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## Terminal Evaluation

### Joint UNIDO WTO Trade Capacity Building Programme Framework for Zambia

UNIDO project: TE/ZAM/09/001



UNITED NATIONS  
INDUSTRIAL DEVELOPMENT ORGANIZATION



**UNIDO EVALUATION GROUP**

**Terminal Evaluation  
Joint UNIDO WTO Trade Capacity Building  
Programme framework for Zambia**

UNIDO project: TE/ZAM/09/001



UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION  
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# Abbreviations and Acronyms

BIPM	International Bureau of Weights and Measure
CABs	Conformity Assessment Bodies
COMESA	Common Market for Eastern and Southern Africa
CP	Cooperating Partners
CTA	Chief Technical Advisor
DTIS	Diagnostic Trade Integration Study
EC	European Community
EIF	European Investment Fund
ERP	Enterprise Resource Planning
EU	European Union
FAO	Food and Agriculture Organization
FDA	Food and Drug Control Laboratory
FDI	Foreign Direct Investment
FY	Fiscal Year
GDP	Gross Domestic Product
GFSI	Global Food Safety Initiative
GHGs	Greenhouse Gases
GRZ	Government of Zambia
HACCP	Hazard Analysis and Critical Control Points
HIV/AIDS	Human Immunodeficiency Virus
HQ	Headquarters
JASZ	Joint Assistance Strategy for Zambia
JICA	Japan International Cooperation Agency
ILO	International Labour Organization
IPPC	International Plant Protection Convention
ISO	International Standards Organization
ITC	Implementation Technical Committee

MCTI	Ministry of Commerce, Trade and Industry
MDG	Millennium Development Goal
MLA	EA Multilateral Agreement
MoH	Ministry of Health
MoU	Memorandum of Understanding
MS	Market Surveillance
MSTQ	Metrology, Standardization, Testing and Quality
MVA	Manufactured Value Added
NAB	National Accreditation Body
NAF	National Accreditation Forum
NMI	National Metrology Institute
NORAD	Norwegian donor cooperation Agency
NPC	National Programme Coordinator
NQI	National Quality Infrastructure
NQP	National Quality Policy
NRA	Non – resident Agency
NTB	Non-Tariff Barriers
NTE	Nutritional Export Earnings
ODG/EVA	Office of Director General Evaluation Group
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee
OVI	Objectively Identifiable Indicators
PQPS	Plant Quarantine and Phytosanitary Service
PSDRP	Private Sector Development Reform Programme
QI	Quality Infrastructure
RISP	Regional Integration Strategy Paper
RISM	Regional Integration Support Mechanism
RO	Regional Office
SADC	Southern African Development Community

SADCAS	Southern African Development Community Accreditation Service
SADC MEL	Legal Metrology Regional Structure within SADC
SANAS	South African National Accreditation System
SAP	Systems, Applications, Products in Data Processing
SC	Steering Committee
SHP	Small Hydro Power
SME	Small and Medium Sized Enterprises
SMTQ	Standard, Metrology, Testing and Quality
SOP	Standard Operating Procedure
SPS	Sanitary and Phyto-Sanitary Standards
SPX	Subcontracting and Partnership Exchange
SQMT	Standardisation, Quality Assurance, Metrology and Testing
TA	Technical Assistance
TA Team	Technical Assistance Team
TBT	Technical Barriers to Trade
TOR	Terms of Reference
TOT	Training of Trainers
TRIPS	Trade-Related Aspects of Intellectual Property rights
TV	Television
UK	United Kingdom
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNIDO	United Nations Industrial Development Organization
US	United States
USA	United States of America
US \$	United States Dollar
ZABS	Zambian Bureau of Standards
ZACCI	Zambian Chamber of Commerce and Industry

ZAM	Zambian Manufacturer Association
ZWMA	Zambian Weight and Measurement Agency
WTO	World Trade Organization

## Glossary of Evaluation Terms

Term	Definition
<b>Conclusions</b>	Conclusions point out the factors of success and failure of the evaluated intervention, with special attention paid to the intended and unintended results and impacts, and more generally to any other strength or weakness. A conclusion draws on data collection and analyses undertaken, through a transparent chain of arguments.
<b>Effectiveness</b>	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
<b>Efficiency</b>	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
<b>Impacts</b>	Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
<b>Indicator</b>	Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor.
<b>Institutional development impact</b>	The extent to which an intervention improves or weakens the ability of a country or region to make more efficient, equitable, and sustainable use of its human, financial, and natural resources, for example through: (a) better definition, stability, transparency, enforceability and predictability of institutional arrangements and/or (b) better alignment of the mission and capacity of an organization with its mandate, which derives from these institutional arrangements. Such impacts can include intended and unintended effects of an action.
<b>Lessons learned</b>	Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact.
<b>Logframe</b>	Management tool used to improve the design of interventions, most often at the project level. It involves identifying strategic elements (inputs, outputs, outcomes, impact) and their causal relationships, indicators, and the assumptions or risks that may influence success and failure. It thus facilitates planning, execution and evaluation of a development intervention. Related term: results based management.

Term	Definition
<b>Outcome</b>	The likely or achieved short-term and medium-term effects of an intervention's outputs. Related terms: result, outputs, impacts, effect.
<b>Outputs</b>	The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
<b>Recommendations</b>	Proposals aimed at enhancing the effectiveness, quality, or efficiency of a development intervention; at redesigning the objectives; and/or at the reallocation of resources. Recommendations should be linked to conclusions.
<b>Relevance</b>	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs global priorities and partners' and donors' policies. Note: Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.
<b>Results</b>	The output, outcome or impact (intended or unintended, positive and/or negative) of a development intervention. Related terms: outcome, effect, impacts.
<b>Theory of Change</b>	Also called "Intervention Logic" or "Programme Theory" is used for analysing the design, delivery, results and potential of the programme. It differs from the conventional programme LogFrame 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 programme based on the programme log-frame, while focusing on the key steps in the Results Chain. The analysis of activities and results discusses to what extent the programme has lived up to its anticipated expectations in terms of quality, quantity and timing.
<b>Sustainability</b>	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long term benefits. The resilience to risk of the net benefit flows over time.



# Executive Summary

This final evaluation assesses the Joint UNIDO and WTO trade capacity building programme, which aims to strengthen the National Quality Infrastructure of Zambia. The evaluation was conducted by an independent evaluation consultant, Mr. Stefan Sedola. The main data collection was undertaken during a 10-day visit to Lusaka in June 2013, which included discussions with the technical assistance team, the Embassy of Norway and other relevant stakeholders. One key purpose of the evaluation was to assess progress on the implementation of activities and outputs as specified in the programme document and annual work plans.

The programme was initially designed for 3 years, but was extended for 1 year (2009-2013) with Norwegian funding (€2.7 million). Project design was based on the recommendations from the 2006 Diagnostic Trade Integration Study (DTIS) undertaken under the Integrated Framework. The project was launched in 2009 after consultations with the government counterparts and the donor, Norwegian Agency for Development Cooperation (NORAD).

The programme was implemented by UNIDO in close collaboration with, and operating from within the Ministry of Commerce, Trade and Industry (MCTI), and regular consultations with the donor as well as all key project counterparts including two statutory agencies ZWMA and ZABS.

The programme's Overall Objective is *"To enhance the export performance of the Republic of Zambia by creating conditions for strengthening the national legislative framework supporting standards, technical regulations, metrology, testing and quality, addressing deficiencies in standards, testing, metrology and certification capabilities, establishing a credible conformity assessment infrastructure and fostering integration into the multilateral trading system. Internal trade benefits to accrue concomitantly"*. The programme consists of six components (called "outcomes"):

- Outcome 1 – Inception phase
- Outcome 2 – Legislative framework development
- Outcome 3 – Standards enhancement
- Outcome 4 – Metrology (scientific, industrial legal)
- Outcome 5 – Conformity Assessment (testing)
- Outcome 6 – Export quality chain strengthened



The key findings of this review include the following:

Initially the programme was attached to the Department of Trade, but a shift took place when the MCTI realized that the real challenge of the programme was not necessarily the trade dimension, rather the separation of powers within the statutory agencies under the department of Industry.

The programme's logical framework is somewhat unclear with too many indicators, most of which are not measurable. It is not used as a monitoring and evaluation tool, and lacks measurable indicators at the outcome level. There are too many outputs in the project document, numbering 26 in total with some outputs representing activities rather than standard outputs. As such, much of the progress reporting is focussed on activities rather than results.

The Steering Committee (SC) met regularly, and members that were consulted during the evaluation seemed satisfied with the SC meetings as such and the possibility to interact with the programme. However, there was a sense that that participation in the SC did not evolve into actual partnership in terms of implementation. The Steering Committee appears to have become more of a stakeholder forum than an executive body. A key aspect to consider is the fact that Programme will in the short term be one of the most important vehicles for implementing the National Quality Policy. For this reason it is important that the Steering committee is attended by executive decision making people.

The relevance of the programme is high and its design corresponds to international best practice and the needs of Zambia and the stakeholders of Zambia's Quality Infrastructure Programme. Progress is still predominately at output level and not all the outcomes have been achieved. Outcome 2 was nearly achieved, the National Quality Policy having been approved and its implementation started. The regulatory framework had been upgraded and the legislation was at Cabinet for approval. Outcome 3 was not achieved. The national standards body (ZABS) did not complete the modernization of its operational processes. Outcome 4 was achieved in relation to legal metrology and partly achieved regarding scientific metrology. Outcome 5 remained far from being achieved, as the laboratory infrastructure needs additional support to improve services to a minimum acceptable level.

Outcome 6 was partly achieved, through the support given to 5 pilot companies.

Progress was slower than initially planned. The initial design partly underestimated the time required to gain ownership. Furthermore, the change in the government slowed down the approval of the National Quality Policy. Important results have been; *i) National Quality Policy in place, ii) Zambian Weight and Measurement Agency (ZWMA) managed an important organizational turn around (map-*

*ping of measuring instruments, improved organizational efficiency); iii) ZABS change management was initiated; iv) Pilot projects in the private sector have increased knowledge about compliance to quality standards and stimulated new industrial investments.*

Sustainability has been achieved but not in all fields. ZWMA, following its revised operational and management processes improved its financial performance and obtained additional funds from the ministry for the legal verification activities. The next challenge for the institute will be to create a National Metrology Institute covering various aspects of metrology (legal, scientific, industrial).

The launching of the National Quality Policy and the regulatory framework are important outputs, but in order to make a lasting impact, the Quality Policy needs to be fully implemented.

At MCTI level there is overall ownership over programme objectives. However the degree of responsibility and accountability over programme outputs and outcomes need to be improved reviewing the governance mechanisms ruling the relationship between the programme and MCTI.

Placing the Programme Management Unit within the MCTI was an important decision to promote ownership of the programme. Coordination of implementation within the Ministry and with ZABS (Zambian Bureau of Standards) remains a challenge.

Finally, the evaluation provides the following recommendations:

**Recommendation 1: Support Implementation of the National Quality Policy.**

The programme has shown that it is uniquely placed to address institutional gaps in the Zambian quality infrastructure through policy, legislation, coordination, and stakeholder engagement. On these foundations, the programme has already started to initiate real institutional reform in terms of the mandates and organisational capacities of the key stakeholders (i.e. ZWMA). This process should continue also with the other institutions (i.e. ZABS) to ensure a functioning Quality Infrastructure (SMTQ).

**Recommendation 2: Engage in Strategic Partnerships with Stakeholders.**

The programme should adopt a strategic approach to working with partners (i.e. like in the case of ZWMA), rather than limiting their involvement to consultation exercises or training. This would be a way to address institutional and organisational gaps, leveraging programme resources, and catering to stakeholder needs and to increase ownership further by living up to the expectations of stakeholders to more directly benefit from and be involved in programme activities.

**Recommendation 3: Strengthen Governance and Programme Management.**

For any future phase, the programme should consider a revision of its governance and management structures as follows:

- The technical assistance team will need continuous support from the management and political leadership of the Ministry;
- Provide strategic technical assistance on a continuous basis;
- Establish a more executive decision-making structure;
- Strengthen the Technical Assistance Unit with staff from the ministry and plan the phase out where the functions of the TA Unit will be replaced with an appropriate unit at the ministry.

**Recommendation 4: Improving reporting and Monitoring and Evaluation Framework.**

For any future phase, a realistic Monitoring and Evaluation Framework should be developed to demonstrate programmes' results in a structured way. Specialised external support may be needed for this. The key issue for the Programme technical assistance team is to demonstrate that the programme actually delivers results beyond producing outputs (policy documents, trainings etc). Thus, it has to show results at outcome (institutional change) or even impact level (how did it benefit enterprises and the population at large).

**Lessons learned**

Probably the most relevant lesson learned is that the success of a first generation quality programme largely depends on a rapid implementation of the national quality policy. Following the experience in Zambia, UNIDO adopted a similar approach in other projects such as in Malawi, Myanmar and Nepal.

A lesson on ownership comes from the activities realized in ZWMA in the area of organizational upgrading. The programme was able to achieve important outcomes in partnership with the beneficiary organization in the area of legal metrology (both at organizational and technical levels). The success derived from the fact that the programme was able to find its place in aligning with the strategic vision of the organization.

The lack of a UNIDO Office in Zambia resulted in the project office operating in isolation and with inadequate visibility or synergy with other stakeholders' programmes. Referring to the Country Evaluation report, it appears that this was the case for other UNIDO projects in Zambia.

# 1. Introduction and background

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## 1.1 Introduction

This independent final evaluation assesses the Joint UNIDO & WTO trade capacity building programme, which aims to strengthen the National Quality Infrastructure of Zambia. It is a three year programme that is funded by NORAD and implemented by UNIDO in collaboration with the Ministry of Commerce, Trade and Industry (MCTI).

The evaluation was conducted by an independent evaluation consultant, Mr. Stefano Sedola. The main evaluation data collection was undertaken during a 10 days visit to Lusaka in June 2013, which included discussions with the Programme Management Unit, MCTI, the Embassy of Norway and other relevant stakeholders.

The programme was initially designed for 3 years, but was extended for 1 year (2009-2013) with Norwegian funding (€2.7 million). Project design was based on the recommendations from the 2006 Diagnostic Trade Integration Study (DTIS) undertaken under the Integrated Framework. The project was launched in 2009 after consultations with the government counterparts and the donor, Norwegian Agency for Development Cooperation (NORAD).

The programme was implemented by UNIDO in close collaboration with, and operating from within the Ministry of Commerce, Trade and Industry (MCTI), and regular consultations with the donor as well as all key project counterparts including two statutory agencies ZWMA and ZABS.

## 1.2 Country context

Zambia has a population of about 13,6 million and a nominal Gross Domestic Product (GDP) of about US\$19.2 billion in 2011 (see table 2). Real economic growth rates have averaged around 6 percent per annum since 2008. This continued economic growth has enabled Zambia to reach the lower echelons of a middle income country. Inflation has declined to single digits (7.2 percent in 2011); and international reserves remain at comfortable levels equivalent to 3 months of imports. Zambia has achieved high and sustained growth and macroeconomic stability over the past decade, but poverty remains high.

Since 2004 the government has been implementing institutional and other structural reforms in line with the Zambia Private Sector Development Reform Pro-

gramme (PSDRP), which aims to improve the business environment, encourage competitiveness and promote export diversification. These reforms have paid off with improvements in the general business environment. In 2007, the Zambia Development Agency was operationalized and functions as a centralized institution for trade and investment promotion. In 2010, the World Bank hailed Zambia as one of the best reformers in Africa. Zambia's pro-trade policies and improved trade-related infrastructure such as the One Stop Border Post at Chirundu with Zimbabwe and Kasumbalesa with the Democratic Republic of Congo, and the launch of the Simplified Trade Regime at the Mwami border post with Malawi, have yielded benefits vis-à-vis regional trade. Zambia increased also its presence in regional economic commissions.

Exports have risen significantly in recent years, largely as a result of high copper prices, but continue to lag behind imports. The country's share in world total merchandise exports still amounted to only 0.05 in 2011 and therefore interventions to improve export performance and remove constraints are essential if economic stability is to be maintained. Main manufactured exports are basic metals, furniture, food products, chemicals and textiles. Major trading partners are South Africa, Switzerland, China and Democratic Republic of Congo. Zambia's trade performance has improved since 2005, with goods exports expanding tenfold and FDI increasing eight-fold between 2004 and 2010.

Mining and quarrying account for more than half of Zambia's merchandise exports and have traditionally contributed the largest proportion of the country's total GDP. The country also has extensive arable land, forests, woodlands and water resources. The agricultural sector has great potential for further development since only about 15 percent of the available arable land is currently under cultivation. Industry value added is approximately 26.9 per cent of GDP, although manufacturing value added (MVA) is much lower at 12 per cent. Zambia's main industrial products are derived from copper mining and processing, but include construction, foodstuffs, beverages, chemicals, textiles, fertilizers, and horticulture.

Nevertheless, challenges remain. A cursory review of recent trade studies<sup>1</sup> reveals the following factors for Zambia's mixed trade performance: First, as a land-

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<sup>1</sup> The review is based on Carodzo et al (2011) Growth, employment, diversification, and the political economy of private sector development in Zambia; CUTS (2009) An Assessment of the Zambian Diagnostic Trade Integrated Study - Lusaka, World Bank (2011) More Jobs and Prosperity in Zambia: What Would it Take? – Washington DC, World Bank (2005) – Zambia Diagnostic Trade Integration Study, WTO (2009) Trade Policy Review Report by the Secretariat Zambia

locked country Zambia confronts difficulties and costs in accessing global markets. High trade costs, non-tariff barriers (NTBs) and underdeveloped services sectors are some of the factors that limit Zambia's ability to develop competitive higher-value activities for export. Some of the specific constraints faced by exporters are:

- **Inadequate Supplier Diversification:** The Zambian range of export products is limited, and this constrains the expansion of the country's nutritional Export (NTE) earnings;
- **Access to Finance:** Although there has been a general increase in the number of financial lending institutions in the last ten years, the cost of finance still remains high;
- **Poor Infrastructure:** The inadequate internal transport infrastructure inhibits exporters from taking full advantage of global market opportunities;
- **Technical Regulations and Quality Standards:** Exporting firms continue to be constrained by the lack of adherence to product quality standards and technical regulations on one hand; and the absence of testing laboratories that are accredited on the other. Zambian products therefore face challenges in accessing export markets that have stringent quality standards, technical regulations and Sanitary and Phytosanitary (SPS) requirements;
- **Export Capacity:** Export capacity is still generally low among companies producing non traditional exports. In some cases it is an issue of low production capacity where companies are unable to meet the required orders, while in other cases even when production capacity exists, the cost of finance and lack of technical knowhow are inadequate to guarantee the right quality and volumes for export;
- **High Cost of Production:** High cost of production is a major constraint to potential, emergent and established exporters.

Zambia also faces some challenges with the implementation of its regional commitments and the country has difficulties to ensure consistency of commitments made in different regional negotiations. Against this background, the Government of the Republic of Zambia has requested an update of the Diagnostic Trade Integration Study (DTIS) and has asked the World Bank to take the leading role in this exercise. The main objectives of the DTIS are to (a) take stock of progress in the implementation of Action Matrix recommendations; (b) complement and deepen the analysis in selected areas; and (c) revise the Action Matrix accordingly. The DTIS update will put a special emphasis on selected high-priority areas identified on the basis of a review of Zambia's main trade challenges and in close consultation with the government and various local stakeholders, including the ongoing UNIDO project and with specific reference to the implementation of the NQP.

### **1.3 Structure of the report**

The structure of the report is as follows. Chapter 2 describes the evaluation purpose and the programme results framework. A Theory of Change is developed for the purpose of the final evaluation to assess the programme's performance. Chapter 3 illustrates the programmatic context of the intervention. Chapter 4 contains the main findings of the evaluation. 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 evaluation by responding to the questions that were agreed during the inception phase. Chapter 5 contains the recommendations of the final evaluation.

## 2. Evaluation background

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### 2.1 Purpose

The purpose of the evaluation is to assess the following aspects of the programme (the Terms of Reference are included in Annex A):

- Progress on the implementation of activities and outputs to date as specified in the programme document and annual work plans;
- Expected project impact and potential sustainability; and
- Lessons-learned and recommendations for future assistance and in particular regarding Phase II of the programme.

### 2.2 Scope

The evaluation will cover the full project cycle, and endeavour to collect evidence and assess project performance to date according to:

- Design
- Project management
- Relevance
- Efficiency
- Effectiveness
- Sustainability
- Impact
- Cross Cutting issues

### 2.3 Methodology

The overall approach used for this evaluation takes inspiration from so-called “Contribution Analysis”, an approach proposed by the Canadian evaluation expert John Mayne and developed by others. 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 the 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.*"<sup>2</sup>

The data for the evaluation were primarily collected during a 10-day visit to Lusaka (16-26 June 2013). Considerable time was spent within the Ministry of Commerce, Trade and Industry to review programme documents and discuss with management and staff. A number of external stakeholders were interviewed using a semi-structured approach.

Three main methods were used to collect data from the stakeholders:

1. Document analysis of the programme documents and other relevant evaluations was done before the mission took place. An interview was also held with the author of the midterm evaluation, Mr. Roberto Perissi, to gather additional feedback on the recommendations proposed. A UNIDO Country Evaluation by the UNIDO Evaluation Group took place prior to this evaluation and its findings have been taken into account to draft this report.
2. Semi-structured face-to-face interviews conducted by using an interview template to which questions were added or deleted depending on the individual being interviewed and the dynamics of the discussion. Draft interview guidelines are included in Annex F.
3. Stakeholder questionnaires sent out using a web-based interface. This allowed for structured collection of information from a larger group of stakeholders.

The questionnaire was sent by email to approx. 200 persons, selected randomly from a total of around 800 trainees and participants as well as project personnel. A response rate of 14% was received with a total of 28 respondents representing a significant sample between beneficiaries (ca 50%), participants to training (ca 45%), project management staff (ca 5%) and experts (ca 17%).<sup>3</sup>

The main findings of the evaluation are organised according to the OECD/DAC Criteria for Evaluating Development Assistance – relevance, effectiveness, efficiency, impact and sustainability.

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<sup>2</sup> See the latest Special Issue of *Evaluation* (July 2012; 18 (3)) available at <http://www.uk.sagepub.com/journals/Journal200757>

<sup>3</sup> Respondents could check more than one category

A list of interviewed persons is included in Annex B. A list of documents used for the evaluation is included in Annex C. Main results from the questionnaires are in Annex G.<sup>4</sup>

Availability of programme documents in digital form before undertaking the visit to Lusaka facilitated the evaluation process. The team received good logistical support in Lusaka by the UNIDO project and MCTI (for which we are grateful). The preliminary findings were presented and discussed during last Steering Committee Meeting in Lusaka on the 26th of June 2013 and in Vienna on the 12th July 2013.

## **2.4 Limitations of the Evaluation**

The programme is a relatively complex and ambitious programme and a great diversity of activities are being supported involving a range of stakeholders. This affects the depth of the evaluation and an in-depth assessment of the various activities has not always been possible.

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<sup>4</sup> See <http://www.oecd.org/dac/evaluationofdevelopmentprogrammes/daccriteriaforevaluatingdevelopmentassistance.htm>

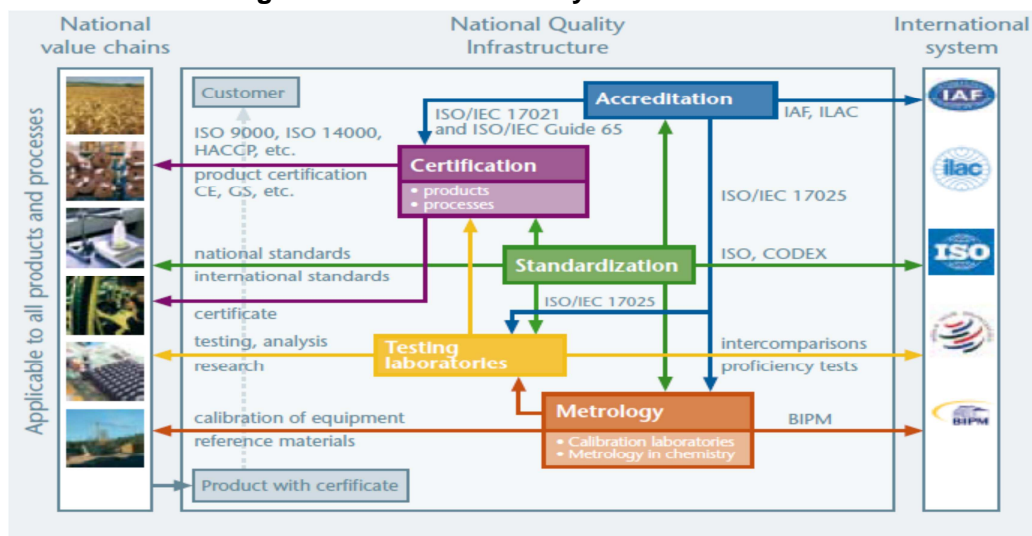
### 3. Programme context

#### 3.1 Overall situation and trends of the quality infrastructure

The National Quality Infrastructure can be organised differently in different countries, depending on national priorities and level of development. It consists of the following components: standardization, 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 and 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. **Technical regulations** are issued by public authorities and determine technical requirements for product characteristics or their related processes and production methods. Technical regulations refer often to standards for the definition of product characteristics. They are mandatory and enforceable by law.

Fig.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. 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, and 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, GlobalGap, 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 testing of products to ensure that they conform to the appropriate standards 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 for taking measurements constitute 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 organizations, and providing au-

thorities with an assurance that the output of the conformity assessment service providers can be trusted.

### **3.2 Government strategies and policies in relation to the quality infrastructure in Zambia**

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

With the support of the programme, a national quality policy and its implementation plan are in place since February 2011. The Vision of the policy is to establish by the year 2020, a National Quality Infrastructure and Technical regulation framework, based on local and international best practices that will ensure locally produced goods and services are recognized and accepted by Zambia' s trade partners.

Four draft bills (National Measurement bill; National Standards bill; National Compulsory Specifications bill; and National Technical Regulation Framework bill) have been submitted to the Cabinet in 2012. Due to the change of MCTI Minister they were briefly held back to allow for the new Minister to be briefed before presenting them before the Cabinet. Parliament sitting in September is expected to approve all 4 bills.

The Zambian Bureau of Standards (ZABS) is the national standards body established by an Act of Parliament, but receives insufficient core funding for its standards development and information activities, with the consequence that its standards services are provided and utilized to a less than optimum level.

ZWMA, the Zambian Weights and Measures Agency, are the Legal Metrology unit established under the Weights and Measures Act, and is responsible for legal and trade metrology matters. It is affiliated to SADC MEL, the Legal Metrology regional structure within SADC. Its duties include verification of conformity of packaged goods to weights and measures legislation, certification of weighing and measuring apparatus used in trade, enforcing legal measurement units in the country and control of trade measurement standards, together with the levying of fines or the prosecution of offences against the provisions of the Act. As is the case with ZABS, its functions are carried out for the public good, and are appropriately financed by government, although current levels of funding are inade-

quate to enable it to perform its functions to the degree necessary and in all different regions of the country.

In terms of accreditation, the system is still not in place. To this respect the National Quality Policy (NQP) highlights that Zambia wishes to establish its own Zambian Accreditation Body (ZAB), but in the interim will utilize the services of SADCAS. It should also be noted that whilst the emphasis for Zambia is to improve the accessibility of its goods into foreign markets, a significant part of the requirement of credible conformity assessment services lies within the regulatory environment. Currently a feasibility study is being carried out in order to examine the cost benefit of setting up an independent agency or to continue to use the services of SADCAS. According to the draft feasibility study on accreditation, undergoing under the UNIDO programme, there is need/demand for accreditation from two distinctive areas.

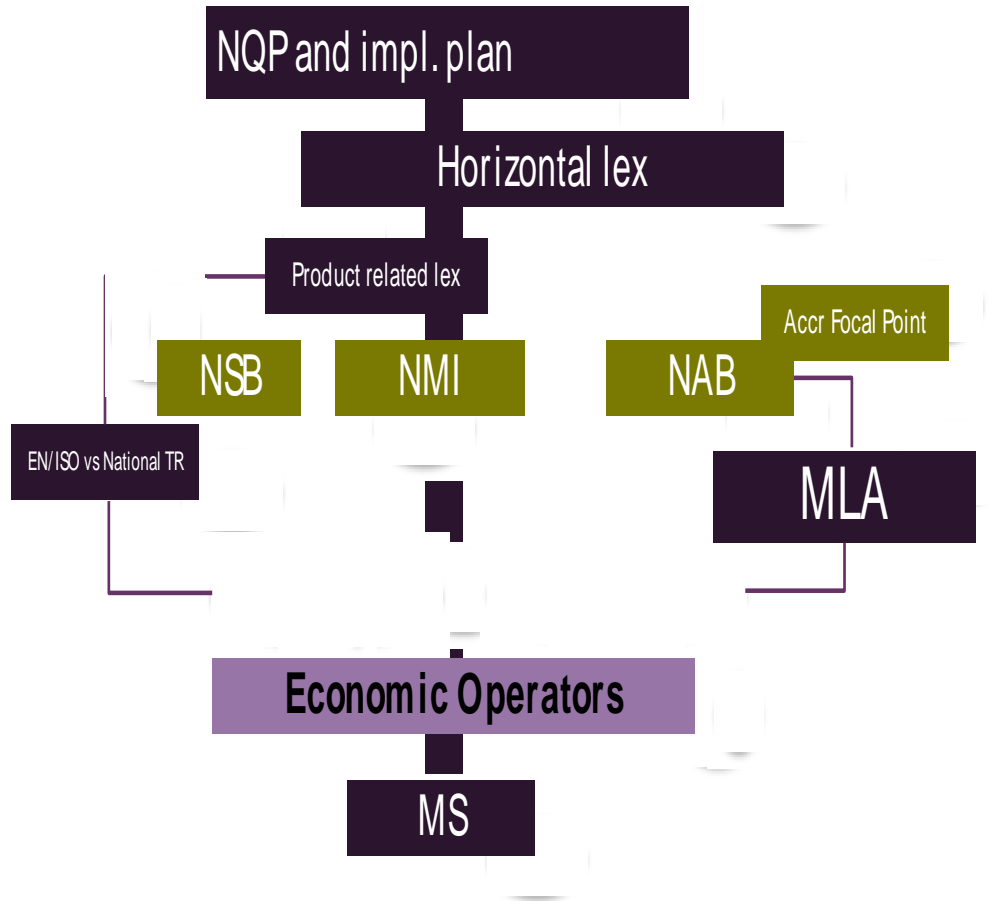
In terms of conformity assessment bodies, at the time this evaluation was conducted, there is only one accredited laboratory, Alfred H Knight, and one institution actively pursuing accreditation, which is ZABS. So therefore whilst there is a strong need for institutions, laboratories in particular, to be accredited, it is of concern that there are so few that are in a position to apply to be accredited at this point in time. Other laboratories include:

- PQPS – the Plant Quarantine and Phytosanitary Service of the Ministry of Agriculture and Cooperatives, is the body responsible for pest risk analysis, laboratory testing, issuing phytosanitary certificates, and conducting various inspection activities and for implementing the requirements of the International Plant Protection Convention (IPPC).
- FDA – the Food and Drug Control Laboratory of the Ministry of Health conducts a variety of tests on microbiology, water chemistry, chemicals and toxicology; among these are microbiological examinations and analysis of chemical contaminants and pesticide. Similar to ZABS, ZW&MA and PQPS, the current levels of funding from the Ministry of Health are inadequate to enable it to perform its functions to the degree necessary.

In addition to the above, the University of Zambia, Food Science and Technology Laboratory, National Institute for Science and Industrial Research, Central Veterinary Research Institute, the Environmental Protection Agency and some private laboratories (such as Parmalat Zambia, Speciality Foods and Tiger Foods) all have some role in the national quality and conformity assessment infrastructure, with various levels of competency, but have been excluded from this project because of the scope.

The diagram below provides an overview of the status of the quality infrastructure at the time of the evaluation (green dots, the QI is aligned to international standards, yellow dot, the QI is progressing well towards international standards, Red dot where there are still fundamental gaps to address)<sup>5</sup>

**Fig.2 - National Quality Infrastructure in Zambia**



During the time of the evaluation a major national scandal was ongoing in the press regarding the presence of aromatic preservatives in imported meat products and considered dangerous for human health. This is a clear example, which suggests that an upgraded conformity assessment infrastructure aligned to international standards (which implies accreditation) needs is put in place rapidly for two reasons:

<sup>5</sup> NSB-National Standardization body; NMI- National Metrology Institute; NAB- National Accreditation body; CABs- Conformity Assessment Bodies, MLA- refers to EA Multilateral Agreement or ILAC Multilateral Agreement for accreditation, MS- Market Surveillance

- to comply with international standards and access to export market, and
- to protect consumer health from sub-standards products.

Zambia, has encountered greater difficulties in its participation in international trade negotiations. Yet, in spite of serious capacity constraints, Zambia has so far managed to remain a committed player. The weaknesses in the quality infrastructure also results in difficulties for Zambia in the implementation of the WTO agreements on Technical Barriers to Trade (TBT) and Sanitary and Phytosanitary regimes (SPS). As a member of the WTO, Zambia has an obligation to fulfil these agreements.

The standards and quality area has been supported by some donors such as Norway, Finland, Japan, US, UNIDO, EC and the World Bank.

The Government of Zambia 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 Quality policy.

### **3.3 UN Frameworks**

The current framework of the UN in Zambia is provided by the UN Development Assistance Framework (UNDAF) 2011-2015<sup>6</sup>. There are 5 broad UNDAF Themes<sup>7</sup>, the current programme is partly linked to outcome 2:

1. HIV & AIDS;
2. Sustainable Livelihoods and Food Security;
3. Human Development;
4. Climate Change, Environment and Disaster Risk Reduction and Response; and
5. Good Governance and Gender Equality.

The UNDAF Outcome 2 includes: (i) food security (of which improved agriculture will be the bedrock); and, (ii) jobs and employment creation (with particular attention to capacity development of the micro-, small and medium enterprises).

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<sup>6</sup> [http://planipolis.iiep.unesco.org/upload/Zambia/Zambia\\_UNDAF\\_2011\\_2015.pdf](http://planipolis.iiep.unesco.org/upload/Zambia/Zambia_UNDAF_2011_2015.pdf)

<sup>7</sup> (1) HIV and AIDS; (2) Sustainable Livelihoods and Food Security; (3) Human Development; (4); Climate Change, Environment and Disaster Risk Reduction and Response; and, (5) Good Governance and Gender Equality



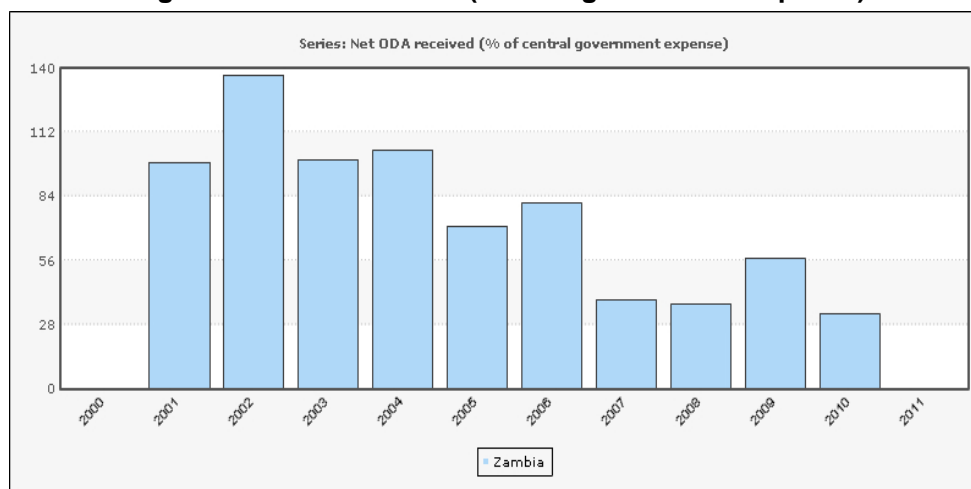
Each UNDAF Outcome has a Team comprising of members, convenors and leaders. As a Non-Resident Agency (NRA), UNIDO is not a member of the UNDAF Teams (clusters). Team 2 is led by FAO & ILO.

UNIDO is the only UN player in this area and its portfolio in Zambia over the past decade has been focused in the main on renewable energy and environment (SHP & Montreal Protocol), and trade capacity building. In addition, there were two regional projects that covered Zambia among others, namely, support to SMEs (SPX – regional), and a regional cotton sector study. The funding for UNIDO projects in Zambia has come largely from the Government of Zambia (30%); the Global Environment Facility (34%); Norway (28%), and the Montreal Protocol Multilateral Fund (4%), with the remainder coming largely from UNIDO’s programmable resources.

### 3.4 Initiatives of international cooperation partners

International aid levels for Zambia reached a peak of almost 140% of government expenses in 2002. Since then, Zambia’s reliance on ODA has decreased significantly, though it still constituted 30% of central government budget in 2010, as Figure 3 below shows.

**Fig. 3– Net ODA received (as % of government expense)**



Source: *World Bank databank*

According to the OECD, Zambia received just under \$1.1 billion in ODA in 2011, down from \$1.3 billion in 2009 with an increasing share of this coming from bilateral donors (65% in 2011, as compared to 55% in 2009). Around 30% of the aid flows from Europe, 25% from USA, 10% from the Bretton Woods Institutions, and around 12% from Japan and the Global Fund, leaving a 23% share for others,

including the UN. Only around 7% of Zambia's total OECD-country bilateral ODA is estimated to be allocated to productive sectors<sup>8</sup>

According to the OECD, Zambia's aid dependence intensified during the 1990s and has remained the same since then. Based on 2010 prices and exchange rates, Zambia has received an average of \$1.2 billion in ODA a year since 1990, up from \$736 million annually in the 1980s and \$301 million a year over the 1970s.<sup>9</sup> These figures, however, do not reflect growing levels of aid from emerging economies of the Global South, particularly China and South Africa.

The Cooperating Partners (CPs) in Zambia, including all OECD bilateral donors and multilateral agencies, are party to the second Joint Assistance Strategy for Zambia, 2011-2015 (JASZ II) signed in November 2011. The document outlines the CPs' 'response' to Zambia's Sixth National Development Plan with focus on economic growth and diversification; infrastructure development (transport and renewable energy); and rural investment and poverty reduction. It also outlines cooperation principles based on the Paris Declaration on Aid Effectiveness, partnership and results orientation, and domestic accountability. The following table list the most relevant funded initiatives related to the joint UNIDO & WTO trade capacity building programme.

**Table 1- Other donor funded projects**

Name	Type of programme	Location	Donor
RISP II	Public sector enabler	Regional/ COMESA	Europaid
RISM	Public sector enabler	Regional/ COMESA	Europaid
Private Sector Development Reform Programme	Public sector enabler	MCTI	Government of Finland/ Government of Netherlands
Triangle of Hope	Public sector enabler	MCTI	JICA
Enhanced Integrated Framework	Public sector enabler	MCTI	WTO
ZDA/UNIDO Investment	Public sector	Zambia	UNIDO

<sup>8</sup> <http://www.oecd.org/dac/stats/ZMB.gif>

<sup>9</sup> Development Aid at a Glance – Statistics by Region, 2. Africa, 2013 edition. P.8. <http://www.oec>

Name	Type of programme	Location	Donor
Promotion Programme	enabler	development agency	
Financial Sector Development Plan	Public sector enabler	Bank of Zambia	Government of Finland
Millennium Challenge Corporation-Threshold programme	Public sector enabler	Ministry of Finance and National Planning	USAID
Project for Rural Extension Service Capacity Advancement	Public sector enabler	Ministry of Agriculture and Livestock	JICA
Capacity Development for Provision of Decentralised Services	Public sector enabler	Ministry of Local Government and Housing	Government of Finland
Zambia Voucher Based BDS for SME	Private Sector enabler	Zambia development agency	Government of Finland
Business to Business	Private Sector enabler	ZACCI	Denmark
Industrial strategy development for engineering products	Private Sector enabler	MCTI	JICA

The programme Trade Capacity building programme complements well other programmes that tend to focus on trade issues at national level (i.e. EIF – Enhanced integrated Framework, USAID Millennium Threshold Project tier II) and at regional level (EC- RISP II and EC-RISM). RISM programme is a contribution agreement at regional level provides a budgetary support to qualifying countries in trade related areas (including TBTs).

## 4. Assessment

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The assessment is based on the analysis carried out in the previous chapters and it assesses the underlying intervention theory (causal chain: inputs-activities-outputs-outcomes).

### 4.1 Design

The Project Document is based on the recommendations from the 2006 DTIS study undertaken under the Integrated Framework. A stakeholder workshop, organized by UNIDO, was held in Zambia on 19-20 September 2006 to develop the UNIDO-WTO project addressing the recommendations of the DTIS study with particular focus on improving competitiveness through standards. The kick-off seminar brought together high-level government officials from different departments including those responsible for trade, industry, commerce, agriculture, quality, standardization, testing, and certification. Representatives of the private sector including the chambers of commerce, producers associations, individual enterprises, civil society, academia. In September 2007 a second UNIDO mission took place with the objective to prioritize the needs of the quality infrastructure. In September 2008, a Norwegian expert was fielded by NORAD to appraise the project relevance. The recommendations, mainly related to the importance to ensure the separation of powers between the quality infrastructure organizations, were discussed and incorporated into this project document.

During the study, the workshop and the follow up missions a wide range of stakeholders were consulted. Subsequently, several studies sponsored by the programme have analysed various gaps and needs related to various stakeholder groups. In this way, important stakeholders were involved in the design process. The programme addresses the key need to ensure that at the end of the programme Zambia's Standardisation, Quality Assurance, Metrology and Testing (SMTQ) regulatory framework will be in line with international best practices and will be enabling the upgrading of the quality infrastructure.

The Project Document identified the need to reduce bottlenecks in the quality chain and in particular in testing and conformity certification services. It recognizes that the Zambian Quality Chain with regard to testing and export certification of products in selected sectors – honey, coffee and paprika – strengthened. However, despite outputs being clearly identified it is not clear how they will contribute to achieve the outcome of an improved quality chain, leaving a grey area in terms of what is really expected from the project in this area. In fact during the

implementation the approach moved from improving the quality chain to providing direct support to companies in selected sectors, which it is not exactly the initial remit of the Project Document.

The Project Document outlines the objectives and the logical framework for the programme. The complete log-frame is included in Annex D. The Overall Objective, the five Specific Objectives are shown in table 2.

**Table 2 - Main objectives and outcomes (per the project inception report)**

<b>Development Objective</b>	To enhance the export performance of the Republic of Zambia by creating conditions for strengthening the national legislative framework supporting standards, technical regulations, metrology, testing and quality, addressing deficiencies in standards, testing, metrology and certification capabilities, establishing a credible conformity assessment infrastructure and fostering integration into the multilateral trading system. Internal trade benefits to accrue concomitantly
<b>Outcomes</b>	<p><b>Revised result framework</b></p> <p>Outcome 1: Project implementation and monitoring system established and well-functioning to ensure quality of deliverables.</p> <p>Outcome 2: GRZ develops and approves a National Quality Policy and amends as necessary the legislative framework surrounding MSTQ. This includes a strategy and tools to encourage the quality culture in Zambia.</p> <p>Outcome 3: Standards development, adoption and information provision capacities of ZABS updated/streamlined.</p> <p>Outcome 4: National institutions for scientific and legal metrology upgraded in line with the recommendations of NQI policy</p> <p>Outcome 5: National testing laboratories upgraded in line with the recommendations of NQI policy, laboratory baseline assessment -with a aim towards achieving accreditation</p> <p>Outcome 6: The Zambian Quality Chain with regard to testing and export certification of products in selected sectors strengthened.</p> <p>Outcome 7: Trade policy and negotiations capabilities of the Government of Zambia is strengthened.</p>

The programme is based on the UN result framework method (outputs/outcomes instead of results/specific objectives). The initial result framework was revised after the inception phase. There is, however, in the new version of the result framework, some confusion between outcomes, outputs, and activities. An outcome is the likely or achieved short-term and medium-term effects of an interven-

tion's outputs. In other words an outcome describes where we want to be at the end of the project and what are the things that must be in place first before we can achieve our goals and have an impact.

Outputs are the products, capital goods and services, which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes. In other words outputs consist of "things that need to be produced or provided through projects or programmes for us to achieve our short- to medium-term results". Activities are the actions that need to be done to produce the outputs. Most of the outcome (ex. 1, 2, 3, 4, 5) described in the revised logical framework are rather "outputs" or "activities" rather than "outcomes".

For example:

- Outcome 1 "*project implementation and monitoring system established and well functioning*". This is rather an output or an activity not an outcome.
- Outcome 3 "*standards development, adoption and information provision capacities of ZABS updated/streamlined.*" This is mainly an output not an outcome.

There are too many outputs in the project document (26 in total), and some are activities rather than outputs, for example:

- Output 2.6 Conduct feasibility study for the national accreditation body in line with the NQI policy;
- Output 2.7 Develop material and support to an awareness campaign in all regions to highlight the importance of quality and standards for consumers safety and export expansion;
- Output 3.2.2 Management training/exposure (senior and middle management level) for ZABS.

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. For example the OVI for outcome 3 in the log frame matrix says number of national standards adopted, number of standards information requests. The OVI is correct, but the indicator it is not monitored by the programme. Choosing the correct indicators and monitoring them is important to assure quality in the programme implementation, but also to enable/activate links to other initiatives, aiming to similar objectives. For example an indicator related to the number of national standards could be linked to

Zambian commitment for harmonization of national standards under COMESA and SADC regional integration initiatives.

Risks and Assumptions are also listed in the log-frame. Major challenges to be addressed by the programme are indicated in the Project document.

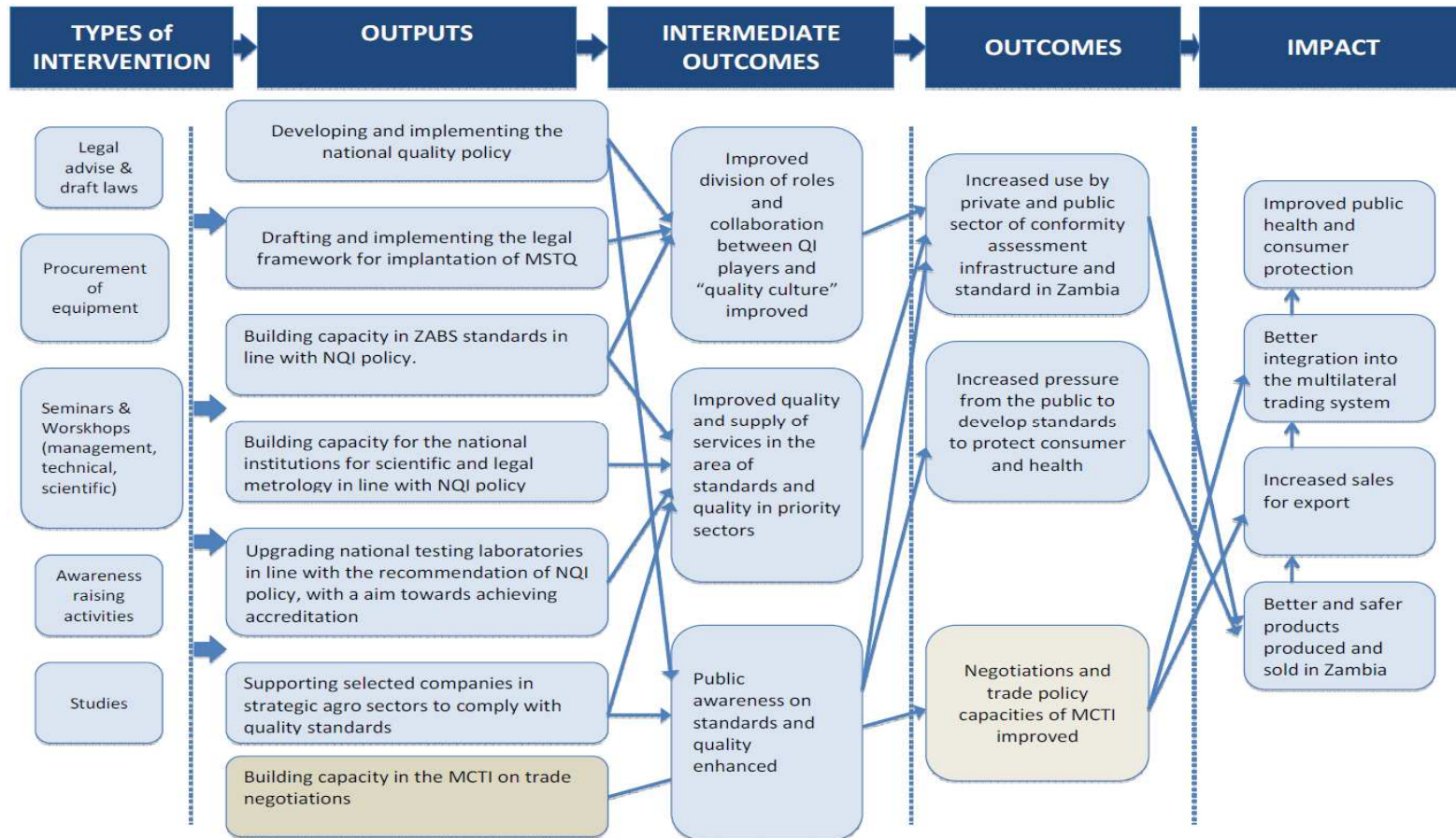
Overall, the log-frame would benefit from being streamlined. The number of OVIs could be reduced and kept to a minimum in order to limit and focus data collection. This is where the Theory of Change can be a very useful tool to think through and visualise the chain of activities and events that are expected to lead to the desired results and focus on the critical path to achieve the maximum impact with the least resources. 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 is a very practical tool, whilst 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 programme based on the programme log-frame, while focusing on the key steps in the Results Chain. The analysis of activities and results discusses to what extent the programme has lived up to its anticipated expectations in terms of quality, quantity and timing.

Figure 4 below shows an attempt by the evaluation team to produce a Theory of Change for the entire programme. Since it is a complex programme, this can only be done schematically. The figure essentially shows the main component of the programme Outputs (in the log frame these are indicated as “Outcomes”).

The activities within the programme are not shown in the figures but are basically: studies, draft laws and policies, training, consultancy, study tours, events and outreach, procurement of office equipment and laboratory equipment.

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

Figure 4 - Theory of change





The following outputs contribute to the first intermediary outcome -*an improved division of roles and collaboration between MSTQ stakeholders and the creation of a “quality culture”*:

- Developing and implementing the national quality policy (output 1);
- Drafting and implementing the legal framework for implementation of MSTQ (output 2);
- Building capacity in ZABS Standards development, adoption and information provision in line with NQI policy (output 3).

The following outputs contribute to the second intermediary output- *improved quality and supply of services in the area of standards and quality*:

- Building capacity for the National institutions for scientific and legal metrology upgraded in line with the recommendations of NQI policy (output 3);
- Upgrading national testing laboratories in line with the recommendations of NQI policy, with a aim towards achieving accreditation (output 4);
- Supporting selected companies in strategic agro sectors to comply with quality standards (output 5).

The following output contribute to the third intermediary outcome-*Public awareness on standards and quality enhanced*:

- Developing and implementing the national quality policy (output 1).

The first and second intermediary outcomes contribute to achieve the main outcome, which is an increased use by private and public sector of conformity assessment infrastructure and standards in Zambia.

The third outcome contributes to increase pressure from the public to develop standards to protect consumers and health.

## 4.2 Programme management

### Governance and structure

#### *i. Ministry of Commerce, Trade and Industry (MCTI)*

The programme is implemented by UNIDO in close collaboration with MCTI, which is appropriate since it is the responsible Ministry for external and internal trade and industry. In addition, with a mandate to address and strengthen policy and legislative issues, the Ministry is the natural location. Within the Ministry the Technical Assistance team is attached to the Department for Industry, which has a responsibility over the two statutory agencies ZWMA and ZABS. Initially the programme was attached to the Department of Trade, but a shift took place when the MCTI realized that the real challenge of the programme was not necessarily the trade dimension, rather the separation of powers within the statutory agencies under the department of Industry.

Other possibilities would be to house the team within the ZABS or ZWMA, which would take the programme inside the organizations providing direct support and speeding up the change. Another option would be one of the private sector associations, such as ZAM (Zambian Association Manufacturer) or ZACCI (Zambian Chamber of Commerce and Industry), which potentially would bring the programme closer to the private sector and entrepreneurs. Yet another option would have been to establish a stand-alone structure, which potentially could have fast-tracked activities and facilitated administration. However all these alternative options may entail a loss of overview and position needed to work with reform of quality infrastructure at regional, national and sub-national levels.

#### *ii. Steering Committee*

The Steering Committee (SC) provides strategic directions to the programme and reviews work-plans and reports. The SC is formally chaired by the MCTI Permanent Secretary. The SC comprises of several members from the MCTI Management, the technical assistance team, Norwegian Embassy on behalf of NORAD, other ministries, ZABS, ZWMA; the private sector associations ZAM and ZACCI. The SC has met nine times (every six months at the beginning and every quarter since 2012) between its launch in August 2009 and June 2013.

The SC members that were consulted during the evaluation seemed satisfied with the SC meetings as such and the possibility to interact with the programme. However, there was a sense that that participation in the SC did not evolve into actual partnership in terms of implementation. The Steering Committee appears to have become more of a stakeholder forum than an executive body. A key aspect to consider is the fact that Programme will in the short term be one of the

most important vehicles for implementing the National Quality Policy. For this reason it is important that the Steering committee is attended by executive decision making people.

### ***iii. Technical Assistance Team***

The Technical Assistance Team is responsible for day to day implementation of the programme. The team is composed by a National Coordination Officer and a Chief Technical Advisor based in Lusaka, they report to a programme manager based in Vienna at UNIDO headquarters. The team inform regularly the director of Industry of the MCTI about day to day activities. Above the director of Industry there is the Director of planning which is also the deputy Permanent Secretary and above the Permanent Secretary of MCTI.

The recruitment of the National Coordinator and the Chief Technical advisor is specified in the original project document and they carry out the day to day work. The MCTI seconded two part time senior economists to the team to support them in the implementation of the activities. The programme manager in Vienna travel regularly to Lusaka for the SC and when need arises.

Overall, stakeholders consulted perceive the technical assistance team as able and competent. However there has been criticism about the lack of team work and about inadequate communication (short notice in information about events, team not easily accessible).

The team has been under the guidance of the department of trade first and then under the department of Industry. In both cases the team suffered from being isolated from the various stakeholders of the quality infrastructure other than the one under direct supervision of the MCTI.

The technical assistance team needs support from the management and political leadership of the Ministry in order to initiate structural institutional and organisational change and deal with the vested interests and rigidities involved. Moreover there is the need to ensure better information exchange, participation to programme activities and engagement toward programme outcomes of other ministries having responsibilities in the quality infrastructure. Placing the technical assistance team directly under the Permanent Secretary or under the Director of Planning could be conducive to mustering such support. There is however a risk in doing so, which needs to be mitigated through appropriate training and coaching for MCTI staff. In fact it would not be desirable to have a stronger leadership from MCTI if appointed resources to the programme do not show increased competencies in programme management and monitoring and evaluation.

The key issue for the Programme technical assistance team is to demonstrate that the programme actually matter beyond producing outputs (policy documents, trainings 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).

## **Operations and M&E**

### ***i. Operations***

The programme basically uses UNDP systems and procedures during their operations. Cumbersome procurement processes have caused delays in implementation of programme activities as has already been mentioned. Financial management is the responsibility of headquarters in Vienna. No transfers of funds are made to implementing partners, such as the MCTI or ZABS or ZWMA. Instead activities are paid directly by the programme.

### ***ii. Monitoring and evaluation***

The programme log-frame provides a reasonable basis for monitoring the programme, but the activities/outputs listed in the work-plans deviate sometimes 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 Project document. The work-plans, in general, fail to link activities with the expected results (outputs) 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 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 team.

There is a need for the programme to improve on monitoring and reporting. In particular there is 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. 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 produce reports that overwhelmingly focus on activities and outputs, which are not really linked to the original plans.

## **Relations and stakeholders**

### ***i. Donor***

NORAD has been a partner in the project since its inception, by participating in initial discussions and sponsoring the initial needs assessment. NORAD has been concerned by the delay in approving the national quality policy and considered this as a lack of ownership of the MCTI. During programme implementation NORAD participation continued through attendance to the SC and a monitoring mission in February 2012. Norway embassy representative in Zambia participated to the SC reporting back to NORAD headquarters in Oslo.

### ***ii. UNIDO & WTO***

UNIDO is the key implementing partner of the programme. Some of the initial delays of the programme were blamed on the late employment of the technical assistance staff. Migration to SAP within UNIDO affected negatively the management of the project generating difficulties in the reporting and delays on processes among team members during programme implementation. Procurement procedures have been on several occasions blamed as being the reason for delays in some project activities. On this issue there are divergent views on whether the procedures are too complicated or the staff using them is not well trained.

WTO, according to the project document is also an implementing partner of the programme. This joint activity can be traced back to a Memorandum of Understanding (MoU) signed between the two organizations (UNIDO and WTO) in September of 2003 during the Cancún WTO Ministerial Meeting. WTO focuses on deepening the understanding of beneficiaries of the rules-based multilateral trading system. It is expected that these two complementary sets of activities would foster integration of beneficiary countries into world trade. In order to put the MoU into effect, the two Organizations agreed to start to provide assistance on a pilot basis to initial group countries. The pilot phase covered Armenia, Bolivia, Cambodia, Cuba, Egypt, Ghana, Jordan, Kenya and Mauritania and more recently two additional countries, Azerbaijan and Zambia were included in the programme. As indicated previously this component didn't take place and the activities related to it have been integrated into other WTO activities outside the scope of this programme.

### ***iii. ZABS and ZWMA***

ZABS and ZWMA take part in the implementation of the project as end beneficiaries. In a second generation of quality programme as phase II, it would be important to discuss the possibility that their level of ownership increase to become project partners and possibly second some staff for the implementation of the programme. 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 public and private stakeholders***

The programme 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 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 evaluation appreciated being involved in and consulted by the programme at different levels, there were calls for greater involvement in implementation. For example private sector associations are willing to work with the programme to increase awareness for standards within the private sector.

#### ***v. Other donor-funded programmes***

A number of other programmes support aspects related to trade, private sector development in Zambia (Table 3). The technical assistance team staff seems only partly aware of the other interventions in the standards and quality area and there is little evidence that the programme is encouraging synergies to avoid overlaps between various projects.

### **4.3 Relevance**

Relevance is defined by the OECD/DAC as “ <i>the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.</i> ”
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The Overall Objective of the programme in terms of promoting the use of standards and quality infrastructure to enhance competitiveness is in line with the Zambia National Trade Policy from 2007. Art 3.5.4.15 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 maintain rigorous technical standards in conformity with national environmental, and public health requirements. The Diagnostic Trade Integration Study of 2006 mentioned above recognizes that key barriers for regional trade include a lack of harmonized standards and recommends that the National Policy should adequately take this aspect into account.

Currently the SADC and COMESA Secretariat, to which Zambia is a partner country, are engaged in removing technical barriers to trade in order to foster regional trade. One of the tools used is the adoption and implementation of regional harmonized standards, which facilitate the free movement of goods within the region. Progress at the regional level was reported in i) drafting a standardization policy common for COMESA and SADC; ii) organization of awareness raising campaigns and workshops; and iii) regional metrology scheme for

COMESA, SADC. This indicates that the design of the programme is compatible with an already existing dynamic at the regional level to further strengthen the national quality infrastructure.

The programme is in line with the principles of the Paris Declaration and the Accra Agenda for Action regarding the transfer of ownership to the partner countries. The programme is hosted by the national Ministry of Commerce, Trade and Industry (MCTI), which has taken important steps to ensure ownership in terms of policy development and implementation.

Norwegian strategy for development in Zambia is mainly focused on reducing poverty rather than enhancing trade. Supporting the national quality infrastructure is not considered a primary development goal for NORAD in Zambia.

Key SMTQ service providers targeted in the Programme Proposal are: i) ZABS - The Zambian Bureau of Standards; ii) ZWMA, the Zambian Weights and Measures Agency, is the Legal Metrology unit established under the Weights and Measures Act and iii) some conformity assessment bodies such as PQPS – the Plant Quarantine and Phytosanitary Service of the Ministry of Agriculture and Cooperatives, FDA – the Food and Drug Control Laboratory of the Ministry of Health. In terms of relevance the main need in this phase of the development of the quality infrastructure in Zambia is the separation of responsibilities within ZABS to remove conflicts of interest. This need is clearly identified in the initial Project Document. Also the need to support conformity assessment bodies in upgrading the quality of their services is clearly defined. The Project document has shortcomings in defining the concrete outputs required to enhance the capacity for the conformity assessment bodies (i.e an Output such as “to provide international recognized services to strategic export sectors and for the protection of consumers” 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.

During the implementation support to conformity assessment bodies did not take place as was initially planned. This is mainly due to two reasons, i) the existing gaps between PQPS and FDA were too wide to be covered successfully by the project, ii) a lack of initial participation to the activities by the staff of these two laboratories. The project refocused its work plan in favour of strengthening the laboratory infrastructure of ZABS, more ready to receive assistance. The project also realized a gap analysis to define the current needs of a wider group of con-

formity assessment bodies in the country. Ultimately the need to improve the service delivery of conformity assessment bodies has been only partly covered. The need to support the development of an accreditation system, was not initially included into the Project Document, but has been introduced later on into the inception report. This change in the design affected positively the project because of the role of accreditation as the basis for ensuring credibility in the overall MSTQ, which was initially missing in the original project document.

The main needs for upgrading of the ministry of Ministry of Commerce, Trade and Industry (MCTI) are clearly defined in terms of i) amending as necessary the legislative framework surrounding MSTQ and ensuring a strategy and tools to encourage the quality culture in Zambia; ii) strengthening trade policy and negotiations capabilities of the Government of Zambia. Both issues were considered relevant at the time of the Project document, however during the implementation the support to trade policy negotiations, under the responsibility of WTO as implementing agency, did not take place. The reasoning behind this change into the project design is due to the fact that the need initially identified was not considered anymore relevant at the time of project implementation as other WTO initiatives were undertaken to strengthen MCTI negotiations capabilities.

The programmes' outputs and activities are all relevant to achieve the Overall Objective. They correspond to international best practices and experience in Standardisation, Quality Assurance, Metrology and Testing (MSTQ) system development, which suggests that a first generation quality infrastructure programme (suitable to Zambia'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 mechanism among the relevant ministries and MSTQ bodies; iii) the development of capacity of MSTQ providers; and iv) the increase of awareness on quality related issues.

Overall, the relevance of the programme is high and its design corresponds to the needs of Zambia and the stakeholders of the Quality Infrastructure in Zambia. However there are deviations between project design and project implementation due to needs either not correctly assessed or become obsolete and outputs/outcomes not properly formulated. Moreover, as we will see below, some of the original focus has been lost in order to address immediate concerns of different stakeholders rather than develop long term and sustainable institutions and capacities. Both these issues are critical factors, not so much in terms of the overall design of the programme, which to a large extent addresses key gaps in



Zambia's National Quality Infrastructure, but influencing the direction the programme has taken during implementation.

## 4.4 Efficiency

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

Compared with similar programmes realized in other countries and taking into account the specific environment and stakeholder capacities of Zambia, the range of activities as originally envisaged are realistic, however the time scale of the milestones seem to be too ambitious. In addition, the Project document and the work-plans seem to have been well understood by the MCTI.

Overall, the programme trained around 470 people, realized 8 awareness seminars reaching about 340 people and assisted 5 companies.

Estimated programme budget and realized programme budget are measured in cumulated terms. Reports offer a view only on progress against initial budget and not progress against commitments of the previous work plan. Six monthly reports indicate the level of expenditure, the instalments made by the donor and the request for the next work plan period's instalment. ‘

**Figure 5 - Overall expenditure**

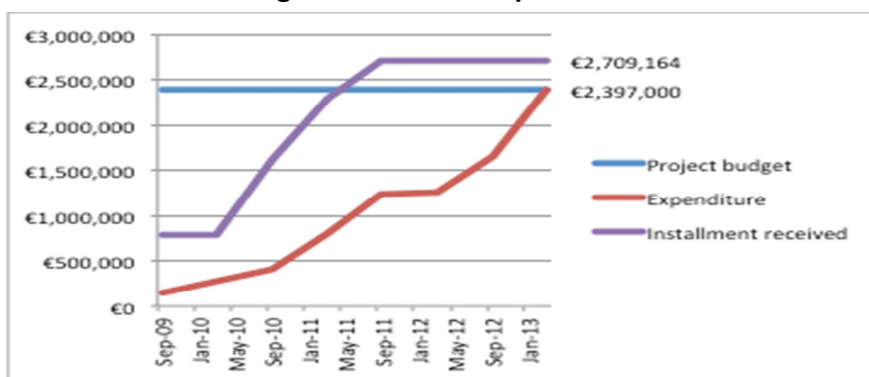


Table 3 describe the level of expenditure in relation to the accounting cost categories. The total budget available including 13% support costs is 2.709.000 EUR, the total operational budget (excluding support costs) approved as per project document is 2.398.500 EUR. At the end of the project (24<sup>th</sup> June 2013) the project committed funds for a total of 2.397.491 EUR and a total expenditure of

2.186.149 EUR. Basically 100% of the budget has been committed, and 91% actually disbursed.

**Table 3 - Cumulated budget and expenditure as per 24<sup>TH</sup> June 2013**

	BL	Details	Total budget approved *	PAD Aggregate instalments	Total Expenditure	Balance Euro
1	1100	International Expert (CTA)	756,000.00	819,000.00	778,388.98	40,611.02
2	1500	Travel of project staff	20,000.00	32,600.00	20,448.97	12,151.03
3	1600	Mission costs	30,000.00	64,400.00	61,677.37	2,722.63
4	1700	National Expert & Support personnel	260,500	358,082.00	313,142.06	44,939.94
5	2100	Subcontracts	160,000.00	116,663.00	77,628.20	39,034.80
6	3000	Training & Meetings	297,000.00	250,823.66	210,018.41	40,805.25
7	4500	Equipment	860,000.00	683,137.28	666,987.59	16,149.69
8	5100	Sundries	15,000.00	72,785.52	57,858.28	14,927.24
<b>Total (excluding support costs)</b>			<b>2,398,500.00</b>	<b>2,397,491.46</b>	<b>2,186,149.86</b>	<b>211,341.60</b>

\*(as per project document)

There has been some delay in the realization of the outputs and to a certain degree of the disbursements as well, including:

- *Start-up delays.* The first half of 2009 was spent on establishing the TA team. The second half has been burdened by putting together a realistic work plan.
- *Monitoring.* The reporting structure doesn't enable monitor of expenditure against work plans commitments. Monitoring work plan commitments against disbursements enables better control over the financials and to intervene more efficiently in the re-allocation of resources.
- *Procurement.* The programme operates under the UN procurement rules, which imply going through UNDP facilities, 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.
- *Procedural.* Stakeholder consultations have been an important feature of the programme. In addition, new and revised policies and legislation, important parts of programme activities, need to go through the proper procedures and institutions (Cabinet, Parliament, etc). For example it took several months for the Minister of Trade, Commerce and Industry to sign the National Quality

Policy, and even more to present the new Acts to the Cabinet, which seems to be normal.

Based on the experience with similarly sized projects in other countries, there has been value for money for most of the outputs. The processes of stakeholder consultation absorbed an important part of the resources, had an overall positive impact in creating national ownership. The value for money for activities realized in the area of standardization and testing laboratories is less clear because outputs are fragmented and only loosely linked to the objectives.

In terms of quality of inputs, an evaluation survey of beneficiaries and others revealed the following:

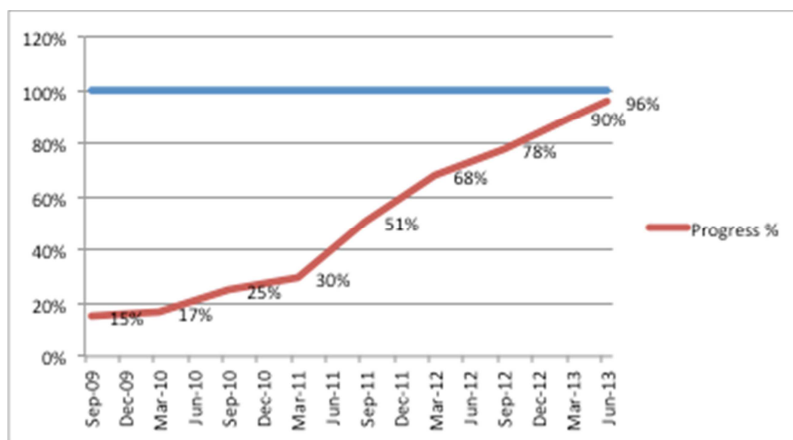
- About 92 % of the respondents consider that the programme improved the way they work with standards and quality (out of which 30% answered that their work has significantly improved);
- About 87% of the respondents consider that the programme correctly addressed the need of their organization;
- About 70% of the respondents consider the activities satisfactory or fully satisfactory and about 57% of the respondents consider that these activities have improved the capacity at beneficiary level.

## 4.5 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 Programme’s progress in attaining its objectives is made in this section.

**Figure 6 - Overall assessment of Outputs and Outcomes**



Programme's implementation is based on six-month work plans attached to progress reports produced by the TA team and submitted for approval to the Steering Committee. The figure above represents the overall progress of the programme implementation on the basis of the approved progress reports. Overall 96% of the project activities (called outputs in the project reports) have been realized.

Most - if not all – project progress described in the progress reports is at the output level rather than at outcome level. Referring to the outcomes as described in Theory of change (figure 3) described in the previous section findings show the following:

- A solid foundation has been laid for achieving Intermediary Outcome 1 “*Improved division of labour and collaboration between stakeholders & a quality culture created*”. There has been a significant improvement in the functioning, organization mandate, and operation in ZWMA and the implementation of the national quality policy started. However, until now we see no evidence of any real institutional changes in mandates, division of labour in ZABS. Legislation is still to be adopted and the Coordination Mechanism to be established.
- Achieving Intermediary Outcome 2 “*Improved quality and supply of services in the area of standards and quality*” remain still a challenge. Some strategic achievements have been made, in particular regarding the work on establishing a National Accreditation Focal point and verification of measuring instruments and setting up the National Laboratory Association. The collaboration with ZABS seems ad-hoc and has been long in coming. Laboratories and conformity assessment bodies have not been deeply involved in the upgrading of their operations and physical infrastructure.
- There has been some progress on Intermediary Outcome 3 “*Awareness on standards and quality enhanced*”, in terms of the fact that the National Quality Policy has been launched and the Programme has involved many of the key stakeholders on a continuous basis. The stakeholders interviewed were knowledgeable on and engaged in quality issues and on the Programme in particular. As regards the general public and individual enterprises the results are less significant so far, considering the fact that a full-fledged awareness raising campaign has not yet been launched.

The table in Annex 5 provides an overview of the status of outputs and outcomes in relation to the log frame and the 6 monthly reporting structure.

For the purpose of this evaluation report effectiveness is measured in relation to the following heading (between brackets the corresponding outcomes as referred in the log frame): i) national quality policy and regulatory framework (outcome 2),

ii) alignment of the quality infrastructure (outcome 3, 4, 5); iii) Support to the Trade policy and negotiations capabilities of the Government of Zambia (Outcome 6).

### **National Quality Policy and Regulatory Framework**

Outputs and activities listed in the progress reports under Outcome 2 (*GRZ develops and approves a National Quality Policy and amends as necessary the legislative framework surrounding MSTQ. This includes a strategy and tools to encourage the quality culture in Zambia*) is described under this heading.

One of the major achievements of the programme is the finalisation of a National Quality Policy and its implementation plan. The Policy and the Plan were drafted and reviewed through a consultative process that involved several of the main stakeholders as well as the TA expert. The Policy and the Plan are signed by the Minister of Commerce, Trade and Industry.

The National Standards and Quality Policy and its Implementation Plan should be considered as the main roadmap for reforming Zambia's quality infrastructure. The vision of the National Quality Policy is "to establish by the year 2020, a National Quality Infrastructure and Technical Regulation Framework based on local and international best practices that will ensure locally produced goods and services are recognized and accepted by Zambia trading partners." The following objectives have been established in order to achieve this vision:

- To ensure that goods and services produced and supplied in Zambia meet local and international quality requirements;
- To ensure that quality consciousness is raised among both the suppliers and the consumers;
- To develop the human resource necessary to support the various standardization quality and technical regulation programmes;
- To promote and maintain a quality culture in public life and throughout society;
- To develop and implement a National quality infrastructure and technical regulation framework aligned to and consistent with international best practices.

The MCTI 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 the programme. However, the objectives of the Policy will only be realised if its imple-

mentation is successful. Consequently, Phase II of the programme is encouraged to take an active role in the implementation of the Policy.

The programme organized awareness raising seminars in 8 provinces to sensitize about the importance of quality and standards. It contributed to the preparation of communication plan and tools for ZWMA to increase public awareness on measurements in trade including TV, radio ads, etc. Also, the project tried to increase the visibility of relevant issues through ZAM and ZACCI publications and events directed at industry. The second phase will work more with tertiary institutions and ZAM to develop more detailed university curricula. A wider campaign towards business associations and consumers, which was initially planned did not take place and will be incorporated in Phase II of the project. As it is reflected in the intermediary outcome of the Theory of Change (fig. 3), the implementation of an awareness raising campaign is instrumental to increase pressure from the public to develop standards to protect consumers and health and therefore to have better and safer products produced and sold in Zambia.

The regulatory framework has been reviewed and 4 acts have been reviewed, redrafted and submitted to the Cabinet:

- Standards Act, March 2012.
- Metrology and Calibration Act, march 2012.
- Technical Regulation Framework Act, March 2012.
- Compulsory Specifications Act, March 2012.

The regulatory texts drafted so far are in line with international principles. However there is no evidence of a regulatory impact assessment study carried out to assess the impact of these regulations once adopted and ii) a rational exemplifying why there is the need to have 2 separate Acts to cover the regulated area. In fact a key concern remains in relation to the real need of 2 separate acts such as the Compulsory Specification Act and the Technical Regulation Act. In fact the Compulsory Specification Act was not an output contemplated in the original design of the project. A second concern is in the formulation of art. 5 of Compulsory Specification Act (*Objectives of the Agency*), which states that the agency is entitled to make recommendations to the Minister with regard to Compulsory specifications. The agency primary role is to ensure the enforcement of the technical regulations and not to regulate, the wording “making recommendations” leaving a certain ambiguity whether or not the initiative to regulate could be initiated by the agency itself (which would entail a possible conflict of interest).

The outputs produced in terms of the study and draft Bills contributes to the achievement of the intermediate outcome (of the theory of change) of an im-

proved division of roles and collaboration between MSTQ stakeholders. The activities have been performed in participatory manner, with the relevant stakeholders consulted during the drafting process. However the Government Cabinet, at the time of the evaluation, has not yet approved the Acts. There have been some delays due to the change in the Government in 2012, and it seems that by September 2013 the Acts will be published in the official Journal. It must be noted that, further delays in the approval process, may jeopardize the success of Phase II of the programme.

Assistance has been given also to put in place an operational plan for the accreditation body. In particular assistance was provided to make a cost benefit analysis related to the financial sustainability of a national accreditation body. The study indicates that the market is still in its early phase and that the costs of having an independent accreditation body would require public funding. The establishment of a national focal point of SADCAS seems to be a more cost effective solution; however there are some divergent views among government decision makers.

#### **Alignment of the quality infrastructure (SMTQ)**

Outputs and activities listed in the progress reports under Outcome 3 (*Standards development, adoption and information provision capacities of ZABS updated/streamlined*), outcome 4 (*National institutions for scientific and legal metrology upgraded in line with the recommendations of NQI policy*); and outcome 5 (*National testing laboratories upgraded in line with the recommendations of NQI policy, laboratory baseline assessment -with a aim towards achieving accreditation*) are described under this heading.

The most important achievement under this heading is probably the turnaround realized in **ZWMA** (Zambian Weights and Measures Agency) in the legal metrology sector. Support has been provided to take an inventory and a geo-localization of all instruments falling under the legal metrology act and to develop an ERP (Enterprise Resource Planning) information system to manage the verification processes. These two activities enabled ZWMA to speed up the process of verification and to monitor performance of the verification activities. The ERP system has been extended also to other processes (i.e. planning of inspections, booking of the vehicles) modernizing various aspects of the whole institution and increasing the financial revenue.

Portable equipment for ZWMA has been procured according to plan; however technical specifications for the laser scanner for volume measurement were not properly defined. They didn't take into account the need to have an instrument able to operate in explosive environments (required for gas tanks). There is no cost benefit analysis of the equipment procured. The procurement has been

cumbersome and lengthy. Training and study tours for ZWMA were successfully realized to upgrade personnel technical competencies (study tour of 2 weeks in the national metrology institute in UK) and management skills (training in South Africa). Laboratory inter-comparisons with national metrology institutes in countries such as South Africa and Netherlands have been carried out according to plan.

On the other hand support towards accreditation of ZWMA is only partly achieved. A visit of SADCAS assessors to their laboratory took place, but additional support is needed in this area to train staff on ISO 17020, to improve the procedures in particular in the area of temperature measurement. There is the need to improve the planning in order to ensure impartiality of the inspections. To reach accreditation the main need remains laboratory management system and support in setting up the inter comparison system.

Communication and awareness raising is an area not initially addressed in the project document nor in the inception report, however the programme successfully supported the design a couple of successful ads (1 for TV and 1 for radio). The communication messages created for these ads have been particularly successful, addressing directly the consumers and stimulating them to get value for money, when making a purchase (are you sure your weight and volume are correct, demand for scales says the ad). Phase II is expected to provide support for a wider awareness campaign.

Activities to support to **ZABS** (Zambia Bureau of Standards) were delayed, partly due to the change in the management, partly due to limited ownership at institutional level. At the time of the evaluation the study for the review of operating procedures and procedures for standards development was still ongoing. This activity should have been initiated at the beginning of the project in order to ensure effectiveness and achieve the outcome of an improved quality and supply of services in the area of standards.

A mobile booth for information about standards has been procured to support the information centre of ZABS to increase awareness. The booth has been used in several events to disseminate information also in the region; it was used in about 6 events providing information to aprox. 250-300 persons. There is no evidence that the contributed to increase the business of the institution. There is little or no evidence that this activity was embedded into a wider process to increase the marketing effort of the organization towards becoming a service provider.

Training on standards (i.e. ISO 14.000 and ISO 26.000) was delivered to 3 persons in the organization, but there is no evidence that this contribute to improve



and or increase the provision of services of the organization. The procurement of equipment for ZABS was limited to some accessories for their testing and measurement laboratories, but not for the information centre.

Regarding the activities towards the benefit of national testing laboratories little has been achieved in this respect. The most important output of this group of activities is the support towards accreditation for key selected labs. However activities realized are limited to some training on ISO 17025 and some support in terms of advice to ZABS laboratories. The programme failed to develop a more comprehensive programme in several steps to address the accreditation needs of the conformity assessment bodies of the country. The level of readiness of laboratories is quite poor, as the initial baseline assessment study of the capacity and scope of public and private laboratories in Zambia, suggests in its findings. In this respect it was not realistic to expect that conformity assessment bodies would be ready for accreditation after the end of the Programme. However a step by step approach to support and coach conformity assessment bodies at various level of development could and should have been introduced by the Programme to support progress in this area.

Activities realized to improve the Zambian Quality Chain focused on target companies rather than on priority sectors. A study was carried out in 2009 to define exporters' perceptions of services rendered by the National Quality Infrastructure Institutions. However the Programme failed to support the Government of Zambia to define a strategy and a plan to tackle in the issues of compliance at sector level. There is not even agreement over the priority sectors to tackle. Ultimately the Programme focused on training on food safety standards 5 pilot companies in order to comply with GFSI standards (Global Food Safety Initiative)<sup>10</sup>. The companies benefited widely and effectively of the programme, improving their operations. There remains however a discrepancy between the initial improvements in compliance in selected sectors and the realized output which is limited to pilot companies and their business operations. The output is still relevant, but indicates that there is a gap between expectations at programme design and the realized activities.

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<sup>10</sup> The Global Food Safety Initiative is a business-driven initiative for the continuous improvement of food safety management systems to ensure confidence in the delivery of safe food to consumers worldwide. GFSI provides a platform for collaboration between some of the world's leading food safety experts from retailer, manufacturer and food service companies, and service providers associated with the food supply chain, international organizations, academia and government.

## **Support to Trade policy and negotiations capabilities of the Government of Zambia**

Outputs in this area have not been realized under this programme. WTO as implementing agency for this component, didn't participate in the meeting, nor implemented any of the activities. Capacity building on trade agreements (i.e. SPS, TBT, and TRIPS) was delivered to the Government of Zambia through other channels WTO initiated outside the scope of this programme. This component of the programme is not covered by this evaluation.

### **4.6 Sustainability**

The benefits of an intervention are sustainable if they are "*likely to continue after donor funding has been withdrawn.*"

The potential for the programme 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 SMTQ actors. A key challenge is financial sustainability of the organizations. ZWMA reached financial sustainability regarding the legal metrology side, but there will be the need to find ways to guarantee sustainability for industrial and scientific metrology when the National Metrology Institute will be put in place, according to the new law. ZABS financial sustainability has not yet been fully addressed; there it is still not clear what part of the budget will be publicly funded and which one will have to be collected from the market through service delivery. This last point has been one of the major sources of distress for the organization and has partly contributed to prevent the organization to move forward in the re-structuring. The issue of financial sustainability of the accreditation system is under discussion. A national accreditation body is not financial sustainable without public funding. A national accreditation focal point is certainly cheaper to operate, but key decision makers in the government of Zambia are of the idea of having an independent and fully fledged institution. Until this issue is solved, the accreditation system will not be able to function properly. Public Laboratories are often having poor environmental conditions to host the equipment, which limit their ability to improve their services. Their sustainability will depend on the ability of the responsible ministries to upgrade their capacities and environmental facilities; however this remains outside the scope of this programme.

In addition there seems to be concerns over the support provided by the MTCI. On more than one occasion the MTCI has been criticised for lack of ownership and delaying the approval of the national quality policy and the regulatory frame-

work. This has been the cause of several debates between the MTCI and the project team regarding the need to improve the governance structure. Several options about where the project team should be located, especially in light of phase II have been discussed, but a decision not yet taken at the time of the evaluation:

- -under the department of planning;
- -under the Permanent Secretary;
- -under the Private Sector development Programme at the prime minister cabinet;
- -under the Department of trade;
- -creating a new department responsible for the quality infrastructure under the MCTI;
- -remaining under the ministry of Industry.

There is the feeling that the current setting under the department of industry is a satisfactory solution, but not ideal as the programme has a wide range of constituencies and stakeholders. The ministry of Industry ownership is, in fact, limited to the outputs related to the statutory agencies (i.e. ZABS and ZWMA).

Overall, increasing the viability and efficiency of the SMTQ actors is one reason why the programme needs to address the mandates and capacities of the SMTQ actors in a strategic manner. A key concern of this evaluation is that the programme has only done so in relation to legal metrology. Outputs expected from ZABS, from the laboratories and to improve the quality chain had a focus on activities, such as committee meetings, trainings and assisting individual SMEs, concentrating on developing the awareness and capacities of individuals instead of the addressing important fundamentals in terms of organisational mandates and capacities. There are high expectations that this issue can be addressed in Phase II of the programme.

## 4.7 Impact

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.*”

It was too early in the project cycle for the evaluation mission to assess programme impact. However, the potential for impact was assessed positively, given the results achieved with the programme’s public and private sector partners.

There were a number of unforeseen and noteworthy achievements. For example, the establishment of the national laboratory association is a positive and unplanned outcome of the project. Thanks to this set up it is expected to have a focal point to run proficiency testing activities, which would be highly instrumental to increase the quality of services of the laboratory infrastructure.

In addition, various activities supported by the programme related to stakeholder consultation and training makes it likely that there is a lasting impact in terms of enhanced awareness of the importance of quality and standards among the immediate stakeholders in the public sector. However, monitoring data to support this claim has so far not been produced within the programme.

#### **4.8 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 has taken place during the life of the project, even if it was not, explicitly, contemplated in the project document. The programme used mostly expertise from the country and from the region ensuring the south-south dimension. Gender mainstreaming activities are planned under phase II. In view of this and given the complexity of programme, the evaluation team chose to focus on the overall programme design, instead of cross cutting issues.

## 5. Conclusions and recommendations

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### 5.1 Conclusions

The Joint UNIDO and WTO trade capacity building programme has shown that it is uniquely placed to address institutional gaps in the Zambian Quality Infrastructure in terms of policy, legislation, coordination, and stakeholder engagement. The programme has been a first generation of capacity building in the area of quality infrastructure. A phase II is already planned and will start immediately after the end of the first phase. In a first generation type of programme, the biggest challenge is often achieving ownership among stakeholders and initiating a separation of powers and a division of labour among the quality infrastructure players. On these foundations, the programme should now move to the next phase, which is to initiate effective 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 central government and support of the MCTI leadership.

#### Relevance

The programme's design as it was conceived in the original document remains highly relevant considering the weakness of the Quality Infrastructure in Zambia. It remains relevant also in light of regional priorities. 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 SADC and COMESA. Progress has been made on the institutional side, but programme's activities have been allowed to deviate to activities with less potential for sustainable impact, such as studies, training and meetings. More effort is needed to clarify the mandates and develop the organisational capacities among the different quality-related service providers.

## Effectiveness

Looking at the outcomes as described in the project document the following progress has been achieved:

Outcome	Achievement
1-Inception phase	High
2- Legislative Framework dev.	High
3- Standards enhancement	Low
4- Metrology	High
5- Conformity assessment (laboratories)	Low
6- Export Quality Chain	Medium

Looking at the revised outputs and outcomes proposed in the Theory of Change (Fig. 3) the following progress has been achieved:

### Intermediary outcomes

- Improved division of roles and collaboration between MSTQ stakeholders & a “quality culture created”:  
→ Well advanced, but not completely achieved.
- Improved quality and supply of services in the area of standards and quality:  
→ Significant progress in the area of legal metrology.
- Public awareness on standards and quality enhanced:  
→ Probably improved, but there is no baseline study to measure progress.

### Outcomes

- Increased use by private and public sector of conformity assessment infrastructure and standards in Zambia:  
→ No progress registered at this level however the initiative of setting up and establishing a national laboratory association is a positive un-expected outcome of the programme.
- Increased pressure from the public to develop standards to protect consumers and health:  
→ The programme didn't address the consumer side. On the other hand during the time of the evaluation a consumer scandal about contaminated meat products has been widely debated in the press. This event has been particularly interesting because it showed that consumers are indeed conscious of the importance of safe products and able to voice their interests towards the public authorities.

Engagement of the consumers in the Quality Infrastructure and standards setting mechanisms will be important for phase II project.

The programme is embedded in the Zambian quality infrastructure and works to a large extent through existing agencies and mechanisms, such as ZABS, ZWMA, MCTI 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 enhanced. Also coordination with other ministries could be improved. In fact, during the programme little focus has been given to ensure a joint approach and commitment to improve the public laboratory infrastructure (i.e. Ministry of Health, Ministry of Agriculture).

The National Quality Policy is the overarching policy regarding the National Quality Infrastructure and standards issues and clearly defines the extent and the nature of synergies among the various stakeholders. The programme, if used as the implementing tool of the Policy, could effectively enhance the synergies within the National Quality Infrastructure and all standards issues.

## **Efficiency**

Activities have been completed to 96%, budget fully committed and expenditures accounted for 91% of the budget. The project experienced a low disbursement rate at the beginning. The financial reporting of the project has suffered from delays in the introduction of a new SAP system in UNIDO. According to the project team, during the system migration some data were not accessible, making the reporting more cumbersome (in the last two years, this is reported to be a problem common to other projects as well). The reporting is missing a view of planned versus realized for every six months report. In some cases the SC approved a plan for the following reporting period, and in other cases not.

Budget re-allocations were done during implementation, but with no budget reduction or increase. The programme's duration was extended by one year to compensate for delays occurred at the beginning of the project. Considering this programme has been designed as an institutional capacity building programme, overall there has been value for money for most of the outputs realized.

## **Impact and sustainability**

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

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

Given Zambia'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 the programme.

## **Management and implementation**

The initial low engagement and level of ownership of the Government of Zambia are the main reasons cited for the delays. However, there are other reasons such as unrealistic expectations, delays in establishing the technical assistance team and finding suitable working methods with the TA team, the extent to which stakeholder consultations and lobbying are needed to push institutional reform.

Stakeholders are well represented in the governance, validation and implementation of programme activities. Training events have reached out to a discrete range of public and private sectors stakeholders, including SMEs. More extensive consultations could have taken place outside MCTI in order to increase ownership and engagement among other ministries in relation to the quality infrastructure. More efforts in the phase II of the programme will have to be done in order to increase awareness to a wider target group.

From a professional and technical point of view the technical assistance team has delivered. They have provided support that has been appreciated by the interviewed people. There are some concerns regarding teamwork and the organi-



zation of the unit, the national coordinator and the chief technical advisor are competent in their own fields of work, but have the tendency to work individually and not as a team. There is no trace of weekly meetings with minutes, a filing system and Operations Manual, no library of training materials. The seconded personnel from the MTCI were often left without proper guidance/coaching. The project would have benefited of a more intense team spirit and better structured working environment.

Since year 2000, UNIDO has had no Field Office or Desk in Zambia. Country level support is the remit of the Regional Office (RO) in Pretoria, and the Regional Representative there provides formal representation. The RO does not provide technical backstopping to the projects, which is a responsibility of UNIDO HQ in Vienna. UNIDO may increase its visibility and role in the region if part or whole of the technical backstopping would be carried out by the RO.

## **5.2 Recommendations**

The following four recommendations are made in light of the existing extension for a Phase II and focus on improvement areas rather than on programme weakness. Each recommendation is thematic and relevant for more than one organization, in particular:

- UNIDO: recommendations 1, 2, 3 and 4
- NORAD: recommendations 3 and 4
- MCTI: recommendations 1, 2 and 3

### **Recommendation 1: Support implementation of the National Standards and Quality Policy**

Future assistance should focus on the implementation of the National Quality Policy Implementation Plan and direct resources towards the implementation of the Plan. In other words, the aim of the programme should be to become the vehicle for implementing the National Quality Policy. Areas that should be targeted include:

- Reviewing the mandates and the capacities of ZABS 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/control. According to internationally recognized best practice market surveillance should not be done by the same organization that set the standards and certify products;

- Addressing adoption of harmonized SADC and COMESA standards in Zambia, and enhancing Zambia's participation in drafting harmonized standards at regional level;
- Increasing awareness on the benefits of standardization among importers, industry and consumers and increasing their participation into 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.

### **Recommendation 2: Engage in strategic partnerships with stakeholders**

The next phase project should adopt a strategic approach working with beneficiaries, rather than primarily involving them in consultation exercises or training. This would be a way to increase programme effectiveness to address institutional and organisational gaps. The programme successfully managed to adopt this strategic approach with ZWMA, however not with the other stakeholders (i.e. ZABS, and to a certain extent, MCTI).

- In light of the coordination mechanism to be put in place with the new legislation, the programme needs to engage more with relevant ministries and agencies to review their mandates and structures in relation to standards and quality. It is recommended to give the MCTI the status of project partner rather than just beneficiary.
- Private sector associations should be supported to develop local codes of conduct for local producers or train trainers on quality issues.
- The programme should also work with Zambia 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.
- In light of recent scandals related to imported meat in Zambia, future projects should increase awareness also at the consumer level and engage consumer associations in the dialogue for the improvement of the quality infrastructure.

### **Recommendation 3: Strengthen governance and programme management**

Phase II of the Joint UNIDO and WTO trade capacity building programme should consider a revision of its governance and management structures to a more executive, decision-making body.

- One solution may be to rebrand the SC to a wider stakeholder forum that meets less often (maybe in conjunction with already existing mechanisms i.e. the EIF Steering Committee) and create a more executive SC (retaining a limited membership from MCTI, ZABS and ZWMA, with attendance by strategic partners and donors as needed) into the SC.
- The programme'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.
- The way the technical assistance team is managed and operates should change to act more as a team and build capacity within the ministry coaching the seconded staff.
- MCTI should second at least two full time project managers to the technical assistance team.
- The national coordination officer should train the staff on rules and procedures and delegate tasks to them to the extent possible and assess their performance against their job description.
- Overall, the technical assistance team should focus not only on coordination, strategic discussions but also on needs assessments, formulation of action plans, and monitoring and evaluation.
- The allegedly cumbersome procurement processes and strict financial control measures of the UNDP procurement system (and recent SAP integration) should be factored into programme planning and implementation, and sufficient time allocated to activities.
- Since procurement rules cannot be easily changed, it is fundamental to increase the knowledge level of the field staff in order to ensure more efficient implementation and reduce delays.
- Future phases of the project should increase UNIDO's visibility within the donor coordination mechanisms. This can be organized either through NORAD participation through the Norwegian Embassy in Lusaka or through the ILO as representative of UN agencies. This will ensure better link with other donor initiatives and may stimulate possible synergies with other initiatives, especially in the private sector.
- The next phase project should establish a better link between the programme and regional trade EU funded initiatives such a RISP II (Regional integration support programme) and RISM (Regional Integration Support Mechanism. For example it would be useful to link the programme outcomes

to Zambia agreed targets under RISM such as i) on NTBs, resolve 30% of reported NTBs every year (between 2012 and 2014); ii) on SPS/standards, adopt 67 COMESA harmonized standards in 2012 (2013 and 2014 will depend on how many SPS/standards are harmonized).

- To open a UNIDO office and/or appoint a UNIDO coordinator in Zambia. The trade capacity building programme co-exists with other project programmes implemented by UNIDO. In this respect, as already recommended in Zambia country evaluation report, it is important to pay special attention to creating synergies and linkages with other UNIDO projects, in particular in relation to: spatial linkages; value chain linkages, knowledge sharing, and logistics. In particular the development of the quality infrastructure can be scaled up connecting, in an effective way, the institutional side with the improvement of standards in the value chain. Whilst the same type of programme cannot efficiently address both issues synergies can be achieved creating adequate coordination mechanisms between programmes.

#### **Recommendation 4: Improve reporting and Monitoring and Evaluation framework**

- For more efficient reporting, there should be a distinction between the budgeted and the expenditure realized for every programming period in order to monitor disbursements against outputs achieved and activities realized.
- For better monitoring it is recommended to develop indicators that properly reflect programme 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 evaluation and to make it more monitorable. In particular, recommended indicators at the outcome level are:
  - Change in number of consumer complaints to relevant authorities;
  - Share of consumers aware of areas related to quality and standards;
  - Number of regional harmonized standards implemented nationally;
  - 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 programme training, awareness and other related activities;
  - Government budget dedicated to key quality and standards actors.

Useful indicators at output level are:

- Number of awareness sessions with key stakeholder groups implemented;
  - Share of participants satisfied with trainings and stating that they changed the way they work 6 months after training;
  - Type and progress of MoUs with quality and standards stakeholders.
- Considering that a Monitoring Framework already exists within the MCTI, it is recommended to look into possible synergies with the existing tools and methods when developing the improved monitoring framework for the programme.

### **5.3 Lessons learned**

Probably the most relevant lesson learned during the programme is that the success of a first generation quality programme largely depends on a rapid implementation of the national quality policy. Following the experience in Zambia, UNIDO adopted a similar approach in other projects such as in Malawi, Myanmar and Nepal.

A lesson on ownership comes from the activities realized in ZWMA in the area of organizational upgrading. The programme was able to achieve important outcomes in partnership with the beneficiary organization in the area of legal metrology (both at organizational and technical levels). The success derived from the fact that the programme was able to find its place in alignment with the strategic vision of the organization.

The lack of a UNIDO office or a UNIDO coordinator in Zambia resulted in the project office operating in isolation and with inadequate visibility or synergy with other stakeholders' programmes. Referring to the Country Evaluation report, it appears that the same concern emerged also in other UNIDO projects in Zambia. It seems therefore that without a UNIDO field presence, UNIDO projects are likely to suffer inefficiencies (e.g. lack of familiarity with UNDP procedures) with inadequate synergies and low levels of donor and partner recognition.

# Annex A: Terms of Reference

## 1. Background

UNIDO and the WTO signed a Memorandum of Understanding in 2003 and established a partnership to assist developing economies to overcome challenges that they face in accessing world markets. In this a three-pronged approach is followed, namely: (i) Development of supply side capacity and competitiveness; (ii) Enhancement of the access to conformity assessment services to market requirements; (iii) Development of connectivity to the global market and integration into the multilateral trading system. UNIDO focuses its interventions on the first two, whereas the WTO deals with the third.

A Kick-off Seminar was held in Lusaka in September 2006 to develop a WTO-UNIDO project with the Zambian Ministry of Commerce, Trade and Industry (MCTI). Based on the recommendations of this seminar, the project was designed as a good example of “*aid-for-trade*” as it complemented the DTIS study undertaken under the Integrated Framework in 2005 and the draft Integrated Framework 2009-2012, as well other studies done under the JITAP while including specific actions to overcome supply-side constraints including conformity service provision and market access issues.

Through this project the MCTI would be assisted firstly in reviewing the overall organizational framework relating to metrology, standards, accreditation, inspection, testing and certification, i.e. the National Quality Infrastructure (NQI), including the related legislation. Secondly, project plans included the upgrading of facilities of the NQI institutions such as, but not necessarily limited to, the Zambia Bureau of Standards (ZABS) and the Zambia Weights and Measures Agency (ZWMA) under MCTI; and the Food and Drug Control Laboratory under the Ministry of Health (MoH) to improve especially the food sector’s ability to prove conformity and hence facilitate exports. Thirdly, the project would endeavour to strengthen the ability of selected sector enterprises to comply with international quality requirements creating a demand pull factor for the upgraded TBT and SPS compliance infrastructure.

The project objective is:

*To enhance the export performance of the Republic of Zambia by creating conditions for strengthening the national legislative framework supporting standards, technical regulations, metrology, testing and quality, addressing deficiencies in standards, testing, metrology and certification capabilities, establishing a credible*

*conformity assessment infrastructure and fostering integration into the multilateral trading system. Internal trade benefits to accrue concomitantly.*

The expected outcomes based on the inception report were:

Outcome 1: Project implementation and monitoring system established and well-functioning to ensure quality of deliverables.

Outcome 2: Government of the Republic of Zambia develops and approves a National Quality Policy and amends as necessary the legislative framework surrounding MSTQ. This includes a strategy and tools to encourage the quality culture in Zambia.

Outcome 3: Standards development, adoption and information provision capacities of ZABS updated/streamlined.

Outcome 4: National institutions for scientific and legal metrology upgraded in line with the recommendations of NQI policy.

Outcome 5: National testing laboratories upgraded in line with the recommendations of NQI policy, laboratory baseline assessment -with an aim towards achieving accreditation.

Outcome 6: The Zambian Quality Chain with regard to testing and export certification of products in selected sectors strengthened.

Outcome 7: Trade policy and negotiations capabilities of the Government of Zambia is strengthened (WTO).

LogFrame summarizing intervention logic as per the inception report as well as the revised version after the Mid-Term Review is attached in Annex 4.

#### PROJECT BUDGET

Planned budget €2,398,500 excluding support costs.

Expenditure (25 April 2013) € 2,135,222 excluding support cost.

## 2. Evaluation rationale and purpose

The final tripartite evaluation was foreseen within the project plans, and is intended to provide an independent assessment of the UNIDO-WTO Trade Capacity Building Programme Framework for Zambia to the donor agency (NORAD), the main beneficiary (Government of Zambia), the implementing agency (UNIDO), as well as to the key stakeholders.

The purpose is to assess the performance of the UNIDO-WTO Trade Capacity Building Programme Framework for Zambia against set objectives, set outcomes, and the actual implementation, as a way of effecting further improvements on future programmes, specifically the proposed phase II of the project and the possible changes in design, management and implementation.

The review will:

- Assess the results orientation and coherence of the project design;
- Evaluate the organisational and management set-up of the project and the monitoring mechanism put in place, and the efficiency of the Project Team in the day-to-day running of the project;
- Assess the level of coherence, complementarity and co-operation among all stakeholders involved in the project and identify any constraints to the achievement of the project objectives specifically in relation to administrative issues;
- Assess the **relevance** of the project in terms of priorities in policy objectives and plans of the implementing partners and the donor as well as in terms of beneficiaries' needs (ownership, alignment);
- Assess the results and the *progress* of the programme in terms of the **effectiveness** (achieved outputs and outcomes versus project plans) and the **efficiency** of implementation (results achieved against the quality and quantity of inputs );
- Assess whether the inputs, budgets and costs for the project components are adequate and reasonable in relation to the targets;
- Identify any unexpected outputs from the project;
- Assess the **sustainability** of programme results beyond the end of the Programme;
- Identify the factors that may influence sustainability in the short, medium and long-term;
- Assess the degree of ownership among beneficiaries and their participation in the planning and implementation of the project;
- Determine whether the project demonstrates financial, institutional and social sustainability particularly in terms of ongoing and future cost and any required capacity.



The evaluation team is required to make clear recommendations in order to increase the impact of future interventions, taking into account the findings of the analysis above, the time limits, the administrative conditions and the available resources.

The recommendations shall consider:

- (i) If the project objectives and results are considered appropriate, relevant and achievable. If not, recommendations will be given to adjust the aims and to improve efficiency and effectiveness;
- (ii) How the project can better attract public awareness and overall general sensitisation;
- (iii) Whether and which ways exist for a better cooperation among the National Quality Infrastructure Organisations;
- (iv) How other projects can make better use of the project achievements and;
- (v) How the potential impact of delays in the implementation of project activities and attainment of the project results, purpose and objective within the existing timeframe of the project can be compensated.

The evaluation should draw on experiences, findings & lessons learnt from the recent Zambia country evaluation and the mid-term review of the project carried out in June 2012.

### **3. Scope methodology and focus**

The evaluation will cover the full project cycle, and endeavour to collect evidence and assess project performance to date along the seven outcomes of the project outlined in section 1.

#### **Methodology**

While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties. The full methodology of the evaluation will be outlined by the team leader in an Inception Report due prior to the field mission; it will address the following issues:

#### ***Project identification and formulation***

- The extent to which a participatory project identification process was applied and counterparts have been appropriately involved and were participating in the identification of their critical problem areas and in the development the project design;

- The extent to which ongoing projects and initiatives of the Government and of other donors were taken into account;
- Clarity and realism of the project's intervention logic: development objective, outcomes, outputs;
- Indicators including specification of targets and identification of beneficiaries and prospects for sustainability;
- Realism and clarity in the specification of prior obligations and prerequisites (assumptions and risks);
- Realism and clarity of external institutional relationships, and in the managerial and institutional framework for implementation and the work plan;
- Likely cost-effectiveness of the project design;
- Has the project design been based on a comprehensive mapping of the National Quality Infrastructure (including private sector providers of SMTQ services) and a proper prioritization and needs assessment for SMTQ services?
- Does the design incorporate the different needs for SMTQ development and improvement: export promotion; protection of consumers and industry against substandard imports; improved quality of products for the local market; market surveillance; legal metrology; etc?
- Did the project design include private sector representation in the governance structure of the project (e.g. through business associations)? If not, would this have been appropriate?

***Project coordination and management***

- The extent to which the national management and overall field coordination mechanisms of the project have been efficient and effective to date;
- The UNIDO management, coordination, quality control and input delivery mechanisms have been efficient and effective;
- The extent to which changes in original project plans were transparently reflected in project documentation and related correspondence;
- Coordination envisaged with any other development cooperation programmes in the country has been realized and benefits achieved;
- Synergy benefits can be found in relation to other UN activities in the country.

***Project ownership***

- The extent to which counterparts were involved in project formulation and are actively supporting the implementation of the project;
- Counterpart contributions and other inputs have been received from the Government as compared to the project document work plan.

**Relevance**

The extent to which the project objectives are consistent with the requirements of the needs of the end-users and government and donor's policies.

- Was the establishment of SMTQ infrastructure the appropriate way to facilitate trade?
- The extent to which the project addresses national priorities and plans.

**Efficiency**

Efficiency and adequacy of project implementation including: availability of funds as compared to the provisional budget (donor and national contribution); the quality and timeliness of inputs delivered by UNIDO (expertise, training, equipment, methodologies, etc.) and the Government as compared to the work plan(s); managerial and work efficiency; implementation difficulties; adequacy of monitoring and reporting; the extent of national support and commitment and the quality and quantity of administrative and technical support by UNIDO.

- Did the project pursue UNIDO's "Compete – Comply – Connect" approach in a credible and pro-active manner (e.g. coordination with other UNIDO projects or projects of other donors)?
- Did the project pursue the creation of SMTQ awareness among SMEs and consumers? Did the project establish quantitative baselines and systematically collect monitoring data at outcome level (provision of SMTQ services; use of established facilities, customer satisfaction) and at impact level (increased trade and improved company performance)?
- Did the project estimate (in sufficient detail) the expected investment and running cost of the improved infrastructure? Did UNIDO formally agree with the Government on the cost to be borne by the Government during the project and inform of likely costs after the end of the project?

**Effectiveness**

The extent to which the development objectives of an intervention are expected to be achieved. Full and systematic assessment of outputs produced to date (quantity and quality as compared with work plan and progress towards achieving the immediate objectives); the quality of the outputs produced and how the target beneficiaries use these outputs, with particular attention to gender aspects; the outcomes, which have occurred or which are likely to happen through utilization of outputs.

**Impact and Sustainability**

The possibility of continuation of project benefits after the development assistance has been completed.

- Will the established infrastructure be sustainable after the project?
- Have the institutional and administrative prerequisites for sustainability (e.g. institutional independence) been identified and has a comprehensive business plan of the supported SMTQ bodies been agreed with the Government?
- Which long term developmental changes (economic, environmental, social) have occurred or are likely to occur as a result of the intervention and are these sustainable?
- Did the project develop a long-term master plan for SMTQ development and did it include a policy component (e.g. “Quality Law”; SPS protocol implementation; etc)?
- Was the project replicated/had a multiplying effect?

***Cross-cutting issues***

- Did the project use available expertise from the target country or other developing countries (South-South dimension)?
- Did the project design and its implementation consider relevant environmental issues?
- Did the project design and its implementation consider relevant gender issues?
- Was a gender analysis included in a baseline study or needs assessment (if any)?
- Have women and men benefited equally from the project’s interventions? Do the results affect women and men differently? If so, why and how? How are the results likely to affect gender relations (e.g., division of labour, decision making authority)?

***Recommendations***

Based on the above analysis the evaluation can draw specific conclusions and make proposals for any necessary further action by the Government, UNIDO and the donor to ensure sustainable development, including any need for additional assistance and activities of the project after its completion.

- Recommendations must be actionable; addressed to a specific officer, group or entity who can act on it; have a proposed timeline for implementation;
- Recommendations should be structured by addressees.

#### **4. Main task and deliverables**

The evaluation will be carried out by an independent tripartite team comprising of an international expert the Team Leader, together with donor (NORAD) and government (MCTI) designated evaluation experts, through analyses of various sources of information, including desk analysis, review of baseline survey data, and interviews with counterparts, beneficiaries, partner agencies, donor representatives, programme managers and through the cross-validation of data.

The evaluation is expected to be launched in June 2013 with a visit to the project sites by the evaluation team over the period 9-15 June followed by a debriefing in Vienna.

The evaluation will encompass the following main tasks:

1. Desk study of available documents;
2. Interviews with the UNIDO project manager in Vienna;
3. Field mission to Zambia (Lusaka), for interviews with project staff including CTA and NPC, counterparts, beneficiaries and stakeholders; verification of project outputs;
4. Presentation of preliminary results to project staff, counterparts and stakeholders in Lusaka to collect feed-back;
5. Drafting of a first draft report and presentation with main findings, conclusions and recommendations;
6. Delivery of first draft report;
7. Collection of comments and review of draft report;
8. Delivery of final draft report;
9. Approval of final report;
10. Dissemination (Management Response Sheet, evaluation brief, newsletter, articles).

Deliverables include:

- Inception report including the evaluation methodology and a finalised evaluation mission plan;
- Copy of a presentation of preliminary findings to the MCTI;
- Copy of a presentation of preliminary findings to UNIDO HQ;
- First draft report;
- Final draft report.

## **5. Reporting**

The evaluation report shall follow the structure given in Annex A. Reporting language will be English.

Draft reports submitted to project manager for initial review and consultation. They may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. The consultation also seeks agreement on the findings and recommendations. The evaluators will take the comments into consideration in preparing the final version of the report.

## **6. Governance and management of the evaluation process**

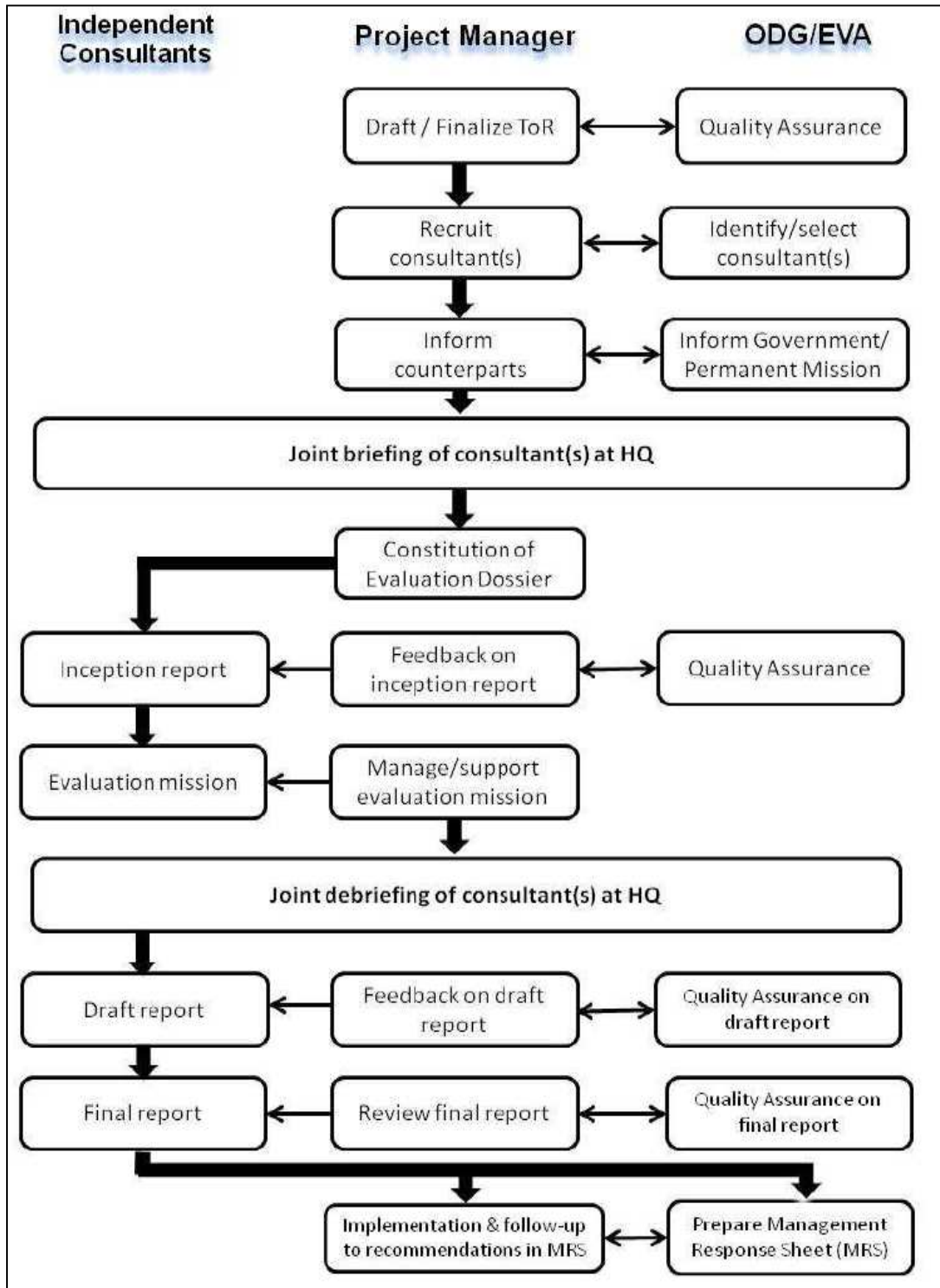
The TOR was formulated based on the UNIDO Evaluation group TOR Guidance template and using information gathered throughout the duration of the project. The first draft was prepared by the Project Manager & Assistant, before being addressed to the Evaluation Group, government and donor for their inputs.

Report will be reviewed and commented on by all parties required by the TOR Guidance template; that is to say the Project team, UNIDO Evaluation Group, the government and the donor.

It will be assessed against the TOR and the criteria set out in the Guidance template.

All UNIDO evaluations are subject to quality assessments by the UNIDO Evaluation Group. Quality control is exercised throughout the evaluation process as the above chart predicts. The quality of the evaluation report will be assessed and rated against the criteria set forth in the Checklist on evaluation report quality.

**Template for evaluation report**



## Table of Contents

Acknowledgements  
Acronyms and Abbreviations  
Glossary of Evaluation Terms  
Map  
Executive Summary

### 1. Introduction and background

#### 1.1 Introduction

1.2 Background (include a project factsheet, project formulation process, project structure, objectives, donors (and their specific requirements/objectives, e.g. the relevant fund's priorities and guidelines) counterparts, timing, cost etc – everything that is not an 'assessment' and provides background to make the reader understand what the project was/is about without delving into details of LogFrame design and management – the background to design and management should come under the assessment chapter).

### 2. Evaluation purpose, scope and methodology

#### 2.1 Purpose

#### 2.2 Scope

#### 2.3 Methodology

#### 2.4 Limitations of the evaluation

### 3. Region/country/programme context

3.1 Overall situation and trends (national and regional context, especially as relevant to project area)

3.2 Government strategies and Policies (including local and regional, as relevant)

3.3 UN frameworks (talk about the UNDAF and where the project fits here)

3.4 Initiatives of international cooperation partners (describe relevant info on what other donors are doing)

### 4. Assessment

*The assessment is based on the analysis carried out in chapters I & III and. It assesses the underlying intervention theory (causal chain: inputs-activities-*



*outputs-outcomes). Did it prove to be plausible and realistic? Has it changed during implementation? This chapter includes the following aspects:*

- 4.1 Design (include LogFrame assessment)
- 4.2 Management (include details of arrangements and make an assessment)
- 4.3 Relevance and ownership
- 4.4 Efficiency
- 4.5 Effectiveness (include a table giving actual status of Outputs and Outcomes against the project LogFrame)
- 4.6 Sustainability
- 4.7 Impact
- 4.8 Crosscutting issues (gender, environmental sustainability, South/South cooperation, contribution to international development goals)

5. Conclusions, recommendations and lessons learned

5.1 Conclusions

5.2 Recommendations

- Recommendations must be based on evaluation findings, forward looking and related to future phases of the project
- Recommendations must be actionable; addressed to a specific officer, group or entity who can act on it; have a proposed timeline for implementation
- Recommendations should be structured by addressees:
  - UNIDO
  - Government and/or Counterpart Organisations
  - Donor

5.3 Lessons learned

Annex A. Terms of Reference

Annex B. Organizations visited and persons met

Annex C. Bibliography

Annex D. LogFrame

Annex E. Evaluation Matrix

Annex F. Interview Guidelines Etc.

## Annex B: List of organizations visited and persons interviewed

Name	Title	E-mail
<b>UNIDO</b>		
Muge Ulvinur Dolun	Senior Project Manager	U.DOLUN@unido.org
Massoud Hedeshi	Senior Evaluator	M.HEDESHI@unido.org
Bernardo Calzadilla-Sarmiento	Head of Unit	B.Calzadilla@unido.org
Mukayi Musarurwa	Chief Technical Advisor	docmuk@gmail.com
Caroline Makassar	National Coordination Officer	caroline_makasa@yahoo.com
<b>NORAD &amp; Norwegian Embassy</b>		
Hansen, Camilla Solvang (tel. interview)	NORAD	Camilla.Solvang.Hansen@norad.no
Dag Larsson (tel. interview)	NORAD	Dag.Larsson@norad.no
Pavla Jezkova	Programme Officer-Royal Norwegian Embassy	paje@mfa.no
<b>Ministry of Commerce, Trade and Industry</b>		
Yvonne Chile she	Director – Foreign Trade	YChileshe@mcti.gov.zm
Janet S. Chilufya	Programme Officer, EIF	JSimwanza@mcti.gov.zm
Mateyo Kaluba	Acting Director – Planning and Information	MKaluba@mcti.gov.zm
Kelvin Kamayoyo	National Trade Expert Enhanced Integrated Framework	kkamayoyo@mcti.gov.zm
John A. Mulongoti	Acting Director – Department of Industry	JAMulongoti@mcti.gov.zm yoanes18@yahoo.co.uk
Albert Muchange	Director –Domestic Trade	AMMuchanga@mcti.gov.zm
Healey Mweemba	Team Leader, Enhanced Integrated Frame Project	HMweemba@mcti.gov.zm
Stephen Mwansa	Permanent Secretary	SMwansa@mcti.gov.zm
Hans Yamba	Senior Economist	hansyamba@yahoo.co.uk
<b>ZABS (Zambian Bureau of Standards)</b>		
Peggy Chituta	Metrology Manager	pkchituta@zabs.org.zm
Frederick Hammutunda	Inspections Manager	hamutunda@zabs.org.zm
Nicodemus Malisa	Laboratories Manager	malisan@zabs.org.zm
Davies Mukuka	Senior Information Officer	mukukad@zabs.org.zm

## Annex B: List of organizations visited and persons

Name	Title	Institution/ company	E-mail
<b>ZWMA (Zambia Weights and Measures Agency)</b>			
Sokwani Chilembo	Director		zwima@zamnet.zm
Benjamin Musonda	Director of Operations		bmusonda@zwma.org.zm

Name	Title	Institution/ company	E-mail
<b>Companies and private sector organizations</b>			
Simomo Akapelwa	International Relations Officer	Zambia Chamber of Commerce and Industry (ZACCI)	secretariat@zacci.co.zm
Prisca Chikwashi	CEO	Zambia Chamber of Commerce and Industry (ZACCI)	secretariat@zacci.co.zm
Maybin Nsupila	Chief Executive Officer	Zambia Association of Manufacturers	m.nsupila@zam.co.zm, +260 977 452 988
Mbewe	Chief Executive Officer	Lumino	0977853766
Priscilla Dinga	Area Manager	Zambeef	Priscilla@zambeef.co.zm
Jones Kayawa	Communication Manager	Zambeef	joneskc@zambeef.co.zm
Sally Kabwebwe	Trainee Mentor/Auditor	Zambeef	sally_kabwebwe@yahoo.co.uk
Chris Nawej	General Manager	Forest Fruits	christian.nawej@gmail.com

Name	Title	Institution/ company	E-mail
<b>Others</b>			
Kayula Siame	Coordinator	Private Sector Development Reform Programme	kayulasiame@gmail.com
Ville Luukkanen	Cousellor- donor coordination	Embassy of Finland	Ville.luukkanen@formin.fi
Nicolas Gerard	Programme officer	European Union Delegation	Nicolas.gerard@eeas.europa.eu
Chilambwe Lwao	Programme officer	European Union Delegation	Chilambwe.lwao@eeas.europa.eu

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## Annex D: Programme logical framework

Intervention Logic	Verifiable Indicators	Sources of Verification	Assumptions
<p><b>Objective:</b> To enhance the trade performance of the Republic of Zambia by creating conditions for strengthening the national legislative framework supporting standards, technical regulations, metrology, testing and quality, addressing deficiencies in standards, metrology and testing capabilities, establishing a credible conformity assessment infrastructure and fostering integration into the multilateral trading system. Internal trade <b>benefits to accrue concomitantly.</b></p>	<p>Zambian National Quality is implemented. NQI re-engineered in line with best practices. NQI Institutions fully functional and effective in the economy. Public conformity assessment institutions streamlined and those providing services for public good accredited.</p>	<p>Government/MCTI reports; Accreditation certificates; Baseline and after-intervention.</p> <p>Assessments.</p>	<p>Government commitment and ability to implement legislation changes and to finance good of public functions of NQI and its re-engineering.</p>
<p><b>Outcome 1:</b> Project implementation and monitoring system established and well-functioning to ensure quality of deliverables.</p>	<p>Mid-term review; Positive final evaluation.</p>	<p>Physical records.</p>	<p>Efficient HQ-field-UNDP coordination.</p>
<p><b>Output 1.1</b> Project office set-up and functioning with appropriate staff.</p>	<p>Satisfaction of project counterparts.</p>	<p>Evaluation report.</p>	<p>Project counterpart support/ collaboration.</p>
<p><b>Output 1.2</b> Inception report finalized and approved by Steering Committee.</p>	<p>Inception Report.</p>	<p>Physical records.</p>	<p>-</p>

Intervention Logic	Verifiable Indicators	Sources of Verification	Assumptions
<b>Output 1.3</b> Project governance system established and regular reporting/monitoring takes place.	Steering Committee/ progress reports, Quarterly work-plans, Annual work plan.	Physical records.	-
<b>Outcome 2:</b> Government of the Republic of Zambia develops and approves a National Quality Policy and amends as necessary the legislative framework surrounding MSTQ. This includes a strategy and tools to encourage the quality culture in Zambia.	National quality policy is approved.	Physical records.	MCTI commitment to developing NQI policy as per Strategic Plan 06-11. Political willingness to finalize the process, including all the draft NQI acts.
<b>Output 2.1</b> Draft of National Quality Policy and its Implementation Plan for Zambia developed and submitted to Government of Zambia through MCTI.	Draft of national quality policy and Implementation Plan in place.	Physical records.	Willingness of MCTI to accept and act on recommendation as to restructuring of the MSTQ infrastructure.
<b>Output 2.2</b> Review the existing Standards Act and make recommendations for redefining the functions and powers of a modern ZABS (voluntary standards development and publication; quality promotion; training; conformity assessment services; consultancy).	Standards Act redrafted and submitted to MCTI.	Physical records	NQI policy and Implementation Plan is approved;
<b>Output 2.3</b> Review the existing Metrology and Calibration legislation; Review the Weights and Measures act and make recommendations to upgrade it to a Legal Metrology activity and update as necessary in line with NQI Policy.	Metrology and Calibration legislation in the current Standards Act 1994 repealed; Weights and Measures Act 2003 repealed; new single, integrated national measurements bill incorporating all metrology functions drafted and submitted to MCTI.	Physical records	NQI policy and Implementation Plan is approved;

Intervention Logic	Verifiable Indicators	Sources of Verification	Assumptions
<b>Output 2.4</b> Develop draft Compulsory Specifications Act, providing recommendations for establishing a regulatory body under MCTI.	Draft Compulsory Specifications Act drafted and submitted to MCTI.	Physical records	NQI policy and Implementation Plan is approved.
<b>Output 2.5</b> Draft Technical Regulations Framework developed and submitted to Cabinet.	Technical Regulations Framework drafted in line with SADC TBT annex and submitted to the Cabinet office.	Physical records	NQI policy and Implementation Plan is approved.
<b>Output 2.6</b> Conduct feasibility study for the national accreditation body in line with the NQI Policy.	Feasibility study for accreditation developed and submitted to the MCTI.	Physical records	Availability and interest from counterpart institutions (chambers of commerce, schools, consumer groups).
<b>Output 2.7</b> Develop material and support to an awareness campaign in all regions to highlight the importance of quality and standards for consumer's safety and export expansion.	Availability of awareness material, number of events, project communications plan drafted.	Project reports	Availability and interest from counterpart institutions (chambers of commerce, schools, consumer groups).
<b>Outcome 3:</b> Standards development, adoption and information provision capacities of ZABS updated/streamlined.	Number of national standards adopted, number of standards information requests registered.	ZABS records-comparison with baseline information	Managerial capacity at ZABS, increased interest in public outreach.
<b>Output 3.1</b> Support ZABS in finalizing their SOPs for standards development.	ZABS SOPs finalized and operational.	Technical Reports	ZABS provision of staff time and resources.

Intervention Logic	Verifiable Indicators	Sources of Verification	Assumptions
<b>Output 3.2</b> Management training/exposure (senior and middle management level) for ZABS.	Improved management Practices.	Business perception survey results-comparison with baseline.	ZABS provision of staff time and resources.
<b>Output 3.3</b> Standards Information Services strengthened.	Increase in quantity of services.	Technical reports.	Willingness of ZABS to provide staff time and resources.
<b>Outcome 4:</b> National institutions for scientific and legal metrology upgraded in line with the recommendations of NQI policy.	National measurement capacity of Zambia recognized, Legal Metrology conforms to SADCMEEL recommendations.	BIPM, SADCMET and AFRIMETS data, OIML and SADCMEEL.	Government commitment to finance scientific and legal metrology fully.
<b>Output 4.1</b> Assistance towards accreditation of key ZABS calibration laboratories (through procurement, training, inter-comparisons, audits).	Accreditation of at least one scope in ZABS metrology.	Accreditation certificate.	Sufficient number of technical staff made available to ZABS, Government willing to cover running costs.
<b>Output 4.2</b> Support towards transformation of ZWMA into a Legal Metrology Agency (draft legislation; equipment; technical training; ERP, business management systems; communication strategy; senior management training).	ZWMA scope extended to cover all legal metrology aspects (measuring equipment utilised in law enforcement, health and safety, trade and the environment).	Project reports; ZWMA Board minutes, ZWMA financial statements reports.	Sufficient number of technical staff made available to ZWMA, Government willing to cover running costs.
<b>Outcome 5:</b> National testing laboratories upgraded in line with the recommendations of NQI policy, laboratory baseline assessment -with an aim towards achieving accreditation.	Reduced unit costs of certifying/testing products for export reduced time to issue test reports from 8 weeks to 3-5 days maximum.	Laboratory reports.	Demand for testing services increases, sufficient number of technical staff available/retained.



Intervention Logic	Verifiable Indicators	Sources of Verification	Assumptions
<b>Output 5.1</b> Conduct baseline assessment of the capacity and scope of public and private analytical laboratories in Zambia; compare the existing capacities, mandates and potential for accreditation.	Baseline assessment Available.	Project reports.	Willingness of public and private laboratories to take part in assessment and allow the expert on their premises.
<b>Output 5.2</b> Develop initial preventive maintenance plan for ZABS	Preventive maintenance manual developed, lab staff trained.	Project reports.	ZABS can recruit 1-2 instrumentation specialists to work full time.
<b>Output 5.3</b> Laboratory Management software installed and computer based equipment inventory.	Lab management software installed and used.	Physical records.	ZABS designates IT specialist support and is willing to keep records up to date.
<b>Output 5.4</b> Support the establishment of National Lab association and its activities (training in ISO17025, surveys, inter-comparisons etc.)	Lab Association established and operational; number of trainings, surveys done, number of PT schemes running, accreditation assessments.	Physical records, accreditation Certificates.	Access to funding support; Lab association sustainability.
<b>Output 5.5</b> Support towards upgrading of food testing laboratories (especially for honey and aflatoxin testing) with equipment, training, reference materials, inter-comparisons.	Honey testing and aflatoxin testing lab fully operational; Number of tests done/clients served in honey and aflatoxin sector. Accreditation of at least one scope in these Areas.	Project reports, lab reports, Accreditation Certificate.	Management capacity at ZABS, Sufficient number of technical staff made available to ZABS.
<b>Outcome 6:</b> The Zambian Quality Chain with regard to testing and export certification of products in selected sectors strengthened.			

Intervention Logic	Verifiable Indicators	Sources of Verification	Assumptions
<p><b>Output 6.1</b> GFSI Global Markets Capacity Building Programme for Processed Food and Honey Producers (mentoring; training, assessments; audits; ToT; establishment of food safety management system for SMEs).</p>	<p>Number of food producers and suppliers/processors mentored, assessed and audited under Phase I; Number of trainings for the ToTs; Increased quality awareness among suppliers, number interested in applying management system</p>	<p>Project reports; Food retailer's quarterly reports; ZACCI/ZAM journal reports.</p>	<p>Commitment by suppliers to the programme; commitment by the Trainers; buy-in from the food retailers.</p>
<p><b>Output 6.2</b> Capacity Building Programme for Food Safety Inspection/Food Regulators (risk assessment; risk management; risk communication; basic criteria; HACCP)</p>	<p>Food inspection/regulation training modules developed; Number of food inspectors trained;</p>	<p>Project reports;</p>	<p>Commitment by regulatory bodies to release their staff for training</p>

## Annex E: Evaluation matrix - Programme's progress by outcome

<b>OUTCOME 1: PROJECT IMPLEMENTATION AND MONITORING SYSTEM ESTABLISHED AND WELL-FUNCTIONING TO ENSURE QUALITY OF DELIVERABLES.</b>		
<b>Output 1.1 Project office set-up and functioning with appropriate staff</b>		
1.1.1	Recruit NPC	Done
1.1.2	Recruit CTA	Done
1.1.3	Set up project office, buy office equipment, internet connection, transportation	Done
1.1.4	Recurrent office running-costs	Continuous
1.1.5	Continuous administrative support	Ok
<b>Output 1.2 Inception report finalized and approved by Steering Committee</b>		
1.2.1	Organize inception missions	Done
1.2.2	Consult with partners on the project strategy for upgrading the SMTQ legal and institutional framework	Done
1.2.3	Collect data on exports- update non-traditional exports data in the project document	Done
1.2.4	Baseline survey with private sector	Done
<b>Output 1.3 Project governance system established and regular reporting/monitoring</b>		
1.3.1	Finalize the inception report	Done
1.3.2	Steering Committee 1	Held
1.3.3	Steering Committee 2	Held
1.3.4	Steering Committee 3	Held
1.3.5	Steering Committee 4	Held
1.3.6	Steering Committee 5	Held
1.3.7	Steering Committee 6	
1.3.8	Mid-term review	Done
1.3.9	Collect follow-up data on baseline evaluation	Done
<b>OUTCOME 2: GRZ DEVELOPS AND APPROVES A NATIONAL QUALITY POLICY AND AMENDS AS NECESSARY THE LEGISLATIVE FRAMEWORK SURROUNDING MSTQ. THIS INCLUDES A STRATEGY AND TOOLS TO ENCOURAGE THE QUALITY CULTURE IN ZAMBIA</b>		
<b>Output 2.1 Draft of National Quality Policy for Zambia developed and submitted to Government of Zambia through MCTI</b>		
2.1.1	Recruit IE	Done
2.1.2	Organize a high-level workshop	Done

## Annex E: Evaluation matrix – Programmes's progress by outcome

2.1.3	Provide expert input to MCTI to NQP	Done
2.1.4	Support stakeholder meetings to finalize the draft	Done
<b>Output 2.2 Review the existing Standards Act and make recommendations for positioning ZABS as the peak standards body in Zambia</b>		
2.2.1	Draft terms of reference for engaging an international expert to assist ZABS and Ministry and Recruit once the NQI is approved to revise the existing Act	Done
2.2.2	Consult with MCTI to assist in redrafting the Act to position ZABS as the peak standards body in Zambia in line with NQI policy	Done
2.2.3	Support if and when necessary the stakeholder meetings to finalize the draft Act to be submitted to the Cabinet for approval	Done
<b>Output 2.3 Review the existing Metrology and Calibration Act and update as necessary in line with NQI policy- New Measurements Act developed incorporating Scientific, Industrial and Legal Metrology</b>		
2.3.1	Recruit international expert to develop the Act	done
2.3.2	Consult with MCTI to assist in developing the new Act in line with NQI policy	Done
2.3.3	Support if and when necessary the stakeholder meetings to finalize the draft Act to be submitted to the Cabinet for approval	Done
<b>Output 2.4 Review the Weights and Measures act and make recommendations to upgrade it to a Legal Metrology activity if accepted through NQI</b>		
2.4.1	Recruit international expert to revise the existing Act	N/A
2.4.2	Consult with MCTI to assist in redrafting the Act in line with NQI policy	N/A
2.4.3	Support if and when necessary the stakeholder meetings to finalize the draft Act to be submitted to the Cabinet for approval	N/A
<b>Output 2.5 Draft Technical Regulations Framework developed and submitted to Cabinet</b>		
2.5.1	Short-term expert to be engaged to assist government on translation of the SADC TBT Policy into Model National legislation for adoption by the country	Done
2.5.2	Consult with MCTI to assist in redrafting the Act in line with NQI policy/SADC protocol	Done
2.5.3	Host an awareness-raising Workshop of the Model Legislation, its adoption and operation amongst National TBT stakeholders	Done
	Finalize the draft Act to be submitted to the Cabinet for approval	Done
<b>Output 2.6 Assist in the development and operational plan for accreditation body in line with the NQI policy</b>		
2.6.1	Assist in preparing a feasibility study and business plan/strategy for national accreditation body	Feasibility study done
2.6.2	If final text of NQI policy accepts to use SADCAS as de-facto national accreditation body, liaise with SADCAS secretariat in supporting training of Zambian auditors	Focal point established to coordinate

<b>Output 2.7 Develop material and support to an awareness campaign in all regions to highlight the importance of quality and standards for consumers safety and export expansion</b>		
2.7.1	Organize launching for NQP and the Implementation Plan. Conduct awareness seminars across the country on the same	Done in 8 provinces
2.7.2	Develop suitable awareness material to promote benefits of quality and standards to District Business Associations/ consumers	To be incorporated under Phase II
2.7.3	Prepare training material and conduct quality and standards awareness courses at secondary and higher education institutions	Phase II
<b>OUTCOME 3: STANDARDS DEVELOPMENT, ADOPTION AND INFORMATION PROVISION CAPACITIES OF ZABS UPDATED/STREAMLINED</b>		
<b>Output 3.1 Provide expert assistance to ZABS in streamlining procedures and operations</b>		
3.1.1	Draft terms of reference for engaging an international expert to assist ZABS for updating/developing operating procedures and procedures for standards development	Done under the SADC EU project
3.1.2	Support internal review of ZABS standards department based on the report provided by EUSADC project expert	Done
3.1.3	Review and update as necessary ZABS procedures for standards development, standards adoption, provision and sale of standards and information on them, product certification and related operating procedures;	Done under the business process mapping
<b>Output 3.2 Management training/exposure (senior and middle management level) for ZAB Partly done</b>		
<b>Output 3.3 Standards Information Services strengthened.</b> Mobile standards unit developed and operationalized		
3.3.1	Acquisition of Equipment for the Documentation & Information Centre (computers, Scanners, printers, projector)	Done
<b>OUTCOME 4: NATIONAL INSTITUTIONS FOR SCIENTIFIC AND LEGAL METROLOGY UPGRADED IN LINE WITH THE RECOMMENDATIONS OF NQI POLICY</b>		
<b>Output 4.1 Assistance towards recognition of National measurement capacity (scientific/industrial metrology)</b>		
4.1.1	Review the needs assessment/market demand analysis compiled by the EU CBPSD project with regard to the ZABS Metrology Laboratories and procure necessary accessories	Done
4.1.2	Support bilateral inter-comparisons with national metrology institutes in countries such as South Africa, Netherlands and others	Done
4.1.3	Support for compilation of ZABS' CMCs	Awaiting accreditation of labs
4.1.4	Support for calibration of measurement standards	Done partially. Continuous
4.1.5	Support towards accreditation of selected scopes	Done. To be extended to temperature lab

<b>Output 4.2 Inspection and Verification Services of Zambia Weights and Measures Agency (ZWEMA) improved</b>		
4.2.1	Support the ZWMA field survey to take inventory of all instruments falling under legal metrology act	Done
4.2.2	Based on the findings of the survey, develop TOR for an international expert to review ZWMA's Strategic Plan and assist in developing a sustainability plan for the institute	Done as part of ERP
4.2.3	Procure equipment required	Done
4.2.4	Assistance towards management system- ERP system and training	Done
4.2.5	Sponsor on-site training for metrologists	Done. Continuous
4.2.6	Attachments for metrologists in regional national metrology institutes with proven capability	Done. On-going
4.2.7	Establish contacts with OIML and a partner body for Legal Metrology	No longer necessary
4.2.8	Management training/exposure (senior and middle management level) for ZWMA	Done. On-going
<b>OUTCOME 5: ZWMA</b>		
<b>Output 5.1 Conduct baseline assessment of the capacity and scope of public and private analytical laboratories in Zambia, compare the existing capacities, mandates and potential for accreditation</b>		
5.1.1	Based on the manufacturing and export needs of the competitive sub-sectors in the country, provide recommendations to the Government of Zambia for effective implementation of the NQI policy with regards to public conformity assessment institutions	done
5.1.2	In consultation with the Government, prioritise the laboratory development needs and agree on a timeline for premises refurbishing and upgrading still to be completed, staff and funding for recurrent expenditure.	done
<b>Output 5.2 Preventive maintenance, good laboratory upkeep training for ZABS</b>		
5.2.1	Support for the setting-up of a small electro-mechanical support unit for all ZABS laboratories	Postponed to Phase II
5.2.2	Preventive maintenance plan developed and staff trained	Preventive maintenance plan developed and staff trained
<b>Output 5.3 Laboratory Management software installed and computer based equipment inventory - Awaiting completion of process mapping</b>		
<b>5.4 Output 5.4 Management systems implementation assistance - Underway</b>		

Annex E: Evaluation matrix – Programmes's progress by outcome

<b>Output 5.5 Support towards accreditation for selected key labs. On-going (training, onsite attachments of experts –aflatoxin &amp; honey analysis)</b>		
5.5.1	Training on new equipment (GC, GCMS, HPLC)	Underway
5.5.2	Training on method validation, measurement uncertainty, lab methods, control charts	Underway
5.5.3	Training on correct use of reference materials	Underway
5.5.4	Support towards participation in PTs	Ongoing
<b>OUTCOME 6: THE ZAMBIAN QUALITY CHAIN WITH REGARD TO TESTING AND EXPORT CERTIFICATION OF PRODUCTS IN SELECTED SECTORS STRENGTHENED. ON-GOING. UNDER THE NATIONAL LAB ASSOCIATION</b>		
6.1	Output 6.1 GFSI Global Markets Capacity Building Programme for Processed Food and Honey Producers	On-going. Under the National Lab Association
6.2	Output 6.2 Development of a Food Safety Capacity Building Programme (Inspection, Regulation )	Food Inspection survey/ mapping completed. Follow-up activities
<b>OUTCOME 7: TRADE POLICY AND NEGOTIATIONS CAPABILITIES OF THE GOVERNMENT OF ZAMBIA IS STRENGTHENED</b>		
7.1	7.1 Organising a general capacity building seminar for four days covering all the major agreements such as services, TRIPS, agriculture etc. (WTOs part)	Not Done
7.2	7.2 Training course on SPS and TBT Agreements. (WTO)	Not Done

## Annex F: Interview guidelines and questionnaire

The objective of this questionnaire is to contribute to the final evaluation of the Joint UNIDO WTO trade capacity building programme framework for Zambia implemented by the Ministry of Commerce, Trade and Industry (MCTI). The responses to this questionnaire will provide feedback to the evaluation team in relation to the main evaluation criteria used to assess the programme: 1) relevance, 2) effectiveness, 3) efficiency, 4) impact, 5) sustainability.

The answers of this questionnaire will help to identify the results and the best practices used under the different components. The conclusions of this evaluation will also help to formulate recommendations.

*Note: the answer to the questionnaires is confidential and will be used only for this purpose. Data will not be nominative nor will be shared with other persons.*

Please indicate in which role you have played in the project.

Beneficiary	Participant to a training	Project management	Expert
1	2	3	4

### QUESTIONS

1. In what way have your involvement in the programme changed the way you work with standards and quality?

Not improved	Partially improved	Rather improved	Totally improved	I don't know
1	2	3	4	5
<b>Please insert your comments</b>				



2. To what extent do you think the Joint UNIDO-WTO trade capacity building programme's activities, in which you have been involved, address the needs and priorities of a) yourself? b) your organisation? C) Zambia?

Not addressed	Partially addressed	Addressed	Fully addressed	Not applicable
1 (a), (b), (c)	2 (a), (b), (c)	3 (a), (b), (c)	4 (a), (b), (c)	5 (a), (b), (c)
<b>Please insert your comments</b>				

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?

Not satisfactory	Partially satisfactory	Satisfactory	Fully satisfactory	Not applicable
1	2	3	4	5
<b>Please insert your comments</b>				

4. To what extent do you think that the project used available human and financial resources in an optimal way?

Not satisfactory	Partially satisfactory	Satisfactory	Fully satisfactory	Not applicable
1	2	3	4	5
<b>Please insert your comments</b>				

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 Joint UNIDO-WTO trade capacity building programme team?

Not satisfactory	Partially satisfactory	Satisfactory	Fully satisfactory	Not applicable
1	2	3	4	5
<b>Please insert your comments</b>				

6. How do you assess the quality of the results and performance of a) project management team; b) Steering Committee?

Not satisfactory	Partially satisfactory	Satisfactory	Fully satisfactory	Not applicable
1 (a), (b)	2 (a), (b)	3 (a), (b)	4 (a), (b)	5 (a), (b)
<b>Please insert your comments</b>				

7. How do you assess the participation of the beneficiaries to the activities and what has been their contribution to the implementation?

Not satisfactory	Partially satisfactory	Satisfactory	Fully satisfactory	Not applicable
1	2	3	4	5
<b>Please insert your comments</b>				

8. How do you think the activities realized have improved the capacity and competencies at beneficiary level?

Not satisfactory	Partially satisfactory	Satisfactory	Fully satisfactory	Not applicable
1	2	3	4	5
<b>Please insert your comments</b>				

9. To what extent do you think that project activities will be followed up by the beneficiaries and that there will be a positive impact in the long term?

Don't agree	Partially agree	Rather agree	Fully agree	I don't know
1	2	3	4	5
<b>Please insert your comments</b>				

10. What are the most important strengths and weaknesses in the design and in the implementation of the Joint UNIDO-WTO trade capacity building programme team?

<b>Please insert your comments</b>	
Strengths	Weaknesses

11. What are the lessons learnt in the implementation of the project that can be used to improve future projects in this area?

•

**Please insert your comments**

12. What suggestions and recommendations can you provide in order to address the main needs and priorities in Zambia in the quality infrastructure area? Please list them in order of importance.

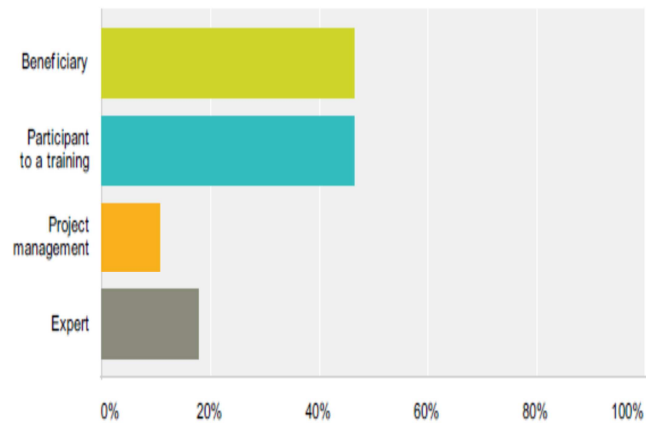
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**Please insert your comments**

## Annex G: Results of the Survey

**Q1 Please indicate in which role you have played in the project (more than one answer is possible).**

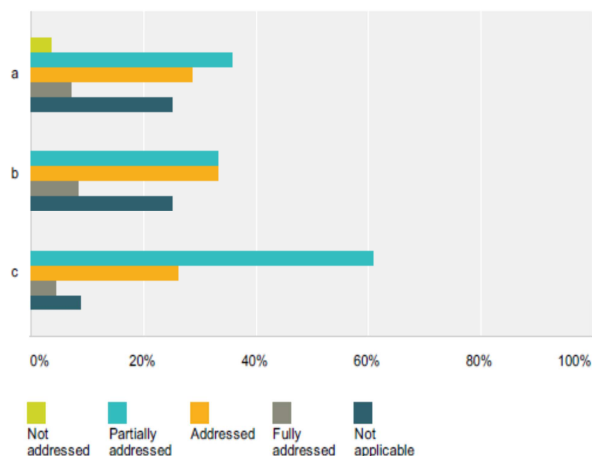
Answered: 28 Skipped: 1



Answer Choices	Responses	
Beneficiary	46.43%	13
Participant to a training	46.43%	13
Project management	10.71%	3
Expert	17.86%	5
Total Respondents: 28		

**Q3 To what extent do you think the Joint Unido-WTO trade capacity building programme's activities, in which you have been involved, address the needs and priorities of a) yourself ? b) your organisation? C) Zambia?**

Answered: 28 Skipped: 1

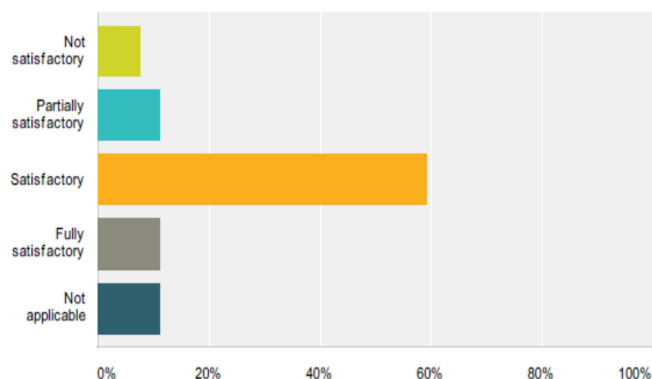


	Not addressed	Partially addressed	Addressed	Fully addressed	Not applicable	Total
<b>a</b>	3.57% 1	35.71% 10	28.57% 8	7.14% 2	25% 7	28
<b>b</b>	0% 0	33.33% 8	33.33% 8	8.33% 2	25% 6	24
<b>c</b>	0% 0	60.87% 14	26.09% 6	4.35% 1	8.70% 2	23

#	Please insert your comments (if any)	Date
1	none	6/28/2013 11:04 AM
2	still need a lot of sensitization for Zambian companies on the need for standards and training of relevant personnel in regulatory bodies.	6/26/2013 10:23 PM
3	The programme has prepared me personally to handle issues pertaining to ensuring that stakeholders become aware of standards and how they can improve quality of their products for them to take advantage and access regional and international markets. As a country, there is room for our clients to access regional markets and help the country earn foreign exchange.	6/26/2013 4:15 PM
4	For the Zambia Bureau of Standards Metrology Laboratories, no attachments at leading NMIs have been effected since the project started. The local UNIDO project management team is not handling the merger of ZABS Metrology Laboratories and Zambia weights & Measures Agency. Diverging but important ideas from Stakeholders are not entertained/welcomed.	6/25/2013 7:56 PM
5	In the training major issues concerning standards were discussed and we learnt a lot. All we need is to implement. We also need help to fully understand and appreciate accreditation and good management systems. The world looks for accreditation, this is quite expensive for third world countries. Can Unodo-WTO help us develop good management systems but still be able to trade worldwide without accreditation?	6/25/2013 12:36 PM
6	Awareness creation and training or capacity building are activities that need to be done on a continual basis to achieve the desired impact	6/24/2013 4:30 PM
7	There is need for implementation and an office under the ministry of Commerce with a staff seconded for this activity	6/23/2013 12:44 PM
8	Trainers were generally good on the topics under discussion.	6/20/2013 6:57 PM
9	We still need much assistance in the communications strategy and mobile payments management areas	6/20/2013 6:18 PM
10	I don't have any comments	6/19/2013 7:02 PM

**Q4 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?**

Answered: 27 Skipped: 2

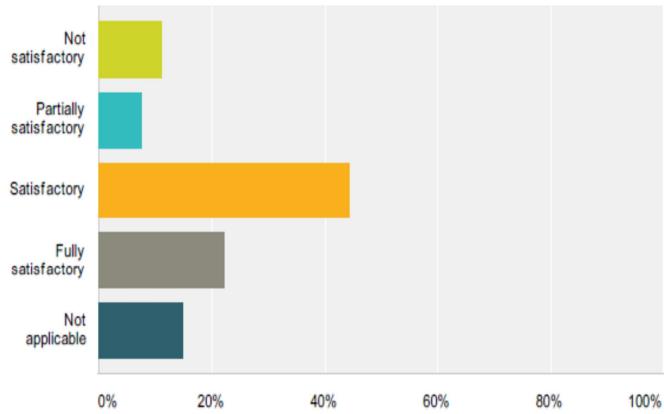


Answer Choices	Responses
Not satisfactory	7.41% 2
Partially satisfactory	11.11% 3
Satisfactory	59.26% 16
Fully satisfactory	11.11% 3
Not applicable	11.11% 3
Total	27

#	Please insert your comments (if any)	Date
1	We need to time our activities a bit more carefully, sometimes we do too many activities simultaneously. I would like to undertake a training course in monitoring and evaluation.	7/7/2013 5:09 PM
2	none	6/28/2013 11:04 AM
3	not yet been involved	6/27/2013 10:59 PM
4	The activities in terms of quantity and quality have been satisfactory as a department and country and we erre a step ahead now when compared to before the programme	6/26/2013 4:15 PM
5	Making requests through the local UNIDO project management team is often a nightmare. Its a mountain that one needs to climb. When the team is in a good mood, that's when activities can commence, often at short notice.	6/25/2013 7:56 PM
6	With different experts coming from different countries planning has been a challenge on occasion.	6/25/2013 5:42 PM
7	Satisfactory because major issues were discussed but sometimes I felt more time was needed for certain subjects	6/25/2013 12:36 PM
8	Some training activities that were proposed including awareness meetings did not receive favorable response.	6/24/2013 4:30 PM
9	need more quality	6/23/2013 12:44 PM
10	The quantity on training was very very bad to say the least. Only scanty training was provided. Thanks, a few equipment accessories were purchased for a few laboratories.	6/20/2013 6:57 PM
11	only procurement and payment delays have brought the score down to satisfactory due to lengthy procedures involving UNDP for payments and goods receipt	6/20/2013 6:18 PM
12	ssss	6/19/2013 7:02 PM

**Q5 To what extent do you think that the project used available human and financial resources in an optimal way?**

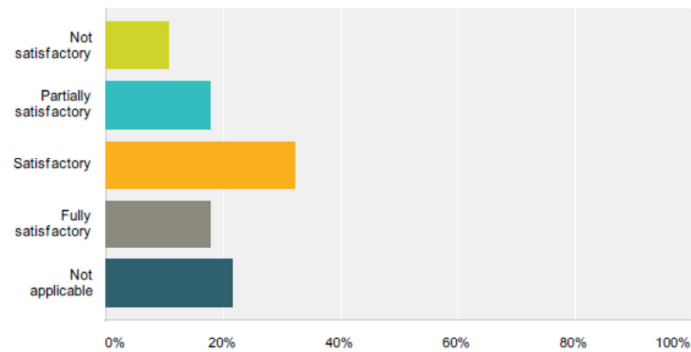
Answered: 27 Skipped: 2



Answer Choices	Responses
Not satisfactory	11.11% 3
Partially satisfactory	7.41% 2
Satisfactory	44.44% 12
Fully satisfactory	22.22% 6
Not applicable	14.81% 4
Total	27

**Q6 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 Joint Unido-WTO trade capacity building programme team?**

Answered: 28 Skipped: 1



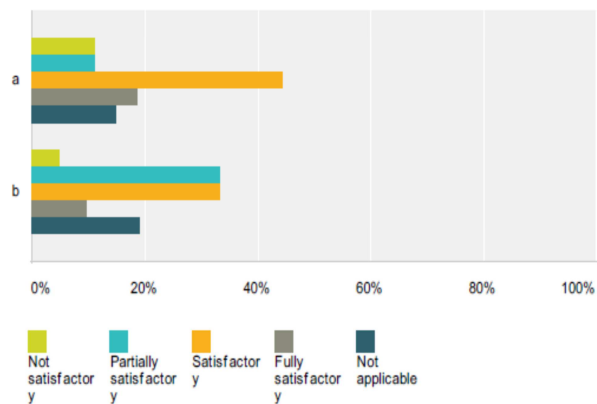
Answer Choices	Responses	
Not satisfactory	10.71%	3
Partially satisfactory	17.86%	5
Satisfactory	32.14%	9
Fully satisfactory	17.86%	5
Not applicable	21.43%	6
Total		28

#	Please insert your comments (if any)	Date
1	none	6/28/2013 11:04 AM
2	The programme has been well by making the country move together with the rest of the world as global village than to be left behind	6/26/2013 4:15 PM
3	No attachment of Metrology officers at leading NMIs such as National metrology institute of South Africa e.t.c. Lack of support for Bilateral/or Trilateral Laboratory Inter-Comparisons.Despite this being one of the project goals	6/25/2013 7:56 PM
4	My activities have been well supported but communications have been delayed on occasion given the current project structure and liaison arrangement.	6/25/2013 5:42 PM
5	There is more need support especially the Food Industry either processing of grains	6/23/2013 12:44 PM
6	Not supportiv e. Many training requests that were approved by my organisation were turned down by the UNIDO-WTO Project Team on very flimsy grounds. Approximately , only one out of twenty requests was accepted and executed.	6/20/2013 6:57 PM



### Q7 How do you assess the quality of the results and performance of a) project management team; b) Steering Committee?

Answered: 27 Skipped: 2

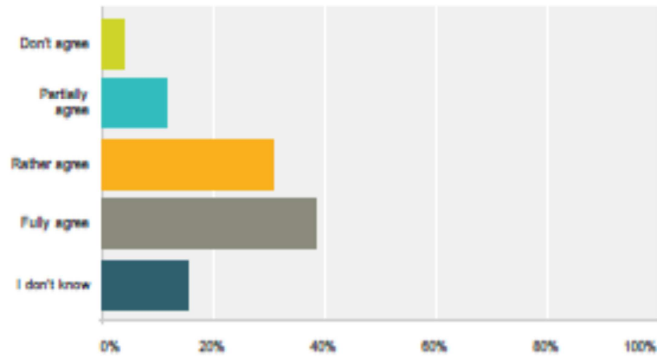


	Not satisfactory	Partially satisfactory	Satisfactory	Fully satisfactory	Not applicable	Total
a	11.11% 3	11.11% 3	44.44% 12	18.52% 5	14.81% 4	27
b	4.76% 1	33.33% 7	33.33% 7	9.52% 2	19.05% 4	21

#	Please insert your comments (if any)	Date
1	The composition of the steering committee has changed since the project inception in 2009 and this has both positive and negative effects.	7/7/2013 5:09 PM
2	none	6/28/2013 11:04 AM
3	Cannot objectively assess myself as am part of the project management team	6/27/2013 2:15 PM
4	The steering committee needs to give guidance on the direction of the project.	6/26/2013 10:23 PM
5	No comment as not conversant with details of project document	6/26/2013 4:15 PM
6	The project management team has not performed well. In my view, replacing the whole team is the best decision that can ever be made.	6/25/2013 7:56 PM
7	Am not able to assess results or performance of the Steering Committee as I have not been given there mandate or reports on progress	6/25/2013 5:42 PM
8	I think they did the best they could under the circumstances	6/25/2013 12:36 PM
9	they were limited to areas along the line of rail in terms of sensitizing business people especially the MSMEs who are in need of such information and training.	6/23/2013 12:44 PM
10	The project management team were very unfriendly, very isolated, and very unhelpful to our organisational needs that we presented to them. Trainers were generally good.	6/20/2013 6:57 PM
11	none	6/19/2013 7:02 PM

**Q10 To what extent do you think that project activities will be followed up by the beneficiaries and that there will be a positive impact in the long term?**

Answered: 26 Skipped: 3



Answer Choices	Responses
Don't agree	3.85% 1
Partially agree	11.54% 3
Rather agree	30.77% 8
Fully agree	38.46% 10
I don't know	15.38% 4
<b>Total</b>	<b>26</b>

#	Please insert your comments (if any)	Date
1	Stakeholders supported the Survey and looked forward to more capacity building activities	7/5/2013 8:18 AM
2	none	6/26/2013 11:04 AM
3	Of course, there will be positive impact to those beneficiaries who find the activities of Unido-WTO in line with theirs like Department of Fisheries	6/26/2013 4:15 PM
4	The issue here is improving capacity and competencies. In this regard, the beneficiary is very much willing to follow up the project activities until they bear fruits. For this to work well, the project management team must be ready to welcome ideas from the stakeholders.	6/25/2013 7:56 PM
5	The beneficiaries face a new structure which will need full commitment going forward. This is a known fact I have seen a positive response to the way forward.	6/25/2013 5:42 PM
6	To a large extent	6/24/2013 4:30 PM
7	Yes I agree only if there will be funds to support the remaining work	6/23/2013 12:44 PM
8	There is total absence of hope in the future of the project activities from us the beneficiary because of the lack of commitment from the Project Team side. We are not optimistic in the future of the Project activities. Many people at my organisation have hinted that it could be very beneficial if the project was terminated altogether. This is because other donors are being hindered by the presence of this project which they think is delivering, yet not.	6/20/2013 6:57 PM
9	with these modest achievements the way forward is much clearer and logically attainable to the agency	6/20/2013 6:18 PM

**Q11 What are the most important strengths and weaknesses in the design and in the implementation of the Joint Unido-WTO trade capacity building programme team?**

Answered: 23 Skipped: 0

Answer Choices	Responses
<b>Strengths</b>	91.30% 21
<b>Weaknesses</b>	91.30% 21
Total Respondents: 23	

#	Strengths	Date
1	once the necessary information is reached to the grass root level, understanding of the programme will be implemented	7/9/2013 2:41 PM
2	The focus is on Quality	7/7/2013 5:09 PM
3	It will ensure sustainability after life of programme	7/5/2013 8:18 AM
4	monitoring	6/26/2013 11:04 AM
5	Project team being housed within MCTI;	6/27/2013 2:15 PM
6	Competents, experience	6/26/2013 10:23 PM
7	Composition of steering committee with necessary expertise	6/26/2013 4:15 PM
8	Information dissemination and building national presence	6/26/2013 11:06 AM
9	Successful Development of National Quality Policy	6/25/2013 7:56 PM
10	They had a good knowledge of the purpose of the project and thus it was easy for them to guide	6/25/2013 6:06 PM
11	Selection of skills and experience for the team,	6/25/2013 5:42 PM
12	Human Resource facilitators	6/25/2013 5:21 PM
13	bringing in an international consultant to help companies in getting themselves ready for BRC, HACCP, ISO certification has been very positive thing.	6/25/2013 5:03 PM
14	Good able team	6/25/2013 12:36 PM
15	team work and networks	6/23/2013 12:44 PM
16	Delivery	6/21/2013 10:35 AM
17	MORE AWARENESS ACTIVITIES TO BE DONE	6/21/2013 10:18 AM
18	Very informative	6/21/2013 9:07 AM
19	Enough Funds	6/20/2013 6:57 PM
20	flexibility to take on challenging projects such as a custom exp	6/20/2013 6:16 PM
21	kdeqmdkqgnfkdflndkdnf	6/19/2013 7:02 PM
#	Weaknesses	Date
1	ownership	7/7/2013 5:09 PM
2	Not obvious yet	7/5/2013 8:18 AM
3	cant tell	6/26/2013 11:04 AM
4	Centralised budget at Vienna, without even petty-cash for the project office; lack of permanent staff from MCTI assigned to the project	6/27/2013 2:15 PM
5	inadequate human resource	6/26/2013 10:23 PM
6	Lack of awareness by other beneficiaries may lead to low adoption and implementation of the programme	6/26/2013 4:15 PM
7	Lack of monitoring and evaluation	6/26/2013 11:06 AM
8	uninspiring project management team	6/25/2013 7:56 PM
9	Too much procrastination and not being faithful sometimes	6/25/2013 6:06 PM
10	communication and co-ordination of TOR for individual tasks related to the overall programme	6/25/2013 5:42 PM
11	Never considered the time of participants' free time. Concentration is important	6/25/2013 5:21 PM
12	The project does not tell if it will facilitate the first certification of its clients	6/25/2013 5:03 PM
13	Slow	6/24/2013 4:30 PM
14	limited funds to reach out and information flow to Associations as opposed to Enterprise owners	6/23/2013 12:44 PM
15	Timeliness	6/21/2013 10:35 AM
16	LESS INVOLVEMENT OF BENEFICIARIES	6/21/2013 10:18 AM
17	Narrow spectrum	6/21/2013 9:07 AM
18	Bureaucracy	6/21/2013 8:27 AM
19	Very unprofessional Project Team, Lack of Commitment; lack of Passion for Work; Unmotivated Project Team, Arrogant Project Team, Poor delivery of service.	6/20/2013 6:57 PM
20	procurement and payment procedures too long and lead times for delivery similarly too long	6/20/2013 6:16 PM
21	kdeqmdkqgnfkdflndkdnf	6/19/2013 7:02 PM

**Q12 What are the lessons learnt in the implementation of the project that can be used to improve future projects in this area?**

Answered: 21 Skipped: 0

#	Response	Date
1	uniting the groups together and coming up with one common goal.	7/9/2013 2:41 PM
2	Phase 2 should focus on ownership building, mentoring, change management training and monitoring.	7/7/2013 5:09 PM
3	The assignment I was involved in was to establish current arrangement for Food Inspection Sector in Zambia . As far as I know report still under study	7/5/2013 8:18 AM
4	many	6/26/2013 11:04 AM
5	Holistic approach to NQI issues encompassing legislation as the basis starting-off point. Inclusion of technical regulations issues; Development of a National Quality Policy; Establishment of National Lab Association to drive the conformity assessment sector	6/27/2013 2:15 PM
6	UNIDO's lack of financial support of trainees led to most of them leaving the programme to seek employment elsewhere.	6/26/2013 10:23 PM
7	Late involvement of certain key stakeholders. It is better to involve all key stakeholders from inception for them to have good understanding of the programme and contribute effectively.	6/26/2013 4:15 PM
8	Being thorough at the start of a project lowered the risk of having to give up half way into the project especially when handling other assignments.	6/26/2013 11:06 AM
9	Frequently evaluate performance of project management team by way of probing relevant project stakeholders such as beneficiaries, experts and training participants. There is also need to stick to the quality policy directives by positively encouraging stakeholder participation. In this way , proposed quality infrastructure changes will be meaningful and well appreciated.	6/25/2013 7:56 PM
10	Communicate and share project plans of all sub-projects relative to the project goals early, this will reduce delays and re-work. Hold regular project progress meetings, conference calls, updates with team and client, and circulate	6/25/2013 5:42 PM
11	Hosting of the training away from work places. Participants were disturbed as they had to leaving the training to attend to work related issues	6/25/2013 5:21 PM
12	Development of good management systems	6/25/2013 12:36 PM
13	It's important to listen and understand what the beneficiary intends to implement and accommodate necessary changes to the project.	6/24/2013 4:30 PM
14	Is the weakness can be turned into strengths	6/23/2013 12:44 PM
15	Regular and consultative meetings Participation of beneficiaries in the implementation	6/21/2013 10:35 AM
16	SENSATION ON SUCH PROJECTS AND EDUCATION SHOULD BE TAKEN BEFORE THE PROJECT IS UNDER TAKEN	6/21/2013 10:16 AM
17	should encourage private sector participation ie build capacity in the private sector to carry out functions perceived to be just for govts	6/21/2013 9:07 AM
18	The bureaucracy should be streamlined	6/21/2013 8:27 AM
19	Always use people with the passion for the job as Project Team Members; Inefficient Project Team leaders; Lack of objectivity from Project Team leaders; Lead time from request to approval and availability of funds for activities must never be more than three weeks; Never turn down important requests, but be helpful and be part of the solution to a problem;	6/20/2013 6:57 PM
20	rationalize procurement and payment procedures	6/20/2013 6:16 PM
21	sxjkdjckl edjckidjck adxqjck	6/19/2013 7:02 PM

**Q13 What suggestions and recommendations can you provide in order to address the main needs and priorities in Zambia in the quality infrastructure area? Please list them in order of importance.**

Answered: 21 Skipped: 0

#	Responses	Date
1	Education - Skills and Technical Education - Agriculture - Community services (urban)	7/9/2013 2:41 PM
2	ownership by government creating a unit within MCTI headed by an expert with a background in quality, standards and metrology Involvement of CCPC for consumer awareness university curriculum	7/7/2013 5:09 PM
3	Refurbish existing Quality Infrastructure increase number of Quality Infrastructure	7/5/2013 8:18 AM
4	conduct seminars for end users	6/28/2013 11:04 AM
5	1. Development of a quality culture linked with consumer education, sensitization and protection; 2. Market surveillance as opposed to import inspections 3. Establishment of a rapid alert system on unsafe products for the region	6/27/2013 2:15 PM
6	1). More training is needed 2). Need for accredited laboratories and bodies 3). Adapting local standard to international standards to be able to compete favorably on the global market.	6/26/2013 10:23 PM
7	Have quality document in place to give policy direction, have blessing of the government in power, conduct sensitization/awareness meetings of key stakeholders to make them aware, start planning and implementation together with stakeholders to have them on board with their full support	6/26/2013 4:15 PM
8	Impact and relevance, sustainability, efficiency and effectiveness	6/26/2013 11:08 AM
9	Change the project Management Team Revisit the past project objectives and fill in the blanks. Develop a method of Monitoring and Evaluating the Project management Team as the project goes on.	6/25/2013 7:56 PM
10	Optimize and increase the utilization of testing capacity in Laboratory facilities Develop/install a relational database with integrated with finance and billing system to reduce manual transactions. Structure of Support departments needs to be streamlined to provide more strategic support and less administrative support i.e. decentralize admin tasks to Tech departments. This way Tech departments develop a mini-business mindset where they manage their own shared services and are not reliant on large support departments Aggressive marketing and brand awareness	6/25/2013 5:42 PM
11	Capacity building Quality Infrastructure development Offer training to Industry Sensitization and publicity of the importance quality to both the consumers and manufacturers	6/25/2013 5:21 PM
12	Involve government officials, maybe through personalized visits	6/25/2013 12:36 PM
13	Stakeholders government inclusive need to understand that provision of quality services it be by private sector that need services from the providers and the providers of the service requires good and adequate infrastructure which requires good investment in human resource , equipment and infrastructure. Thus, it requires commitment from all parties not only to say yes on paper but to be practical by providing what is necessary to build a desired quality Infrastructure in Zambia.	6/24/2013 4:30 PM
14	support in the development of standards at ZABS with stakeholders certification of local quality trainers and inspectors and local training manuals drawn from international level Training of the MSMEs especially the Food Industry	6/23/2013 12:44 PM
15	Funding Training Public sensitization	6/21/2013 10:35 AM
16	DIRECT INVOLVEMENT OF THE BENEFICIARIES	6/21/2013 10:18 AM
17	1. Improve the capacity of laboratories to respond to the growing industry 2.Co-finance accreditation 3. recognize institutions private or public which have implemented ISO standards , by for example listing them on some website on in the press or giving recognition awards etc 4 implement the quality awards in Zambia .	6/21/2013 9:07 AM
18	There should be a project Management Unit within the country with inport to execute programmes on time.	6/21/2013 8:27 AM
19	Completely change the Project Team members; If possible engage the the services of Project Team leader and members from the EDF 9 (European Project) for the reason that they were very efficient and delivered to total satisfaction. Improve your rate of delivery of service; Provide funding on infrastructure(premises) for the National Metrology Institute (NMI);	6/20/2013 6:57 PM
20	1.Purpose built metrology laboratory infrastructure 2.vehicles , computers , weight sets and proving cars and for increasing legal metrology staff complement and spread of operations. 3.Communications strategy extension of support 4.Mobile money management platform interface for workflow to facilitate verification outsourcing	6/20/2013 6:18 PM
21	jeqkdeq eqjeteqj	6/19/2013 7:02 PM

