures Forum reports, minutes and resolutions Published guidelines Published guidelines Published guidelines	MTTI play its role in a judicious manner Technical partners are willing to share knowledge and specific expertise with MTTI

	Intervention logic	Objectively Verifiable indicators	Sources and means of verification	Assumptions / Risks
	WTO TBT Agreement and EAC SQMT Act 3.1.6 Identify sectors or agencies to represent Uganda in specific regional and international cooperation	Number of agencies or sectors identified	Reports,	Sectors/agencies are willing to participate in Fora
Result 3.2 Establishment of a data base of public and private service providers in the area of standards and quality control requirements				
Activities	3.2.1 Establish and maintain a database of service providers	A database of public and private service providers established	Database	Availability of relevant software and technological infrastructure
Purpose 4: To strengthen the rational set up of service providers concerning standards development, conformity assessment and measurement services-C4				
Result 4.1 Establishment of an efficient mechanism of rationalizing the set up of national centres of excellence for standards and quality systems, located in both the public and private sectors				
Activities	4.1.1 Establish a prioritized standards programme and rationalized interventions 4.1.2 Review the capacities of the existing lead standards agencies and their technical regulations 4.1.3 Develop capacity to efficiently develop and harmonise standards at national regional and international levels 4.1.4 Train ministries and other agencies to prepare their technical regulations based on international standards 4.1.5 Provide necessary facilities and/or equipments to the standards agencies 4.1.6 Undertake on job training, study tours and short-term attachments	Number of interventions Review undertaken Levels of capacity Capacity in preparation of technical regulations developed Facilities / equipments provided Number of participants	Progress reports Reports Reports Training reports Progress Reports Participants feedback	Availability of relevant officials for consultation Availability of experts to develop capacity Availability of experts to offer training Availability of funds Country/institutions readiness
Result 4.2 Establish well balanced, essential and affordable standards and quality services of international repute in the domestic market				
Activities	4.2.1 Prepare an inventory of existing conformity assessment bodies in Uganda 4.2.2 Undertake a study on actual use of different levels of conformity assessment services	Number / List of conformity assessment bodies	Inventory Study reports	Willingness of institutions to provide relevant information

	Intervention logic	Objectively Verifiable indicators	Sources and means of verification	Assumptions / Risks
	4.2.3 Identify overlaps and gaps in conformity assessment services available in Uganda 4.2.4 Establish a criteria to rationalize allocation of centers of excellence 4.2.5 Establish a forum for conformity assessment bodies 4.2.6 Based on gaps analysis prepare proposals for capacity development of human and physical resources 4.2.7 Undertake measures to promote mutual recognition of standards and quality arrangements 4.2.8 Promote use of electronic methods in conformity assessment and certification systems 4.2.9 Mobilise private sector to put in place mechanism for ensuring standards and quality compliance	Number of gaps identified Criteria Developed Forum established Capacity Development Plan Number of certification made electronically Number of private sector complying to standards and quality assurance	Progress report Reports Reports Capacity development plan printed Inspection Reports PMU progress reports	Institutions consider identified gaps relevant Institutions consider identified criteria relevant Availability of experts to implement capacity building pals Availability of relevant infrastructure Private sector will be complaint and willing to put in place standards and quality compliance mechanism
Result 4.3 Monitored and evaluated capacity development				
Activities	4.3.1 Prepare inventory of essential verification and calibration equipment required 4.3.2 Study which measurement services are required 4.3.3 Study national capacity for offering essential measurement 4.3.4 Based on studies, prepare proposals for capacity development 4.3.5 Put in place measures to harmonise metrology initiatives at regional level	Number of verification and calibration required List of measurement services required Number of proposals prepared Measures put in place	Inventory Activity report Activity report Activity report	Availability of experts and funds

	Intervention logic	Objectively Verifiable indicators	Sources and means of verification	Assumptions / Risks
	4.3.6 Facilitate effective institutional participation in various fora	No. of institutional facilitated and fora attended	Activity report	
Purpose 5: To encourage application of standards and use of conformity assessment and measurement services to increase competitiveness of Uganda, but also to enhance the general understanding of the roles and benefits of producing World class standard and quality products – C5				
Result 5.1 Increased awareness and understanding in general of the role standards and quality play in accessing domestic, regional and international markets				
Activities	5.1.1 Prepare communication strategy 5.1.2 Carry out pre-measurement survey of awareness and attitudes among different target groups 5.1.3 Arrange sensitization events	Communication strategy developed No. of sensitisation events carried out	Printed communication strategy Activity and progress reports (PMU & UNBS)	Availability of experts Timely release of funds
Result 5.2 Increased attention to Standards and Quality in education both tertiary and vocational training				
Activities	5.2.1 Review and/or propose new curricula 5.2.2 Prepare training materials	Curriculum / training materials developed	Printed curriculum and training materials	Availability of experts to develop the curricula.
Result 5.3 Monitored and evaluated awareness raising and policy implementation				
Activities	5.3.1 Prepare business cases, reward schemes, MSME, pilot projects, consumer campaigns 5.3.2 Put in place monitoring system	Number of business cases, reward schemes, MSME, pilot projects, consumer campaigns Monitoring tools	PMU progress / activity reports Monitoring reports	There will be sufficient resources to under take the initiatives
Result 5.4 Mass media oriented awareness programme developed and implemented				
Activities	5.4.1 Prepare media awareness programme 5.4.2 Conduct media awareness campaign	Number of media awareness programme carried out (TV appearances, Radio live talk shows, newspaper articles, outdoor shows)	UNBS and /or PMU progress/ activity reports	Timely release of funds Media will be responsive

Annex 5 – QUISP's Progress by Sub-Component

	Table of QUISP Workplan detailed implementation Schedule (2011-2012)	Progress September 2012
1	Development of the National Standards and Quality Policy and the review of the Draft Standards Strategy	
1100	Finalise the development of the National Standards and Quality Policy and commence its implementation:	
1110	Support NSQP taskforce meeting to review and finalise the draft NQP (by integrating the TA and Cabinet comments before printing)	Done
1120	Preparation of Cabinet Paper to submit the final draft NQP for cabinet discussion, comments and approval	The National Standards and Quality Policy was approved by the Cabinet in May 2012.
1130	Support the Printing, distribution and publication of the policy and its implementation plan after it has been approved by cabinet.	Done
1140	Support the official launching of the approved NSQ Policy and its strategic implementation	Done
1200	Review and harmonisation of the Standards Strategy to align it to the National Quality Policy and Development of the NQP Implementation Plan	
1210	Organise and support NSQ Taskforce working meetings to review the draft NQP implementation Plan and align it to the approved Policy, taking into account the comments from Cabinet	Work on joint implementation plan for both the NSQP and NAP (NSQPIP) is ongoing. Final draft expected end October.
1220	In line with Cabinet guidelines regarding the development of national policies, organise a national stakeholder consultation for the draft NQP Implementation Plan (PMU with assistance of the TA to make specific presentations in this forum)	Not realised
1230	Facilitate the Printing, distribution and publication of the Standards Policy Implementation Plan/Strategy	Not realised
1240	Organise the Launching of the NQ Policy Implementation Plan	Not realised
1300	Finalisation and Implementation of the SPS Policy	Shifted to EPA TAPSS
1400	Support the Domestication of Global GAP Standards (PSCP II)	Shifted to PSCP II
1500	Build the Capacity of National Accreditation System	
1510	With assistance of the international TA experts, Support the finalisation of the National Accreditation Policy with a view of combining it with the draft NQP	
1520	Use the relevant accreditation law to develop the National accreditation organisational structure, regulations and procedures for operationalisation of the Accreditation body	Did not have to wait for a new Law.

1530	Recruitment of the technical expert to assist the NAFP in the development of the NAB	Richard Collier contracted as part of TA team
1540	Facilitation for One stakeholders consultative meeting to Validate the draft NAP implementation plan	After discussions with TA team, joint implementation with NSQP
1550	With the assistance of the TA experts, prepare a cabinet memo (at the appropriate time) to seek its approval of the above mentioned (see 1520) as well as the establishment of the National accreditation body	Draft National Accreditation Policy awaits submission to cabinet.
1560	Facilitate printing, distribution and publication of the roadmap/implementation plan for the establishment of the national accreditation body	
1570	Logistical support to the Accreditation secretariat-office equipment(e.g. Projector, Printer,)	
1580	Develop and recommend a recruitment Plan with positions and qualifications for the staffing of the National Accreditation Body	There is a draft structure for NAB. 3-4 staff good enough to start. External office and equipment secured.
1600	Institutional Support to MTTI, UNBS and other public as well as private sector agencies to effectively participate in the regional and international SMCA fora	
1610	Support MTIC, UNBS to generate scientific data or develop appropriate thematic papers on SMCA to support the preparation, discussion and development of national positions for the respective fora	Competent entities (researchers) were contracted to develop thematic papers. Future use have not been checked
1620	Facilitate Uganda's participation in the relevant EAC, COMESA, SMCA meetings	Participation to EAC (2), COMESA (2), EASQ (2), Tripartite (1), AU (1). Will continue.
1630	Support Uganda's participation in WTO and other related meetings (such as IPPC, CODEX, OIE and ISO)	ISO GA (1), WTO TBT/SPS (2). Will continue
1640	Facilitate the preparation of a sustainable model for financing of international cooperation in the SMCA area for the Ministry and other SMCA agencies	Draft report produced.
1800	Institutional support to other public agencies to effectively implement their standards and quality related mandates.	
1810	Support the Department of Tourism development to undertake a study on the implementation of relevant standards in hospitality industry (ISO 22000, ISO9004, HACCP and ISO 14001)	MoU signed recently. For Workplan 2012/13
2000	Legal and Regulatory frame work review	
2100	Support the review and updating of the key laws, regulations and pending draft bills as identified by the previous studies	
2110	With assistance of the TA and basing on the recommendations of the legal review study, facilitate the development of SMCA laws (5 laws/bills are foreseen and 5 technical regulations)	Legal review study. Two draft principles and their related bills covering the aspects of scientific Metrology and Accreditation are scheduled to be submitted to Cabinet for review and possible approval before the end of December 2012. Legal metrology in first draft (not shared with stakeholders). Two more areas for legislation identified (Conformity Assessment and Technical Regulation) - there is a position paper from the TA team.
2120	Facilitate stakeholder consultative meetings (4 of	Delayed

	them) with Uganda Law Reform Commission and other stakeholders on the establishment of the SMCA legal framework -at least one meeting per quarter for about 20 people	
2130	Support sector specific consultations on the development and or enactment of new legislation to fill the identified gaps-5 bills/regulations.	Delayed
2200	With the assistance of the international TA experts, develop training and guidance materials for law enforcement officers in ministries and government agencies (inform of conformity assessment tools/ inspection manuals, guidelines and checklists).	
2210	International TA experts to assist in the development of the required training and guidance material	Preparations in collaboration with the TA team leader (Mr. Hakan Kallgren) and UNBS are ongoing to ensure the development of relevant training and operational kits for conformity assessment officers. On-going now.
2220	Facilitation of the stakeholder consultations and boardroom meetings to discuss/review the training and guidance materials proposed by the international TAs	
3000	Coordination of Standardisation Stakeholders	
3100	Support the establishment of the SMCA coordination and collaboration forum	
3110	With assistance from the TA, review the draft report submitted by the consultants so as to ensure that the study takes into account the international best practices	Study undertaken in November 2011
3120	Organise a validation workshop to review the consultant's findings/draft report and receive recommendations from stake holders	Three multi-sector consultative meetings
3130	Prepare a Cabinet paper for approval on the establishment of the SMCA council/Forum a	TA expert (Dr. Ananias Bagumiire) has drafted a concept paper with recommendations on how best to ensure an effective and efficient SMCA coordination mechanism for Uganda. A cabinet information being prepared. Fully operational next year.
3140	Facilitate the official launch of the National SMCA Forum, subject to the approval and endorsement by the Cabinet	
3200	While in the process of establishing SMCA Forum is ongoing, Facilitate the SPS/TBT Committee quarterly meetings and provide for one extra ordinary meeting	Five meetings organised
3300	Facilitate Government officials and 3 personnel from the private sector associations to undertake study tours aimed at benchmarking standards coordination and collaboration mechanisms in countries where such mechanisms exist (e.g. Ghana, Sweden, Greece etc)	Three study tours organised to Sweden, Mauritius and Malaysia
3400	Support TBT/SPS National Inquiry focal Points and National Notification Authority	
3410	Facilitate national consultative meetings (maximum of 5) to discuss and agree on country positions to be presented in, as well as Identify appropriate stakeholders to represent Uganda in regional and international Standards and other related fora such	?

	as codex, IPPC and OIE fora among others.	
3420	International TA experts to advise on the establishment of elaborate procedures, modalities and operations through preparation technical papers; to advise on the establishment of elaborate procedures and chart for mode of coordination and operations of the quality forum	?
3430	Facilitation for two national seminars on Technical Barriers to Trade (TBT) in collaboration with the WTO and Codex	Done
4000	Capacity Development of Service providers from the Standards and Quality Infrastructure	
4100	Establishment a data base of service providers and development of the capacity needs assessment, based on this study a prioritised interventions will be undertaken	
4110	Facilitate the Ministry to develop a database of service providers and development of the capacity needs assessment based on the respective studies undertaken	Delayed - Final stage
4120	Undertake (TAT) a study on the actual use of different levels of conformity Assessment services available in uganda and give appropriate advice (testing and calibration)	Delayed - Preliminary report
4130	Undertake a complementary study so as to determine the priority needs of procedures and service providers (Based on the recommendation of the international TA expert on the final report of the capacity assessment study that was carried during 2010/2011 workplan)	The draft report "Determination of the needs to SMCA service providers in Uganda" submitted to the Ministry in June 2012.
4140	With assistance of the international TA experts, review the results of the complementary study to be carried out as indicated in 4113 above	?
4150	Facilitate one sector wide stakeholder consultative workshop to review and validate the findings of the additional /complementary study that has been proposed by the international TA experts	The draft is scheduled to be subjected to a stakeholders validation review before the end of July 2012. It envisaged that the suggested interventions regarding the same will be catered for in the subsequent workplans.
4200	Facilitate short term interventions in the industry related market surveillance matters for the UNBS/MTIC to monitor standards compliance in local markets	
4210	Strengthen MTIC to carry out industrial surveillance and monitor compliance to good industrial and manufacturing practices, environmental standards and identification of skills gaps in value addition chain	Per-diem and transport to inspectors. Not sustainable
4220	Support MTIC to complete the the National Industrial Survey to generate the National Industrial database (this will build on the pilot industrial survey conducted in the last financial year).	District Commercial Officers were facilitated to collect data (industrial survey) about the status of enterprises (especially MSMES) located within their respective districts. Additionally three taskforce meetings were held to critically review and advise the contracted IT consultant (Ethertech) on how best to create a user friendly and effective industrial database prototype
4230	Support MTIC to conduct training/sensitisation	224 MSME personnel trained

	seminars on best manufacturing practices to improve quality and productivity in MSMEs- 5seminars @50 people.	
4400	Enhance the capacity of standards agencies involved in standards development and enforcement; taking into account the study carried out in the first (2010/2011) annual workplan	
4410	Support Technical committees to undertake the development and harmonisation of at least 10 standards for the mostly traded in products within the regional markets (EAC & COMESA)	
4420	In collaboration with UNBS, facilitate at least 10 MSMEs to be audited and supported to gain competence in their operations in regards to SMCA matters	Four fact finding SMCA audit drives were conducted covering MSMEs in all the four major greater regions of the country (i.e. Eastern, Northern, Western and Central). Just started certification process.
4430	Undertake training of five apex associations of farmers and manufacturers (UMA, UNCCI, USSIA, HORTEXA and UNFFE) in standards implementation and compliance.	200 personnel from Apex associations (Uganda Small Scale Industries Association (USSIA), Uganda National Farmers' Federation (UNFFE) and the Horticultural and Exporters Association (Hortexa) trained; a one day training workshop on the impact of WTO SPS/TBT regulations on trade competitiveness of UNCCI members
4500	With assistance from the TA, support MTIC to conduct training of relevant institutions	
4510	With guidance from the TA facilitate on job training, short-term attachments etc through twinning programs with internationally recognised institutions and other regional standards bodies in metrology and conformity assessment.	7 officers from MTIC and the Uganda National Bureau of Standards undertook capacity enhancement courses in standards development, metrology and accreditation in Kenya, South Africa and Malaysia;
4520	Facilitate the NAFIP to undertake relevant training courses	5 trained
4600	Facilitate negotiation training courses and sessions aimed at equipping Ugandan representatives to SQMT regional and international meetings. This will assist Ugandan delegations to speak with "one voice" on contentious issues likely to affect the Ugandan economy	Two day training workshop on negotiations skills for the National TBT/SPS/Codex Committee and Trade Negotiation Team (TNT) - 55 participants
4700	With assistance from the TA, support MTIC to conduct training of relevant institutions	
4710	With assistance from the TA, support MTIC to conduct training on risk assessment and management of relevant institutions (MAAIF, MTTI, UNBS, MoH)	One training done
4720	With assistance from the TA, facilitate MTIC to conduct training of officials involved on formulation of standards and technical regulations.	In collaboration with UNBS organised a five days stakeholders' training focusing on standards development, harmonisation, challenges and their benefits to trade and public health.
4730	Facilitate training and capacity building of inspectors and auditors in modern inspection and verification techniques and sampling procedures.	Delayed
5000	Awareness Raising and Implementation Support	

5100	Carry out activities that will pave way for smooth implementation of the SMCA communication strategy	
5110	Review the awareness and communication study report by the international expert, so as to ensure that the final draft is in line with international best practices	Communication report submitted in Jan 2012
5120	Facilitate a stakeholders' validation workshop in order to review, comment and improve on the draft communications and awareness strategy before it can be submitted to MTIC	Done
5130	Support the Printing, distribution and publication of SMCA awareness and communication strategy as well as other communication material	The National Industrial Survey and the Standards Communication and Awareness Strategy were commissioned and launched respectively on Friday 2nd March 2012
5140	Facilitate the development of relevant communication and awareness materials which will include but not be limited to brochures, posters, CDs etc	Printing and distribution of awareness material in form of brochures, diaries, calendars etc. Other recommended awareness intervention drives are scheduled to be carried out in the fourth quarter and will be extended into the next financial year.
5200	With Technical assistance experts, dialogue with other Government Ministries, Department and Agencies on SMCA issues	
5210	Support continuous dialogue and networking with SMCA stakeholders who include MoES, media, traders, policy makers and farmers among others	One day stakeholders' dialogue meeting with UNBS and the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF); UNBS Annual Quality Gala dinner. Newspaper supplements published.
5220	Facilitate dialogue meetings with local governments on SMCA implementation	Delayed
5230	Facilitate dialogue meetings with the private sector on SMCA issues (targetted meetings, workshops, breakfast events for policy makers, parliamentarians, CEOs etc (at least two meetings per quarter)	Delayed. One breakfast meeting done.
5300	Create SMCA awareness among the public and private sectors	
5310	On a pilot basis support the implementation of the meat and animal/poultry feeds standards with the view to declare them as technical regulations in the longterm	The shooting of a documentary that highlights the challenges faced by the animal feeds and meat industry is ongoing. Upon completion, the same documentary will be used to aid the awareness drives aimed at improving on the operational standards within the meat and animal feeds industry (related activities have been planned and are scheduled to be implemented during the 2012/2013 workplan). With UNBS, MAAIF and CONSENT. Documentary not used yet
5320	Hire a communications expert to assist the PMU to design and produce radio jingles to be played for 1-2 minutes on various local radios (in the main local dialects)	Moved to 2012/13 workplan. Procurement just started.

5330	Undertake mass media awareness campaigns, which will include newspaper supplements and TV talk shows i.e. publish quarterly 4 page supplements on standards in the 2 major newspapers for an average of 2 times per month.	Moved to 2012/13 workplan. Just started
5340	Undertake outreach sensitisation programmes to stakeholders countrywide through provision of a film van. This will involve the purchasing of a customised film van as well as production of the required materials and other equipment	Moved to 2012/13 workplan. Procurement just started.
5400	Support implementation of awareness activities on NQ policy and related issues.	
5410	While awaiting for the completion of the awareness and communication strategy study, Facilitate the uploading of the QUISP brochures, supplements, and other related documents such as the NSQ Policy, SPS Policy etc on the MTIC website	Some documents available on Website.
5420	Recruit a communications officer responsible for designing ,updating and maintaining an independent QUISP Website.	A communications officer was re-cruited in November 2011 to assist the programme foster the implementation of activities contained under component 5.

Annex 6 – Inception Report

Executive Summary

This is the inception report for the Mid-term Review of the Quality Infrastructure and Standards Programme (QUISP) in Uganda implemented by the Ministry of Trade, Industry and Cooperatives and funded by Sida. The report acknowledges the lessons-learned aspect of the review and presents a revised set of evaluation questions structured to follow the OECD/DAC evaluation criteria. The main data collection event will be a two-week visit to Kampala in September and discussions with the QUISP Programme Management Unit, Embassy of Sweden and other relevant stakeholders. The final report will be submitted on 2 November 2012.

Assessment of scope of the evaluation

Background

The Quality Infrastructure and Standards Programme (QUISP) is a five-year programme (2010-2014) that aims to strengthen the standards and quality infrastructure of Uganda. The programme is implemented by a Programme Management Unit (PMU) within the Ministry of Trade, Industry and Cooperatives (MTIC). The PMU is supported by a technical assistance team led by NIRAS for the period May 2011-May 2013. QUISP is principally funded by Sida through a SEK 48 million contribution. In addition, EU has made a commitment of EUR 0.72 million for 2010 for the development and implementation of a Standards Policy, and there has been a contribution from Trade Mark East Africa.

In July 2012 a team of evaluators was contracted by the Embassy of Sweden in Kampala through Indevelop under Sida's Framework Agreement for Evaluations to conduct a Midterm Review of QUISP. This Inception Report provides the work-plan for the forthcoming Review, in particular by establishing the approach, evaluation questions and methods. It is based on a preliminary desk review of programme documents shared by the QUISP PMU and the Embassy of Sweden in Kampala (see Annex 1 for a list of documents) and a teleconference between the evaluators, the QUISP PMU and the Embassy of Sweden. There are a number of important programme documents that the evaluators have not yet received, which is why this inception report should be considered to be somewhat preliminary. As a consequence, as the work on the Review proceeds and documents are received, adjustments may be made to the evaluation questions and methods.

Preliminary observations from document review

A certain level of standards and quality capacity has been established in Uganda during the course of the past few years. However, in order to enhance the competitiveness of Ugandan products, there appears to still be a need to further improve quality infrastructure (standardisation, accreditation, metrology, conformity assessment and markets surveillance).

The Uganda Bureau of Standards, UNBS, is the lead standards-setting body, and was established in 1983. Other government agencies that are part of the quality infrastructure include: different ministries, the National Drug Authority, the Government Chemist Analytic Laboratory, the Uganda Communications Commission, the National Environment Management Authority and others. The number of private sector actors offering services related to quality and standards in Uganda are, so far, limited. However, there are number of private sector agencies, as well as private companies, that have an interest in a strengthened quality and standards structure. The Diagnostic Trade Integration Study, produced under the auspices of the Enhanced Integrated Framework, concludes that there is need of a coherent and agreed upon vision for the promotion and management of standards in order to promote economic development and increased trade in Uganda. Some of the problems identified are:

- limited awareness and knowledge at the level of producers, consumers, enterprises, institutions and policy makers;
- products in the market not conforming to standards;
- obsolete and inadequate legislation;
- unclear and overlapping mandates of the different agencies;
- inadequate human as well as financial resources to effectively perform the regulatory or facilitative functions;
- lack of accredited laboratories and certification services and the combination in UNBS of regulatory and commercial services.

The weaknesses in the quality infrastructure also result in difficulties for Uganda in the implementation of WTO agreements on Technical Barriers to Trade (TBT) and Sanitary and Phytosanitary regimes (SPS). As a member of the WTO, Uganda has an obligation to fulfil these agreements.

The standards and quality area has been supported by Norad, UNIDO, Germany, EC and the World Bank. The support has mainly been in form of project support related to standards, some support to UNBS and in areas connected to agro-industry. The Government of Uganda acknowledges the necessity to undertake measures to enhance the effective functioning of the Standards and Quality Infrastructure framework and this is given priority in the National Trade policy. The National Trade Sector Development Plan defines two of its policy actions as:

- Develop and implement a National Standards Policy to enhance and ensure conformity with standards requirements, quality management and assurance.
- Develop and implement a National Sanitary and Phytosanitary Measures Policy so as to protect plant, animal or human health and life.

The Cabinet has given MTIC the mandate and directive to implement and coordinate this work.

Scope of the evaluation

As mentioned in the proposal, it is our understanding that the review should focus on the following issues:

1. Progress on the implementation of activities and outputs to date, as specified in the programme document and annual work plans.
2. Initial project impact and potential sustainability.
3. Lessons-learned and recommendations for the future activities of the project.

The learning aspect of the review was emphasised by the Embassy of Sweden and the QUISP PMU.

Approach and evaluation questions

Overall approach

The review will address two aspects of QUISP: i) activities and results; and ii) management and implementation. An analysis of activities and results will reveal to what extent the programme has lived up to its initial expectations in terms of quality, quantity and timing. The key concern of a development programme is to deliver results. Since QUISP still seems to be in its initial stages, the review will focus more on the establishment of the programme and initial activities than on higher-level results. This being said, some outcomes in relation to capacity and institutions may have been realised. A helpful tool for analysing the design, delivery, results and potential of a programme in a succinct way is to use a “theory of change” (also called “intervention logic” or “programme theory”). This is a very practical tool – which is why the use of the term “theory” is somewhat a misnomer – that is explained below in the next section (see also Annex 2 for the conceptual background to the use of a theory of change).

The analysis of management and implementation of QUISP is important, given that there is still room for adjustment and there is interest from the Embassy of Sweden to look at the structure of the QUISP PMU. Is it able to deliver on planned work? This will be approached by addressing issues such as: the governance structure, administrative procedures, financial management and stakeholder involvement of the PMU.

Development of a theory of change

Against this background we now move over to developing a theory of change for QUISP. It is based on the documents made available to the evaluators (in particular, the initial programme document and the implementation schedule), in addition to preliminary discussions with the Swedish Embassy and the QUISP PMU.

The theory of change differs from the programme log-frame by emphasising the mechanisms (intermediary outcomes and outcomes) that link expected outputs and impact (‘results chain’). It provides a simplified graphical map of the QUISP programme based on the programme log-frame, focusing on key steps in the results chain. It is important to note that as we move from the left to the right in the diagram, the influence of the QUISP and its activities weakens, and other influencing factors come into play. As was mentioned above, the review will focus on the left-hand side of the diagram (i.e. outputs and intermediary outcomes), where we would expect to see some actual results, while the right-hand side (i.e. outcome and impact) will be addressed by analysing whether it is realistic that QUISP can contribute to these higher-level results.

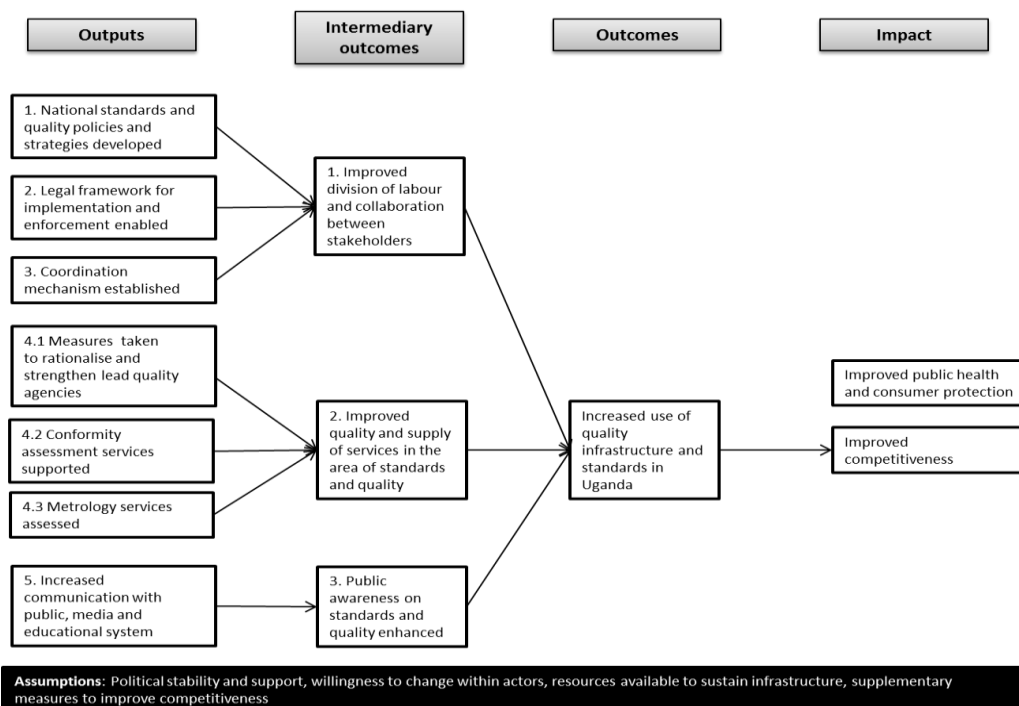
A theory of change of QUISP as understood by the evaluators is presented in Figure 3. The boxes show the expected results generated by the programme and the arrows

shows the main links between different results levels. It relates to the QUISP log-frame in the following way:

1. The Outputs correspond to the five main components of the programme, with the exception of component 4, for which the sub-components are included to show the standards development, conformity assessment and measurement services.
2. The Intermediary Outcomes and the Outcomes have been streamlined compared to the log-frame to reflect the main mechanisms of the QUISP. Outcomes are the short- and medium-term effects of a programme that can be reasonably linked to the Outputs.
3. Three Intermediary Outcomes are shown in the diagram, linked to the Outputs. Outputs 1 to 3 can be expected to lead to changes in the overall institutional framework and division of labour. Outputs 4.1-3 relate to improved quality and supply of quality-related services, and Output 5 to increased awareness of stakeholders.
4. These three Intermediary Outcomes are expected to lead to the main Outcome, i.e. “increased use of the quality infrastructure and standards” in Uganda, which also is the programme objective of QUISP.
5. Achievement of the programme objective may, in conjunction with a range of other factors, lead to the expected Impact of QUISP, which is to increase the competitiveness of Ugandan products. Mentioned in the QUISP Programme Proposal, but not explicitly in the QUISP log-frame, is another potential Impact of increased use of standards - improved public health and consumer protection.

Across the whole results chain, the steps there may be unintended or unexpected effects and links that may have to be taken into consideration. If they are important, they may lead to a revision of the theory of change.

Figure 7 QUISP theory of change



Each link in the results chain is built on a range of assumptions and is subject to a number of risks. The QUISP log-frame mentions a range of these factors. Some of the most important factors are mentioned at the bottom of Figure 3 and are listed in Table 6. These factors will be taken into account during the Review.

Table 6 Factors related to the theory of change

Factor	Principal results level
Motivation and basic capacities of staff involved in implementing activities	Outputs
Ownership of the programme within the Ministry of Trade, Industry and Cooperatives in particular	Outputs, Intermediary outcomes
Support and willingness to change by public and private actors concerned	Outputs, intermediary outcomes
Support to reform by Government and Parliament	Intermediary outcomes, Outcome
Public or private financial and human resources made available to sustain reform	Outcome
Capacity of enterprises and general public to respond to reform and increase use of standards and quality infrastructure	Outcome
Improvements in Ugandan business climate	Impact
Favourable world markets	Impact

There are also a number of additional and external factors other than QUISP that may explain changes that have occurred in Ugandan standards and quality infrastructure during the programme period. Some of these are listed in Table 7. The Review will take these factors into account when assessing the contribution (potential or real) made by QUISP to its overall objectives.

Table 7 Alternative explanations to change

Factor	Comments
Domestic factors	Factors internal to the Ugandan political, legal and administrative framework, such as political decisions to reform that started before or were not influenced by QUISP activities.
Other development interventions or programmes	Other past or present development interventions have initiated improvement in the standard and quality infrastructure.
International standard setting	EAC, COMESA or international standards harmonisation initiate reforms to the Ugandan quality infrastructure
Regional or world market	Changes in regional or international markets or conditions make firms more willing adopt standards

Recommendations regarding evaluation questions

The evaluation questions have been refocused and rearranged to fit the OECD/DAC evaluation criteria mentioned in the proposal (original numbering in parenthesis). The question on relevance has been broadened to address the overall relevance of the programme (question 1). A question has been added on the theory of change and potential impact (question 4), and one on cross-cutting issues (question 11). These

questions may need to be revised during the review process, in particular as the data collection gains speed during the visit to Kampala.

Relevance

1. Is the design of the programme (objectives and activities) relevant to the circumstances and needs of Uganda's standards and quality infrastructure? (*revised ii*)
2. Is the programme consistent and complementary with other activities, both nationally and regionally? (vii)
3. Which areas of the quality infrastructure not addressed by QUISP would need support? (revised xi)
4. What cross-cutting issues are there and how are they handled? (new)

Effectiveness

5. What is the progress on all the five programme components towards the achievement of the specific and overall objectives of the intervention? (i)

Efficiency

6. Are resources being efficiently used (including an analysis of the budget, planned and realised)? Can the budget be reduced or reallocated? (viii, ix)

Impact and sustainability

7. Are the theory of change and its assumptions/risks reasonable, based on existing knowledge and supported by key stakeholders? (new)
8. Does the programme have the potential to facilitate long-term sustainability after the completion of programme activities? (x)

Management and implementation

9. In case there are delays, what are the major reasons for causing delays to the already-stipulated roadmap and how could they be possibly addressed? (iii)
10. Is the QUISP PMU adequately structured and equipped to implement and monitor QUISP as expected in the programme document and work-plans?
11. Are all relevant stakeholders (public authorities, private sector, business/industry associations, consumer and other civil society organisations) adequately involved in the development and implementation of project activities? (iv)
12. How has the Technical Assistance team contributed to the implementation? Is there a need to extend the TA contract? (v, vi)

Proposed methods

Assessment criteria and data collection

So, how should the evaluation questions be answered? For each question there is a range of potential criteria that can be used to determine how the QUISP is performing. Table 8 provides a preliminary list of criteria. However, it is important to stay open to unexpected findings and alternative explanations. Depending on data availability, other criteria or indicators may be used, as for example, those listed in the QUISP log-frame.

The evaluators are open to both qualitative and quantitative methods of data collection to address the assessment criteria. It is expected that qualitative methods in

the form of individual and group interviews will be most important, depending on the degree to which the QUISP has generated quantitative data. As was mentioned in the Proposal, data collection will focus on a visit to Kampala, supplemented by document review and supplementary interviews with the Technical Assistance team.

Table 8 Assessment criteria

Evaluation aspect	Assessment criteria
Relevance	<ul style="list-style-type: none"> • Link to policy documents of Ugandan government • Link to and compatibility with EAC processes • Relation to existing needs assessments • Opinions of stakeholders and donors • Duplication or synergies with other activities
Effectiveness	<ul style="list-style-type: none"> • Activities performed and outputs produced • Enactment of laws, elaboration and approval of policies, strategies, etc. • Changes in behaviour among individuals and organisations • Firms certified, standards developed etc
Efficiency	<ul style="list-style-type: none"> • Analysis of the QUISP budget, planned and realised
Impact and sustainability	<ul style="list-style-type: none"> • Degree of relevance and effectiveness • Analysis of theory of change, assumptions and risks (see Table 6) • Analysis of alternative explanations (see Table 7) • Ownership and opinions of stakeholders • Planned programme follow-up
Management and implementation	<ul style="list-style-type: none"> • Process and timing of establishing the PMU and initiation of QUISP activities • Governance and decision-making structure • Administrative procedures • Documentation systems • Monitoring and Evaluation framework • Involvement and views of stakeholders • Technical assistance activities and their results

Visit to Kampala

The principal aim of the visit to Kampala is to conduct face-to-face interviews with the most important stakeholders of QUISP in order to collect data to respond to the evaluation questions. A list of potential stakeholders-to-be-approached is included in Annex 3. The selection of individual people should be based on their level of involvement and their knowledge of standardisation in Uganda in general, and of QUISP, in particular.

There are three main methods that we propose in order to collect data from the stakeholders:

1. Semi-structured face-to-face interviews with one several employees of an organisation conducted by using an interview template to which questions can be added or deleted depending on the individual being interviewed and the dynamics of the discussion. Draft interview guidelines are included in Annex 4.

2. Informal stakeholder meetings that allow for informal interaction with a group of stakeholders on what has worked, not worked and recommendations for the future. This allows for a more dynamic interaction and learning environment than interviews. An appropriate structure is to have 10-15 participants meeting for around three hours, with the evaluators as facilitators.
3. Stakeholder questionnaires sent out using a web-based interface. This allows for structured collection of information from a larger group of stakeholders.

It is expected that individual or small-group interviews will be the main way to approach the stakeholders. An informal stakeholder meeting can be a good way to reach out to a wider range of stakeholders and can be recommended if the QUISP PMU would find this useful. If there are QUISP activities with a significant number of participants, e.g. a training event, we will consider using a questionnaire to get feedback from as many participants as possible in a cost-effective way.

The final choice of data collection methods will be decided once the evaluators have accessed more of the programme documentation and in consultation with the QUISP PMU. To start the planning process, a proposed work-plan for the visit to Kampala is shown in Table 4. Two evaluators will be participating in the visit to Kampala. The first week, it is foreseen that they participate jointly in the interviews and discussions, while during the second week they can do separate interviews in order to meet with as many people as possible.

The evaluators are grateful for assistance from the QUISP PMU to propose individual interviewees, organise the meeting schedule in a resource efficient way and book the meetings. It would be preferable if the planning of the main activities and booking of most of the meetings was done in advance of the arrival of the evaluators to Kampala, so as to ensure an efficient use of time in Kampala. It is of course always possible that last-minute changes are needed.

The evaluators also gratefully accept the provision of office space, internet and printing facilities within the Ministry of Trade, Industry and Cooperatives. This will facilitate the review of documents in the files of the QUISP PMU and recurrent interaction on practicalities and substance.

Table 9 Proposed workplan for Kampala visit 17-26 September

First week (17-21 September)	<p>First day: A briefing meeting with the Embassy and the QUISP PMU to kick-off the mission, get acquainted, discuss any adjustments that should be made to the review, programme and activities and logistics.</p> <p>Second day: Interviews and discussions with the key programme stakeholders – the QUISP PMU, the leadership and other service of the Ministry of Trade, Industry and Cooperatives and UNBS.</p> <p>Rest of the week: Interviews and discussions with other important programme stakeholders, such as the members of the QUISP Steering Committee and other organisations that are particularly involved in the programme or the quality infrastructure in Uganda</p> <p>The aim is that the evaluators should have good knowledge of the programme and have consulted with the most important stakeholders by the end of the first week.</p>
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Second week (23-26 September)	<p>First day: Half-day informal stakeholder meeting with a wider range of different types of stakeholders from the public and private sectors and civil society</p> <p>Mid-week: Discussions and interviews with stakeholders not yet approached, in particular more peripheral stakeholder such as SMEs and other donors. It would be interesting to have a group discussion with SMEs that have been given training by the programme (if this has been the case).</p> <p>Last day: De-briefing meeting with the QUISP PMU and the Embassy to discuss key findings, address remaining questions and plan the rest of the review.</p>
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Reporting

The final report will present the data collected, respond to each evaluation questions and present lessons-learned and recommendations. The following structure is proposed for the final report:

1. Executive summary
 - a. Introduction
 - b. Summary of most important findings
 - c. Main conclusions and lessons learnt
 - d. Recommendations
2. Introduction
 - a. Background to the review
 - b. Purpose of the review
 - c. Review methodology
 - d. Structure of the review report
3. The QUISP and the theory of change
4. Findings of the review
 - a. Relevance (incl. cross-cutting issues (poverty, gender, environment, governance))
 - b. Effectiveness and efficiency
 - c. Impact and sustainability
 - d. Programme management and horizontal issues
 - i. Programme Management
 - ii. The technical assistance team
5. Conclusions and lessons learned
6. Recommendations

Annexes: Terms of reference, list of interviewed persons, list of main documents, questionnaire, other relevant information

Organisation of the review and work plan

The team of evaluators consists of three experienced consultants. A presentation was included in the Proposal, which is why it will not be repeated here. The roles and the division of labour of the evaluators are the following:

Mr. Jens Andersson	Team leader responsible for communication with the Embassy of Sweden and the QUISP PMU, developing the methodology and producing the review reports. Will participate in the visit to Kampala and in follow-up activities to the review.
Mr. Stefano Sedola	Technical expert, with particular focus on the relevance and quality of the QUISP programme as a whole and its activities. Will participate in the visit to Kampala.
Ms. Gunilla Göransson	Senior advisor to the team as regards overall review approach and in areas such as stakeholder mapping and interaction.

Jens and Stefano will both participate in the visit to Kampala. The whole team will contribute to the final report. As mentioned in the Proposal, quality assurance of the review and all review reports in respect to OECD/DAC and Sida criteria will be ensured by Indevelop's quality assurance system, which is compliant with ISO 9001:2000. Ms. Anna Liljelund Hedqvist is the appointed Project Manager at Indevelop's office in Stockholm and Dr. Ian Christoplos is the Project Director responsible for quality assurance. No major changes have been made to the work plan presented in the proposal.

Preliminary work plan																			
MIDTERM REVIEW FOR THE QUALITY INFRASTRUCTURE AND STANDARDS PROGRAMME (QUISP) IN UGANDA																			
					August					September				October					
Phase	Task	JA	SS	GS	31	32	33	34	35	36	37	38	39	40	41	42	43	44	
Inception	Programme documentation made available to consultants						13-aug												
	Assessment and review of relevant programme documentation	3	2	-			X	X											
	Discussions with Ministry and Swedish Embassy	-	-	-				X											
	Preparation of inception report	2	1	1				X											
	Submission of Inception Report	-	-	-				24-aug											
	Agreement with Sida on Inception report	-	-	-					31-aug										
Data collection	Briefing meeting in Kampala (incl. international return travel)	3	3	-								17-sep							
	Interviews with stakeholders in Kampala	7	7	-								X	X						
	Debriefing meeting in Kampala	1	1	-									27-sep						
	Additional interviews	1	-	-										X					
Reporting	Analysis and writing of draft report	7	6	4											X	X			
	Submission of Draft Report	-	-	-												12-okt			
	Feedback from stakeholders on draft report	-	-	-													26-okt		
	Writing of Final Report	2	1	1														X	
	Submission of Final Report	-	-	-														02-nov	
	Presentation of Final Report to stakeholders in Kampala (incl. international travel) (date to be decided)	5	-	-															
	Total days	31	21	6															
Initials: JA = Jens Andersson, SS = Stefano Sedola, GS=Gunilla Göransson																			

Annex 1 – List of documents received**Programme management documents**

1. Needs Assessment Report (Sunshine projects limited?, December 2008)
2. Final Programme Proposal (August 2009)
3. Sida Assessment Memo (January 2010)
4. Annual Report July 2010 – June 2011 (September 2011)
5. Inception report for Technical Assistance June – July 2011 (September 2011)
6. Final Implementation Schedule (August 2011)
7. Minutes of the QUISP/TA/SIDA Meeting Held on 16th June 2011
8. Minutes of the QUISP/TMEA Meeting on the revised QUISP Activity budget held on the 18th January 2012
9. Key points discussed during QUISP /SIDA/NIRAS TA Meeting held on 2nd February 2012
10. QUISP brochure

Programme output documents

1. National Standards and Quality Policy (Draft, September 2010)
2. Assessment of the Legal and Policy Framework for Standards and Quality Assurance Infrastructure in Uganda (JN Kirkland & Associates and EK Consulting Group?, Final Report June 2011) (also Draft Report May 2011)
3. Study Report to Establish the Standards and Quality Coordination and Collaboration Framework for Uganda 1st Draft (First Draft, June 2011)
4. Media and Communication Strategy for the Implementation of Standards and Quality Infrastructure (Real Marketing Group, Final?, November 2011)
5. Review of Capacities of Lead Agencies Involved in Standardisation (Sunshine Projects Ltd-Management Consultants, Draft Report, undated)

Annex 2 – Introduction to contribution analysis

As was mentioned in the Proposal, the overall evaluation approach used for this review will take inspiration from so-called contribution analysis, an approach proposed by the Canadian evaluation expert John Mayne and developed by others.¹⁹ Although it has not yet evolved into a comprehensive and rigorous evaluation methodology, contribution analysis is appealing for at least two reasons. First, it provides a realistic way to address causality, i.e. how a cause leads to an effect, by recognising that in the real world there are multiple factors that influence a result. Contribution analysis asks the question: Has an intervention or programme made a noticeable *contribution* to an observed result and in what way?²⁰ This distinguishes it from experimental approaches that attempt to identify *attribution*, or the exact quantifiable cause of an effect.

Second, contribution analysis provides a structured approach to the factors that contribute to a result. The first step is to develop and agree on a so-called “theory of change”. It traces step-by-step how the intervention is expected to lead to the desired results. The performance of an intervention is assessed by addressing the following key questions:

1. Is the theory of change and its assumptions reasonable, based on existing knowledge and supported by key stakeholders?
2. Were the activities implemented in accordance with the theory of change?
3. Is the theory of change supported by evidence in that the results occurred and the assumptions held?
4. What has been the relative contribution of other influencing factors?

Hence, contribution analysis does not give proof of the success of an intervention, but provides “*an argument with evidence from which it is reasonable to conclude with confidence that the intervention made a contribution and why.*”²¹

¹⁹ See the latest Special Issue of *Evaluation* (July 2012; 18 (3)) available at <http://www.uk.sagepub.com/journals/Journal200757>

²⁰ Mayne, J., Contribution analysis: Coming of age?, *Evaluation*, July 2012; 18 (3).

²¹ Idem, p. 273.

Annex 3 – Preliminary list of stakeholders

Sector	Organisation	Reason chosen
National Public Sector	Office of the President/Prime-minister Parliament Ministry of Finance	Political commitment and availability of funds are vital for the effectiveness and sustainability of QUISP
Public Sector stakeholders: Ministry of Trade, Industry and Cooperatives	QUISP PMU	The QUISP PMU implements the QUISP
	Department of Industry and Technology (incl National Accreditation Focal Point) Department of External Trade	The Ministry houses the QUISP PMU. Both departments have important functions related to both national and international work on standardisation.
	Ugandan Bureau of Standards	UBS is the lead standardisation body in Uganda and responsible for cooperation with a range of international for a.
Public Sector stakeholders: Other than Ministry of Trade, Industry and Cooperatives	Ministry of Health Ministry of Agriculture, Animal Industry and Fisheries Ministry of Tourism Ministry of Local Government Dairy Development Authority National Environment Management Authority Uganda Coffee Development Authority (UCDA) Uganda Export Promotion Board (UEPB)	A range of public entities are responsible for standardisation issues in various sectors. A selection of the most important once will have to be made. One important criteria is active participation in QUISP activities and national coordination of standardisation activities The UEPB and the UCDA are involved in export promotion and control.
Private Sector stakeholders	Private Sector Foundation Uganda (PSFU) Uganda Manufacturers Association (UMA) Uganda National Farmers Federation (UNFFE) Uganda Law Society	These private entities are engaged in national standardisation and quality work.
	Chemifar SGS Total Quality Management Leadership Ltd UgoCert	Conformity assessment service providers which can provide a private sector view of standardisation in Uganda.
	Business organisations for SMEs Individual SMEs	A key target group for QUISP
Civil society	Consumer Education Trust (CONSET) Uganda Consumer Protection Association (UCPA)	Key civil society groups with interest in quality and standards
	Makerere University Uganda Industrial Research Institution	Research and laboratories related to quality
International donors	Sida EU Trade Mark East Africa Danida/Norad/Agribusiness Initiative Trust	Sida is the core funder of QUISP while EU provides contributions. TMEA supports related programmes at the Ministry of Trade, Industry and Cooperatives and is considering contributing to QUISP.

Annex 4 – Draft interview guidelines

1. In what way have you been involved in QUISP and how has this involvement changed the way you work with standards and quality? What have you learned from QUISP?
2. To what extent do you think the QUISP's activities in which you have been involved address the needs and priorities of: i) yourself? ii) your organisation? iii) Uganda?
3. To what extent do you think that the activities, in which you have been involved, have been satisfactory – not so satisfactory - in terms of planning, quantity and quality?
4. To what extent do you think that the project used available human and financial resources in an optimal way?
5. To what extent do you think that the activities, in which you have been involved, have been well – or not so well - supported by the QUISP team?
6. How do you assess the quality of the results and performance of: i) PMU? ii) the Steering Committee?
7. i) How do you assess the participation of the beneficiaries to the activities and what has been their contribution to the implementation? ii) How do you think the realised activities have improved the capacity and competencies at the beneficiary level?
8. To what extent do you think that the project activities will be followed up by the beneficiaries and/or by QUISP's partners? Will there be a positive impact in the long term?
9. What are the most important strengths and weaknesses in the design and in the implementation of the QUISP project?
10. What are the lessons learnt in the design and in the implementation of the project that can be used to: i) improve the execution of the QUISP project and ii) be instrumental for the identification of further assistance in quality infrastructure in Uganda?
11. What suggestions and recommendations can you provide in order to address the main needs and priorities in Uganda in the quality infrastructure area? Please list them in order of importance.



Mid-Term Review for the Quality Infrastructure and Standards Programme (QUISP) in Uganda

This Mid-Term Review assesses the Quality Infrastructure and Standards Programme (QUISP), which aims to strengthen the National Quality Infrastructure of Uganda. It is a five year programme (2010-2014) implemented by the Ministry of Trade, Industry and Cooperatives (MTIC) that is funded by Sida and Trade Mark East Africa. The programme supports policy development, the regulatory framework, the capacity of service providers and awareness-raising.

The programme showcases strong ownership and commitments thanks to the location of the Management Unit within the Ministry. In spite of delays, particular progress has been made at policy and legislative levels, but the capacity needs of service providers have not been addressed in a strategic manner. On these foundations, QUISP should now move to the next phase, which is to initiate real institutional reform in terms of the mandates and organisational capacities of the key stakeholders. The Monitoring and Evaluation Framework also needs to be strengthened.

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