



GUIDELINES FOR THE DEVELOPMENT OF FUNDING PROPOSALS TO SUPPORT THE ESTABLISHMENT OF CONFORMITY ASSESSMENT BODIES (CABS) IN SADC AT A NATIONAL LEVEL

1. INTRODUCTION

International and national rules are used by countries to apply strict environmental, health, safety and quality requirements to industries. These rules are creating technical barriers to trade. Southern African manufacturers and exporters have no other choice but to comply with increasingly stringent technical barriers to trade, which may be prohibitive without government assistance. There is a need for support to assist industry in order to overcome environmental and other technical barriers to trade.

The SADC Industrial Policy identified standards, quality and technical regulations and sanitary and phytosanitary measures, which while very important for protecting the health and safety of animal and plant life, have essentially become barriers to trade in SADC.

These market requirements have proved to be absolutely costly for SADC producers in terms of financing the necessary infrastructure such as laboratories, testing machinery and the human resources required to carry out the inspections before export. In broad terms these challenges relate to enhancing production practices, improving quality assurance and management systems at firm level, and better monitoring, evaluation, product testing and packaging methods, to respond to the changing technical requirements of trading partners.

Institutional reforms, investment in human capital and infrastructure improvements in laboratories and other facilities are necessary. The need to support efforts of industries to improve their competitiveness is crucial. Issues of national interest that need to be addressed are to protect Southern African export markets by rigorously addressing the new demands and requirements of trading partners, i.e. EU, USA, East; and to protect the Southern African consumer from substandard imports.

2. PURPOSE

The purpose of this document is to provide guidelines for the development of national funding proposals to support the establishment of conformity assessment bodies (CABS) at a national level.

This document explains the importance of national support for the establishment of CABS, the costs that will need to be covered in terms of a funding proposal, and discusses one possible methodology that can be used to develop the proposals.

3. IMPORTANCE OF SUPPORT FOR CABS AT A NATIONAL LEVEL

There is a need to support the development of relevant conformity assessment services in SADC. Conformity (compliance) assessment is any activity meant to determine, directly or indirectly, that a process, product, or service meets relevant standards and fulfils relevant requirements.

These services are required in order to provide for the analyses of products by local testing laboratories and certifying products by national certification services to confirm that they conform to stipulations in technical (compulsory) regulations by government and their regulators or stipulated in the contracts between the manufacturer and its suppliers.

Accredited CABS will contribute towards the establishment and sustainability of new entrants into the different SADC economies and the growth and diversification of the SADC manufacturing, mining, agriculture and other key sectors which is an important platform for job creation and economic development. This requires SADC to step up its conformity assessment (e.g. Testing, Inspection, Certification) capabilities.

Exports are key to SADC's economic development. Competitiveness of SADC goods hinges on the quality of these products and services which is confirmed by conformity assessment bodies (CAB), such as laboratories, certification and inspection bodies. Non-acceptance of conformity assessment normally leads to rejection or costly retesting/inspection or re-certifying such of exported goods and services, making such goods uncompetitive in the global market. Non acceptance of conformity assessment results are mainly due to lack of confidence in the competence of the CAB's producing the results. Accredited CABs provides confidence in the competence and integrity of conformity assessment activities and goes a long way towards unlocking the technical barriers to trade both locally and internationally and in affording companies the opportunity of having a competitive edge. Conformity assessment services that are often needed in an economy may include:

- Testing laboratories;
- Inspection services;
- Certification bodies; and
- Calibration laboratories.

The costs to establish a competent CAB includes but is not limited to the following:

Conformity assessment services	Needs assessment and viability study Building and vehicles Equipment purchases Maintenance, refurbishment and replacement costs Training Preparation of quality manuals Accreditation costs
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The table below illustrates the importance of the conformity assessment services in the economy, industrial development and in terms of health and safety of the public.

	Contribution to Economy and/or Health and Safety
Calibration Laboratories and Proficiency Testing Schemes	Calibration laboratories provide legal metrological traceability. The laboratories therefore form an integral part of the metrological chain whenever physical measurements are performed be these for trade, safety, scientific purposes, law enforcement or to ensure that SADC manufacturers remain globally competitive. The calibration programme has an impact on the lives of ordinary Southern Africans, from ensuring that the weight of sugar, maize meal, flour, etc. purchased is correct, to ensuring the accuracy of equipment used for law enforcement, such as evidential breath analysers and speed measuring devices, to ensuring the accuracy and traceability of measurements required within the SADC sectors.
Testing Laboratories	Testing laboratories play an important role in economies by providing objective evidence that a product or service-offering conforms to certain customer requirements or specifications. Accredited laboratories in the food safety sector play an important role in monitoring the quality of food for import and export purposes as well as for the health and safety of the public at large. The testing programme also provides an accreditation service in the SADC sectors as well as other industry sectors including Environmental Monitoring, Food Safety, Infrastructure and Construction, Agriculture, Minerals and Mining, etc.
Veterinary Laboratories and Good Clinical Practice (GCP) Compliant Facilities	Southern Africa is no exception when it comes to the problems faced by the livestock industry worldwide. It is therefore important for Southern Africa to have a strong and competent veterinary laboratory industry to help with the diagnosis of diseases and test the safety of meat and other animal products.
Pharmaceutical laboratories	The Pharmaceutical industry or medicine industry is regarded as one of the priority sectors for SADC and it plays a vital role in fighting numerous diseases e.g. TB, HIV, AIDS etc.
Inspection Bodies	Inspection mainly operates within the regulatory domain where regulators and citizens needs to be confident that inspection bodies, especially those inspecting health and safety issues are competent to do so. This also applies to bodies which are required to ensure the protection of consumers.

	Contribution to Economy and/or Health and Safety
Certification Bodies	Certification is the activity of conformity assessments where the focus is on a system which forms the basic requirements to ensure that an organization has the necessary self-regulating procedures and controls on factors that affect a product so that it is possible to give confidence to the customer that the product falls within specified requirements. Accredited Certification Bodies certifies other organisations with regards to compliance to management systems with recognised standards such as, Quality Management Systems, Environmental Management Systems requirements, Food Safety Management Systems requirements.

5. USE OF THE LOGICAL FRAMEWORK APPROACH (LFA) TO DEVELOP FUNDING PROPOSALS

The SADCA Executive Committee (EXCO) recommends the use of the Logical Framework Approach (LFA) developed and prescribed by various development agencies. The LFA is an instrument for objective-oriented planning of projects and can also be used for analysis, assessment, follow-up and evaluation of projects. For detailed information on the method more information is available on the Internet at www.google.com/logicalframeworkapproach.

In order to fund CABs it is recommended that bilateral support should be identified and investigated. It will be important to identify the specific sectors that are of interest nationally.

NOTE: The SADCA EXCO notes that this is only one of various approaches that can be used.

The following summary might be useful to assist you when you develop your proposal using the LFA:

5.1 Applying the Logical Framework Approach

To apply the Logical Framework Approach (LFA), you should:

- Undertake a thorough analysis of the context in which the project will operate;
- Ensure that the experience and opinions of all stakeholders are taken into account;
- Encourage a harmonised approach with partners and other stakeholders; and
- Acknowledge, identify and review risks and assumptions, and develop robust mitigating actions. In doing so, you may undertake a number of analyses, such as Problem and Objective Trees, SWOT and Stakeholder Analyses, and a Risk Matrix.

In the process, the LFA will help you and your team to:

- Achieve stakeholder consensus;
- Organise your thinking;
- Summarise and link the key aspects and anticipated impact of your project;
- Communicate information concisely and unambiguously; and
- Identify measurable performance indicators and the means of verifying progress.

If used properly, it also:

- Brings together in one place a statement of all key aspects of the project in a systematic, concise and coherent way; and
- Provides a framework for monitoring and evaluation where planned and actual results can be compared.

5.2 The LFA as a design methodology

The LFA design methodology is a rigorous process, which if used as intended by the creators will impose a logical discipline on the project design team. If the process is used with integrity the result will be a high quality project design. The method is not without its limitations, but most of these can be avoided with careful use of ancillary techniques. Many things can go wrong in the implementation phase of a project, but if the design is flawed, implementation starts with a severe handicap.

The first few steps of a LFA are the following :

5.2.1 Situation Analysis

This is a document that describes the situation surrounding the problem. The source could be a feasibility study, a pre-appraisal report, or be a compilation done specifically for the project design workshop. Typically the document describes the problem situation in detail, identifies the stakeholders and describes the effects of the problems on them.

5.2.2 Stakeholder Analysis

This stage is an analysis of the people, groups, or organizations who may influence or be influenced by the problem or a potential solution to the problem. This is the first step to understanding the problem. We might say, without people or interest groups there would be no problem. So to understand the problem, we must first understand the stakeholders. The objectives of this step are to reveal and discuss the interest and expectations of persons and groups that are important to the success of the project.

5.2.3 Problems Analysis

If there is no agreement between participants on the statement of the problem, it is unlikely there will be agreement on the solution. This stage therefore seeks to get consensus on the detailed aspects of the problem.

The first procedure in problem analysis is brainstorming. All participants are invited to write their problem ideas on small cards. The participants may write as many cards as they wish. The participants then group the cards or look for cause-effect relationship between the themes on the cards by arranging the cards to form a problem tree.

Following the above analysis the next steps are as follows:

5.2.4 The Objectives Analysis

In this step the problem statements are converted into objective statements and if possible into an objective tree. Just as the problem tree shows cause-effect relationships, the objective tree shows means-end relationships. The means-end relationships show the means by which the project can achieve the desired ends or future desirable conditions. Frequently there are many possible areas that could be the focus of an "intervention" or development project. The next step addresses those choices.

5.2.5 The Alternatives Analysis

The objective tree usually shows the large number of possible strategies or means-end links that could contribute to a solution to the problem. Since there will be a limit to the resources that can be applied to the project, it is necessary for the participants to examine these alternatives and select the most promising strategy. After selection of the decision criteria, these are applied in order to select one or more means-end chains to become the set of objectives that will form the project strategy.

5.2.6 The Activities Planning

After defining the objectives, and specifying how they will be measured (OVIs) and where and how that information will be found (MOVs) we get to the detailed planning phase. We now determine what activities are required to achieve each objective.

5.3 Where to start?

This is a little like the chicken and the egg problem. It is tempting to say; always start at the situation analysis stage, and from there determine who are the stakeholders. Another argument is that the stakeholders define the problem so it is necessary to start with identifying the stakeholders. Each problem situation will require a different approach.

5.4 Where to go next?

The next step will be implementation planning and implementation.