Palestinian Territories

Supporting the Quality Infrastructure in the Palestinian Territories

Summary of the Evaluation Report

**Project Data**

<table>
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<th>Project No.:</th>
<th>2012.2212.4</th>
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<tr>
<td>PTB No.:</td>
<td>95073</td>
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<tr>
<td>German Contribution:</td>
<td>1.2 million EUR</td>
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<td>Period</td>
<td>8/2012–7/2015, extended until 11/2015</td>
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<td>PTB Working Group:</td>
<td>Q5.4</td>
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<td>Final version, 15.6.2015</td>
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This report was elaborated by independent evaluators for the PTB. It reflects exclusively the evaluators' opinions and conclusions.
Summary of the evaluation of the project *Supporting the Quality Infrastructure in the Palestinian Territories*

**Project Description**

The project *Supporting the Quality Infrastructure (QI) in the Palestinian Territories* has the following main objective:

*The Palestinian quality policy is accepted and the service offer of the QI system in the fields of metrology, accreditation and laboratory medical services has been improved in accordance with the demand.*

To meet the project objective, the three main components were defined:

1) Governance of QI – main activities aimed at preparation of the Palestinian National Quality Policy (NQP),
2) Institutional capacity building in metrology and accreditation – providing training support and limited material support for industrial and legal metrology in Palestine,
3) Strengthening medical laboratory services – promoting quality issues in selected medical laboratory aiming towards their accreditation.

The main project partners are the Ministry of National Economy (MNE), the Palestine Standards Institute (PSI), the Ministry of Health (MoH), the Palestinian Accreditation Unit (PAU) and four medical laboratories in Ramallah, Nablus, Tulkarem and Bethlehem.

**Assessment of the project**

The project is assessed in terms of the status of the change process which includes a description of results, and in terms of the causes and success factors that contributed to the achievements or challenges. The evaluatory visited the Palestinian Territories from 28.2. to 10.3.2015, held interviews with approximately 50 persons from relevant stakeholders, visited institutions and laboratories and presented the results to a stakeholder workshop, integrating feedback into the report.

*Status of the change process*

The following aspects of the project were addressed:

1) **Effectiveness** – This part of the evaluation proved that the project objectives and output indicators have been achieved in all project components. Only minor deviations from the plan were observed. The most significant achievement was the preparation of the Palestinian NQP,
Summary of the evaluation of the project *Supporting the Quality Infrastructure in the Palestinian Territories*

its introduction to relevant authorities and its endorsement by Cabinet in August 2014.

2) **Impact** – PTB earned respect and trust amongst Palestinian stakeholders. The implementation of NQP will be of main concern in the future. The capacity building in metrology led to the introduction of new services in industrial and legal metrology and the discovery of a demand for capacity building for industry. The medical laboratories improved their internal processes and aim towards their accreditation (national or international, this has not been decided yet). The training of PAU assessors was an important achievement, too, as a basis for their official registration.

3) **Sustainability** – The levels of sustainability differ among components. Overall, the project partners showed high ownership for the NQP and for the changes introduced in their respective institutions. For some components, specific technical assistance is required to sustain change. In metrology; further systematic training should be provided. In medical laboratories, capacity building will be needed to sustain the process of improved quality within and beyond the four selected laboratories.

**Causes and success factors for the observed results and change processes**

Seven factors have been observed and rated:

1) **Relevance** – The project addressed priorities and needs of partners. It is in line with the National Development Plan and the priorities of the participating QI institutions. Developing a National Quality Policy and building the capacity in metrology, accreditation and medical laboratories meets development needs of the Palestinian Territories.

2) **Efficiency** – From a financial point of view, no major inefficiencies have been detected. Use of short term experts instead of a long–term one was cost efficient.

3) **Strategy** – The decision to work with three separate components proved right because it created synergy through working on policy, institutional and laboratory level. Working with two ministries (National Economy and Health) allowed to put efforts into medical laboratories where there is potential for short–term wide–ranging effects while working with the Ministry of National Economy allowed to provide technical assistance on policy and institutional level that can be of medium–term benefit across sectors.
Summary of the evaluation of the project *Supporting the Quality Infrastructure in the Palestinian Territories*

4) **Cooperation** – Was overall very effective and benefited from the high flexibility of the project, its attention to partner needs that evolved during the development of policy and the ensuing changes in the quality infrastructure. The cooperation with other technical assistance providers like a European Union funded project administered by a consultancy company brought significant synergy. The difficulties were managed sufficiently well to achieve the objectives and deal with problems, but better cooperation in the medical laboratory component could have brought even better results.

5) **Steering structure** – The overall steering structure was very effective because it brought together many stakeholders in the sector for strategic decisions while allowing space for operational agreements between the PTB project and participating institutions in the direct cooperation. Difficulties occurred in the management of the medical laboratories component which need to be addressed in a follow-up project.

6) **Processes** – Most processes went well. On system level, processes of developing the quality infrastructure have been identified and defined through the project interventions, up to Cabinet level. The development of capacities in organisations to establish competencies and provide services in quality infrastructure were rather successful.

7) **Learning and innovation** – On individual level, many participants in capacity building learned relevant knowledge in terms of the project objectives for an improved QI and were able to apply it. Learning on organisational level took place in that the involved institutions adapted their policies and practices and introduced new systems. At political level, international standards were applied into NQP, a major process of learning.

**Learning processes and learning experiences**

The project met existing needs and cooperated well with partners to achieve important progress. It is considered very successful, but needs continuation to create sustainable structures at a required level. Through the project, the level of the QI has improved, but in most addressed areas it is still far away from being ready for international recognition.
Summary of the evaluation of the project *Supporting the Quality Infrastructure in the Palestinian Territories*

**Recommendations**

The following recommendations are made to PTB:

A. Follow-up project structure

1. Continue the PTB project, as a suitable base (adopted NQP, progress in metrology and medical labs accreditation) has been established.

2. The new project could consist of three components:
   a. Implementation of the National Quality Policy
   b. Strengthening the metrology capacities at PSI and beyond
   c. Improving quality and quality management of medical laboratories to international standards

B. Component 1: The National Quality Policy:

3. PTB should support the activities of the Inter–Ministerial Steering Committee aimed towards implementation of the NQP (roadmaps, policies, strategies for implementation, etc.)

C. Component 2: Strengthening the Metrology Capacities at PSI and beyond

4. PTB should provide capacity building at PSI for various issues:
   a. Measurement of individual quantities according to the delivered equipment,
   b. General aspects of metrology – quality, accreditation, evaluation of data, participation at inter–laboratory comparisons, etc.
   c. Train assessors for authorisation and accreditation of the calibration and verification laboratories.

5. PSI should enhance its Quality Management System (QMS) to meet requirements put on national metrology institutes including specialisation of staff into individual fields of measurement.

6. PSI should decide whether and to what extent build a national measurement standards system, and for what parameters.

7. The government should consider establishing vocational training for the maintenance and repair of measuring instruments.
Summary of the evaluation of the project *Supporting the Quality Infrastructure in the Palestinian Territories*

D. Component 3: Improving quality and quality management of medical laboratories to international standards

8. PTB should continue supporting the four already involved medical laboratories towards their accreditation according to ISO 15189.

9. PTB and MoH should consider involving some more laboratory units and promote the achievement of their international recognition.

10. The MoH should further develop its strategy to improve the quality management of medical laboratories including support to the national EQAS control laboratory.

E. Coordination and Steering Structure

11. Keep as much synergy with other donors as possible, namely in components 1 and 2.

12. The different components of the project should create as much synergy as possible.

F. Regional scope

13. PTB should consider supporting partners to extend activities to Gaza.