

Mid-term evaluation

Consultations for the development of service offers in the field of quality infrastructure, Philippines

<i>Country:</i>	<i>Philippines</i>
<i>Project</i>	<i>Consultations for the development of service offers in the field of quality infrastructure</i>
<i>Objective:</i>	<i>The Philippine quality infrastructure offers efficient and demand oriented services.</i>
<i>Source of finance:</i>	<i>Federal Ministry for Economic</i>
<i>Commission value:</i>	<i>600,000 EUR</i>
<i>Implementing Agency:</i>	<i>Physikalisch-Technische Bundesanstalt, PTB</i>
<i>Partner Organisation:</i>	<i>Philippine MSTQ Incorporated</i>
<i>Term:</i>	<i>November 2006 – October 2010</i>

Background and objective

Subject of the mid-term evaluation was the Philippine-German Project "Consultation for the development of service offers in the field of quality infrastructure" (PN 2006.2039.3 – 95203). The project finds itself in the 1st phase (November 2006 to October 2010) and has been expanded without additional costs. The mid-term evaluation was fielded after approx. 52% of expected overall duration. The mission was carried out in the Philippines from 12th to 16th July 2010 by Martin Kaiser, team leader and Keith Jones, key expert metrology and accreditation. The mission was accompanied by Ms Andrea Ulbrich, PTB Project Coordinator and Dr Clemens Sanetra, PTB Consultant. The mid-term evaluation was followed by a planning workshop (19th to 20th July 2010).

The mission visited the Industrial Technology Development Institute (National Metrology Laboratory) as well as a private manufacturer for scales and met competent resource persons from the Department of Trade & Industry, the Philippine Accreditation Office, MSTQ Inc., the Bureau of Product Standards and the Bureau of Fisheries and Aquatic Resources.

The 1st phase will end on 31st October 2010. The budget of the phase under review amounts to 600,000 EUR.

Project design and concept

The project was designed to support and guide the Philippine approach to upgrade the national QI system according to international requirements. This implies intervention at meso as well as macro level. At first, the creation and the cooperation of the elements of a QI system, following selected value-added chains, were in the fore. It was the declared objective, to establish a need-oriented and networked QI for the national economy. Here the formulation of a national quality policy became of utmost importance. The national quality policy not only provides the legal framework but also clarifies tasks and responsibilities of all relevant stakeholders either from public or private sector.

Concerning the development of the elements of QI, main emphasis was given to metrology and accreditation. The support to the National Metrology Laboratory ITDI-NML aimed at the international recognition of measurement capabilities. In the light of South-South Cooperation the Thai Metrology Institute should play an active role in consulting and training. The support to the Philippine Accreditation Office (PAO) envisaged first and foremost the expansion of the national service offer.

Relevance

According to statements made by project partners and laboratory staff, the project is of high

relevance to the road map for development of the Philippines. Non-tariff barriers to trade, and here issues related to QI, are by far the strongest constraints.

At the beginning of the project Philippine institutions were neither internationally recognized nor independent (PAO). In metrology (ITDI-NML) bottlenecks were lack of calibration facilities and/or internationally not accepted calibration certificates.

Effectiveness

Corresponding to time line, indicators show a satisfying achievement of the *overall objective*. This results mainly from technical consultancy. In the field of a holistic quality policy (indicator 1) the achievements are well below expectations. This is due to extensive preparation work for the establishment of the non-governmental organization (MSTQ Inc), its acceptance and recognition. Furthermore politically driven processes are less capable to be influenced compared to technical innovations.

Concerning the *current phase* results achieved are rated as good. However, there is a certain variation in intensity and speed of implementation. Very good results were achieved in the working field of metrology. Furthermore, the consultancy approach on the policy level (macro level) bears promising starting points for an intensive participation and intervention in future. From the technical point of view, the support and consultancy provided to PAO is highly esteemed and considered to be very efficient and goal-oriented. However, the institutional anchoring of PAO on the level of regional cooperation and international recognition needs further efforts and is still a challenge. The Philippine-side is asked for clarification concerning continuity of management and financial independency of PAO.

Impact

Direct impacts: PAO and ITDI-NML offer both qualitatively improved and quantitatively increased services. Services are not only offered but also demanded and carried-out.

Indirect impacts: Integration of the Philippine economy into world trade is strengthened, inducing economic growth by ensuring con-

sumer protection. This impact seems to be plausible but not yet visible due to time factor.

The *development policy impact* (overarching development goal) of a functioning QI system is the creation of an enabling environment for the participation in international trade, and in the light of good governance, safeguarding consumer, environment and health protection. This impact is not only assumed but also supported by MSTQ Inc on the technical working level and transmitted to as well as propagated on the policy level.

Efficiency

Given limited funds, the concept for personnel and allocation of resource is optimal and tailor-made. This is not only the result of the evaluation on hand, but assed by the partner institutions in comparison to other donor assistance (e.g. EU). Above all counterparts mentioned the goal-oriented approach of the intermittent short term experts and their world-wide expertise in general and their regional engagement in particular. Hence, synergies are generated for consultancy, basic and further training which lead to excellent and appropriate solutions. This includes the close cooperation with the CIM expert on site.

Sustainability

Closer attention deserves the idea to organize consultancy and advocacy via a Philippine lobby group, consisting of local expert on a voluntary basis. Taking sustainability serious, these idea yields particular appreciation. Worldwide there are any number of externally drafted roadmaps and strategic plans neither taking national realities into consideration nor providing a mechanism for implementation. Admittedly, the participatory approach chosen is time consuming but increases the local adaptation.

In metrology sustainability will be regularly checked by routine re-assessments for accreditation of laboratories. Positive results can be expected. This is also true for the competence of PAO, which will be assessed by peer evaluations in the frame of the APLAC-MLA.

Monitoring

A results-based monitoring is installed according to the requirements of PTB. Milestones for important activities and results are defined. Monitoring of inputs, activities and outputs are in line with the requirements. Concerning the indicators for the ongoing phase information described in the annual progress report are correct and are up to the required standard. Information about indicators for the overall project duration is missing.

Concept of sustainable development

A *holistic approach* is intended using a multi-level concept and combining technical, organizational and policy advice. However, this is only possible to a very limited extent.

The project concept clearly aims at the meso-level and at technical advice and only limited organizational consultancy. MSTQ Inc receives a bit more intensive organizational development consultancy, closely linked to policy advice.

Tight cooperation between the Government, the civil society and the private sector (latter certainly limited) will be installed, when the draft of the National Quality Law has to be discussed.

Innovations introduced by the project are based on the concept of market economy. Market processes are given as much freedom as possible, while sovereign functions remain with the Government and the rules of the game are supervised.

Capacity development

For its most parts, the project aims at capacity development. It has to be noted that this is not only true for public institutions but also for MSTQ Inc. The latter would not exist without the initial intervention and the continuous support of PTB. Additionally expertise and advice is given to other German Technical Assistance projects in the region

Capacity works

The project was designed long before the capacity works concept for sustainable development. This does not necessarily mean that these elements are not existent, even though not mentioned explicitly.

Recommendations

Recommendations 2nd project phase

(1) Considering the promising achievements it is recommended to implement the already foreseen 2nd phase of the project under review. The 2nd phase should start in January 2011 and end in December 2013 (3 years).

(2) The project concept with its focus on three implementing organizations and three working fields can be retained in principle.

In consideration of the fact that only via MSTQ Inc. advice is provided for the QI system in general, and bearing in mind that technical support is exclusively limited to metrology and accreditation, the overall objective should be specified as follows:

The system of the Philippine quality infrastructure is functional and offers efficient and demand-oriented services in the domain of accreditation and metrology.

National QI policy / MSTQ Inc.

(3) The support to MSTQ Inc., as an important nodal point of the QI network, should continue. However, the continued support to MSTQ Inc. should underline the independency of MSTQ Inc and pay tribute to its self responsibility (declining lump sum for administration and awareness raising, fixed contributions for defined activities).

(4) Activities related to the National Quality Policy have to remain in responsibility of PTB's direct assistance. Therefore, all activities related with the QI policy/law are excluded from the new approach mentioned above.

Capacity building: metrology

(5) It is recommended that assistance is provided with the promotion and improved customer focus of NML calibration services to users. Increases in client numbers and satisfaction should be monitored and reported.

(6) It is recommended that priority is given to consolidating the about-to-be recognised CMCs for further maintaining of recognition.

(7) Lower-level legal metrology verification activities have to be outsourced and not carried out by the mass calibration laboratory as it will

risk the sustainability of providing high-level traceability to industry.

(8) Demands such as for dimensional and electrical services have to be satisfied. Therefore, calibration facilities should be extended according to these needs.

(9) The development of metrology in chemistry should be further supported. A MiC strategy has to be defined which includes decisions concerning the concept of "Designated Institutes".

(10) It is recommended that that assistance is provided to promote the transmission for NML as an NMI.

Capacity building: accreditation

(11) It is recommended that assistance is provided to enhance PAO's capability to respond to Executive Order 802.

(12) It is recommended that assistance is provided to establish a preferably regional

network of PT providers for PAO accredited laboratories. This may include appropriately accredited providers in the Philippines.

(13) Assistance should be provided to promote an alternative business structure for PAO with the intent of giving PAO the status of an independent body, lessening financial constraints and giving PAO greater freedom to hire suitability expert staff

(14) For PAO's first accreditation of NML assistance has to be provided. This assistance could ensure that the most appropriate international NMI technical experts are available and could also enable support for the lead assessor by an international quality expert with experience of accrediting similar NMI laboratories.

(15) If requested, PAO can be supported in order to develop its capacity for accreditation of inspection and certification bodies.

Braunschweig, October 2010



Imprint

Published by

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