



**GOVERNMENT OF THE  
REPUBLIC OF ZIMBABWE**



**MINISTRY OF INDUSTRY AND COMMERCE**

**ZIMBABWE NATIONAL QUALITY POLICY**

**2021—2025**





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## PREFACE



His Excellency President E D Mnangagwa

The main goal of the National Development Strategy 1:2021—2025 (NDS 1) is to enable high, accelerated, inclusive and sustainable economic growth as well as socio-economic transformation and development towards an upper middle income society by 2030.

The NDS 1, rides on the successes of the Transitional Stabilization Programme 2018–2020 (TSP). One of the priority areas of the NDS 1 is Structural Transformation and Moving the Economy up the Value Chain with specific focus on Manufacturing and Beneficiation, targeting to increase the contribution of manufactured exports to total exports from 16.2 % in 2021 to 18.4 % by 2025.

My Government developed the Zimbabwe Industrial National Development Policy 2019–2023 (ZINDP). The ZNIDP blue print seeks to guide and direct industrial development in the country. However it has been realized that it is important to manufacture goods that meet relevant specifications.

To this end, my Government formulated the Zimbabwe National Quality Policy (2021–2025) to guide and direct the development and operations of the country’s quality infrastructure. Zimbabwe’s quality infrastructure has, over the years, developed in an uncoordinated way, without policy guidance and with minimum collaboration among Ministries, Departments and Agencies (MDAs).

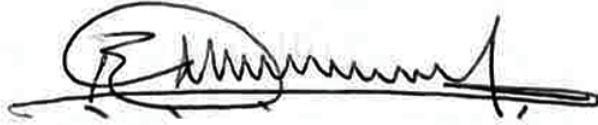
This policy, therefore, outlines the key principles and strategies that will guide the re-engineering of the Legal Frameworks, National Quality Institutions, and operations of Zimbabwe’s Quality Infrastructure over the period 2021 to 2025. The re-engineering of the quality infrastructure, therefore, is intended to close gaps in the national quality infrastructure that have been in existence in our economy.

With the advent of the Africa Continental Free Trade Area (AfCFTA), the Common Market of Eastern and Southern Africa (COMESA) and Southern Africa Development Community (SADC) Free Trade Areas, European Union Eastern and Southern Africa Economic Partnership Agreement (EU-ESA EPA) and the increasing importance of global value chains in production and trade for international markets, it is imperative that the national industry and commerce meets the requirements of both the local and export markets in order to gain and sustain market access.

I wish to reiterate my Government’s commitment to facilitating the provision of a robust National Quality Infrastructure including conformity assessment services such as assessment, testing, inspection and certification to the private sector aimed at building confidence in the quality of locally manufactured goods and enhance consumer protection. Furthermore, my Government commits to building an effective technical regulatory machinery for the protection of human health, flora and fauna and the environment at large.

I therefore urge all stakeholders to embrace the Zimbabwe National Quality Policy and the strategies promulgated in this policy

for the development of resilient and sustainable businesses and organisations for the benefit of our future generations.

A handwritten signature in black ink, appearing to be 'E. D. Mnangagwa', written over a horizontal line.

His Excellency, E. D. Mnangagwa

PRESIDENT OF THE REPUBLIC OF ZIMBABWE





## FOREWORD



Hon. Dr Sekai Nzenza

All over the world, countries are striving to produce goods and services that meet the constantly changing international requirements in order to meet the ever changing customer expectations. As trade blocks enter into Free Trade Area (FTAs) arrangements, the need for the traded goods to meet the relevant standards in export markets thus improving competitiveness cannot be overemphasized. Therefore, countries are taking measures to ensure that traded goods meet the specific requirements for the safeguarding of human health, protect flora and fauna and the environment in general.

Member states that are signatory to Trading Arrangements that Zimbabwe is signatory to have agreed to remove Technical

Barriers to Trade (TBT), through a number of interventions, including simplifying verification procedures of product quality. This is achieved through measurement, traceability, standardization, conformity assessment, accreditation and supporting quality & management system certification in accordance with standards such as ISO 9001, ISO 14001 and ISO 22000 just to mention a few. It is noted with concern that in 2021 only 1% of registered companies in Zimbabwe were certified to at least one of the standards mentioned above. This is attributed in part to a lack of the relevant quality legislation, a quality infrastructure that is not fully developed and accredited and the reliance upon imported, often expensive quality compliance services such as accreditation.

The Manufacturing sector is recognized as one of the pillars towards achieving the objectives of The National Development Strategy 2021—2025 (NDS 1). The Zimbabwe National Industrial Development Policy (ZNIDP) outlines the sectors and value chains to be developed, thereby dovetailing with the NDS 1 priority area of Moving the Economy up the value Chain. The NQP supports the ZNIDP towards the manufacture of high quality goods for both the domestic and export markets.

The National Quality Policy seeks to address the challenges that have existed from the uncoordinated development of quality programmes by Ministries, Regulators and Agencies. The lack of coordination has negatively affected the development of the relevant quality institutions leading to the production of goods and services that do not meet the requisite quality requirements, thereby limiting access to export markets and inhibiting consumer protection.

Furthermore, a coherent National Quality Infrastructure Policy is set to offer numerous advantages to both the regulatory authorities, the market and consumers. Moreover, the policy is designed to assist Government achieve, not only United Nations Strategic Development Objectives (SDG) 8 and 9, but Governmental policy objectives in areas such as industrial development, trade, competitiveness in global markets, consumer protection and efficient use of natural resources, among others.

The National Quality Policy will also promote a quality culture among Zimbabweans that will in turn ensure the protection of consumer rights in line with the Consumer Protection Act, as well as encourage Industries and other organizations to adopt quality improvement practices in their day to day activities.

At the International level, the NQP will enhance compliance with the World Trade Organisation (WTO) Technical Barriers to Trade (TBT) and Sanitary and Phyto-sanitary Services (SPS) Agreements, as it enables coordination of several quality infrastructure dealing with technical regulations thereby facilitating regional and international trade.

The NQP advocates for the re-engineering of the National Quality Infrastructure. The re-engineering process will result in the promulgation of laws and regulations, setting up new institutions for quality compliance and enhance existing institutions.

In addition, re-engineering the Quality Infrastructure System (QIS) in the country is catalytic to raising the quality of goods and services of our nation and ensure that exported goods meet requirements of export market thus minimizing returning exports to the sending country or destruction usually at the expense of the exporter.

In conclusion, the implementation of the National Quality Policy (2021—2025) will elevate Zimbabwe's ability to exploit commercial opportunities, compete in global markets and to participate in international value chains. The NQP will thus leverage the country towards attaining the upper middle economy status by 2030.



Hon. Dr Sekai Nzenza



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## WORKING DEFINITIONS

The following definitions apply to this document unless the context determines otherwise –

- Accreditation. Third-party issue of a statement, based on a decision following review, that fulfilment of specified requirements related to a conformity assessment body conveying formal demonstration of its competence to carry out specific conformity assessment tasks, has been demonstrated. [ISO/IEC 17000:2004];
- Calibration is the set of operations that establish, under specified conditions, the relationship between values of quantities indicated by a measuring instrument or measuring system, or values represented by a material measure or a reference material and the corresponding values realized by standards;
- Certification is the procedure by which a third party provides written attestation that a product, process, service or person meets specified requirements;
- Conformity assessment pertains to demonstration that specified requirements relating to a product, process, system, person or body are fulfilled. [ISO/IEC 17000:2004];
- Conformity assessment procedures relate to any procedure used, directly or indirectly, to determine that relevant requirements in technical regulations or standards are fulfilled;
- Inspection means the examination of a product design, product, process or installation and determination of its conformity with specific requirements;
- Measurement standard means a material measure, measuring instrument reference material or measuring system intended to define, realize, conserve or reproduce a unit, or one or more values of a quantity, to serve as a reference;

- National Quality Infrastructure (NQI) is the totality of the institutional framework (public or private) required to establish and implement standardization, metrology (scientific, industrial and legal), accreditation and conformity assessment services (inspection, testing and product- and system certification) necessary to provide acceptable evidence that products and services meet defined requirements, be it demanded by authorities (technical regulation) or the market place (contractually or inferred);
- Quality management pertains to the coordinated activities to direct and control an organization with regard to quality; and
- Mandatory standard means a standard the application of which is made compulsory by virtue of a general law or exclusive reference in a regulation [ISO/IEC Guide 2:2004];
- Metrology is the Science of measurement and its application. [OIML V2-200:2007];
- Quality Infrastructure is the totality of the institutional framework (public or private) required to establish and implement standardisation, metrology (scientific, industrial and legal), accreditation and conformity assessment services (inspection, testing and product- and system certification) necessary to provide acceptable evidence that products and services meet defined requirements, be it demanded by authorities (technical regulation) or the marketplace (contractually or inferred);
- A Technical Regulation is a document which lays down product characteristics or their related processes and production methods, including the applicable administrative provisions, with which compliance is mandatory. It may also include or deal exclusively with terminology, symbols, packaging, marking or labelling requirements as they apply to a product, process or production method. [WTO TBT Agreement];



- A Standard is a document, established by consensus and approved by a recognised body that provides, for common and repeated use, rules, guidelines or characteristics for activities or their results, aimed at the achievement of the optimum degree of order in a given context. [ISO/IEC Guide 2:2004];
- A Standard is a document approved by a recognised body that provides, for common and repeated use, rules, guidelines or characteristics for products or related processes and production methods, with which compliance is not mandatory. It may also include or deal exclusively with terminology, symbols, packaging, marking or labelling requirements as they apply to a product, process or production method. [WTO TBT Agreement]
- Verification relates to the provision of objective evidence that a given measuring system fulfils specified legal requirements. [OIML V2-200:2007] a procedure (other than type approval) which includes the examination and marking and/or issuing of a verification certificate, that ascertains and confirms that the measuring instrument complies with the statutory requirements.

## ACRONYMS AND ABBREVIATIONS

ABCAS	Accreditation-Based Conformity Assessment System
AFRIMETS	Intra Africa Metrology System
BIPM	Bureau Internationale de Poids et Mésures
CAC	Codex Alimentarius Commission
COMESA	Common Market for Eastern and Southern Africa
CMC	Calibration and Measurement Capability
CVL	Central Veterinary Laboratory
ECZ	Engineering Council of Zimbabwe
EU	European Union
GAL	Government Analyst Laboratory
HEXCO	Higher Education Examination Council
IAF	International Accreditation Forum
IEC	International Electro-technical Commission
ILAC	International Laboratory Accreditation Cooperation
IPPC	International Plant Protection Convention
ISO	International Organization for Standardization
LMAZ	Legal Metrology Agency Zimbabwe
MIC	Ministry of Industry and Commerce
MSMEs	Micro, Small and Medium Enterprises
NDS 1	National Development Strategy 1
NLAZ	National Laboratory Association Zimbabwe
NMIZ	National Metrology Institute Zimbabwe
NQI	National Quality Infrastructure
NTP	National Trade Policy
OIE	Office International des Epizooties
OIML	Organisation Internationale de Métrologie Légale
SADC	Southern African Development Community
SADCAS	Southern African Development Community Accreditation Services
SAZ	Standards Association of Zimbabwe
SIZ	Standards Institute Zimbabwe
SPS	Sanitary and Phyto-Sanitary (measures)
SQAM	Standardisation Quality Assurance Accreditation and Metrology
TBT	Technical Barriers to Trade
TMS	Trade Measures Section
TRF	Technical Regulation Framework
TSP	Transitional Stabilisation Programme
UNIDO	United Nations Industrial Development Organization
WTO	World Trade Organization
ZIDP	Zimbabwe Industrial Development Policy
ZIMCHE	Zimbabwe Council for Higher Education
ZIMSEC	Zimbabwe School Examination Council
ZINAS	Zimbabwe National Accreditation Service

## **1.0 Introduction**

### **1.1 International, Regional and National Context**

Trade is crucial for economic growth in developing countries. However, to expand regional and international trade, internationally recognized and accepted Quality Infrastructure Systems (Standards, Metrology; Conformity Assessment and Accreditation) should be adopted and implemented. A credible and internationally recognized Quality Infrastructure System (QIS) provides a vital link to global trade, market access and export competitiveness as it contributes to consumer confidence in product safety, quality, health and the environment.

The world trading system is developing relentlessly. A vast array of good practices has evolved in the past decades with regard to quality infrastructure systems that support trade, whilst still ensuring the safety and health of the people, the fauna and flora and the environment. Some of these practices are encoded in the World Trade Organisation (WTO), Technical Barriers to Trade (TBT) Agreement, some are provided for in the working and recognition arrangements of international organizations such as International Organisation for Standardization (ISO) and International Electro-technical Commission (IEC), Bureau International de Poids et Mésures (BIPM) and Organisation Internationale de Metrologie Legale (OIML), International Laboratory Accreditation Cooperation (ILAC) and International Accreditation Forum (IAF), Office International des Epizooties (OIE), International Plant Protection Convention (IPPC) and Codex, whilst others have just evolved as good practices to be followed. Countries that wish to enhance their exports in order to drive their own socio-economic development agenda, have little choice but

to pursue compliance with these international requirements and good practices. On the other hand, in many countries, quality infrastructures have developed over many years and have served the countries well in the past. The same applies to the regulatory framework.

The problem is that the quality infrastructure and especially the regulatory framework have developed in an organic way in the absence of a clear government policy framework and they have become entrenched restrictions that hinder trade rather than support trade. The development and implementation of a National Quality Policy has become a necessity in this respect, because without solid government policy guidance, the required alignment of the country's quality infrastructure system with that of its main trading partners will be seriously hampered. This is typically the position under which Zimbabwe finds itself, which is further detailed under the situational analysis.

In the sub-region, Zimbabwe's neighbours and key trading partners such as South Africa, Zambia, Namibia, Botswana and Eswatini have put in place robust quality policies and regulatory frameworks, including re-engineering their quality infrastructure and regulatory institutions in response to the global trade dynamics and related technological developments.

The National Quality Policy (NQP) therefore is the basic Government instrument that sets out the objectives of the Quality Infrastructure system to build the foundation for effective trade. It is the basis of all legislation that establishes the elements of a good regulatory and quality infrastructure and guides the NQI in a coherent and effective manner, serving the country's socio-economic development,

interests and needs as established in the policies, plans and development programmes and facilitating regional and international integration.

In the present environment of increased globalization, empirical evidence suggests that QI has a very important role to play in technological progress, productivity and trade. Increasingly, global purchasers demand products and services that meet rigorous and advanced standards of quality, not only to ensure that such products and services integrate flawlessly with others in the supply chain, but also to satisfy customer expectations and to comply with a maze of technical regulations in importing countries.

In order to compete successfully in developed markets, Zimbabwe's industry, especially the SME sector, faces a formidable array of challenges. Over and above the logistics, management and financial issues, one of the major stumbling blocks is the attainment of demonstrable product and service quality demanded by regulatory authorities, as well as the major players in the markets. Hence, in order to fully exploit the possibilities of foreign markets, Zimbabwe's industry has access to an internationally recognized, but supportive national quality infrastructure that can provide the required independent evidence of product compliance. Zimbabwe realizes that its national quality infrastructure and technical regulation regime may not yet be developed to their full potential, and that they are not fully harmonized with those of its major trading partners. It follows that these should be addressed in a holistic manner, as they cut across many Ministries, Departments, Agencies and stakeholders. Hence, as the country re-engineers and upgrades the national quality infrastructure, enhances its technical regulation regime and

organizes the requisite relationship, decisions on how to cater for technological and quality needs, minimize environmental, health and safety externalities will be made at the same time avoiding unnecessary costly barriers to trade.

In recognizing these realities, the Government has committed itself to re-engineering, strengthening, upgrading and maintaining the national regulatory, standardization, metrology, accreditation and conformity assessment infrastructures to facilitate trade, enhance exports, accelerate economic development and reduce poverty. At the same time Government will protect the health and safety of its people and the environment as a logical outflow of the overall objective of its 2030 vision as well as the trade and industrial development policy for the coming decades.

Zimbabwe as a WTO and SADC member state, subscribes to the WTO TBT/SPS Agreements and the SADC Trade Protocol/TBT & SPS Annexes. Standards and technical regulations together with their **conformity assessment** services are dealt with decisively in these international/regional Agreements. The basic tenets of standards development, such as transparency, inclusiveness and consensus, are clearly defined. Mutual recognition of conformity assessment outputs is advocated amongst WTO member states. The reasons for technical regulations are enumerated, as are transparency obligations vis-à-vis other WTO member states. It is therefore very important that the Zimbabwe National Quality Policy does not contain anything that conflicts with the WTO TBT/SPS Agreements. Further, the policy actions/measures of the National Quality Policy are linked to the obligations of the country as a WTO member state in respect of these Agreements. NQI and TR are part

of good governance. Good policy frameworks are conducive to social, ecological and market-economic developments. Participation in global trade is only possible if the technical rules are complied with. NQI output must be acceptable to trading partners.

## **1.2 Conceptual Framework**

The globalization of the markets continues unabated across boundaries, being driven in particular, by technological developments. As a result, Governments are carefully reconsidering the overall arrangement of their national quality infrastructure as enterprises in the developing economies are facing daunting challenges in accessing markets in the more developed economies. Over and above the financial, management, logistics and skills challenges, they also need to have access to a supportive and internationally recognized quality infrastructure that can provide the independent attestation of product or service quality, without which access to developed markets would be impossible.

In addition, it is now apparent that the technical regulation regimes of developing economies are often times in disarray, fragmented, non-compliant with WTO-TBT and SPS Agreement requirements, with massive overlaps occurring amongst various regulatory agencies. The technical regulation regimes constitute a major impediment to trade.

What is also increasingly becoming recognized is the apparent relationship between QI and good governance. An effective and efficient quality infrastructure together with an efficient technical regulation framework, can promote the rule of law at the technology level; can help in the fight against corruption; can simplify bureaucratic processes; and enhance macro-economic stability.

Quality Infrastructure system contributes to governmental policy objectives in areas including industrial development, trade competitiveness in global markets, efficient use of natural and human resources, food safety, health, the environment and climate change.

It offers a complete package addressing the needs of the nation's citizens, of customers and consumers, and of enterprises and other organizations that offer them products and services. QIS includes a national quality policy and institutions to implement it, a regulatory framework, quality service providers, enterprises, customers and consumers

The QIS provides benefits to everyone in the supply and demand chain: consumers, processors/manufacturers and suppliers.



Consumers benefit because the QIS provides confidence that the products and services they purchase are fit for their purpose.

Manufacturers and suppliers benefit because the QIS promotes their use of international standards to ensure that their products and services meet state-of-the-art requirements, and that their business processes are modelled on management system standards recognized worldwide.





Regulators benefit because the QIS helps them to identify and specify the standards and conformity assessment processes they can use to ensure that public interest requirements, such as health, safety and environmental, are being met. The regulator will often make conformity assessment obligatory in these fields and may prohibit the sale of nonconforming products and services.



The Government benefits because the QIS puts at its disposal a system for stimulating the economy, increasing the competitiveness of its industry on global markets, using resources efficiently, sharing technological know-how, tackling environmental and climate-related challenges, and for fulfilling its responsibilities for public health and safety, including food safety.



*Conformity assessment equipment*

## 2.0 Situational Analysis

### 2.1 Policy Environment

Trade Policies are instruments of Government designed to expand the circle of opportunities of a country, its businesses and people, at the global level. The Government of Zimbabwe is continuously reforming its Legal, Regulatory, Economic and Diplomatic frameworks to create enabling business environment, improving the Ease of Doing Business, generating opportunities for its entrepreneurs and enterprises including women owned businesses on the domestic, regional and international fronts. The Vision 2030; National Development Strategy 2021—2025 (NDS 1); National Trade Policy; and Zimbabwe National Industrial Development Policy 2018–2023 (ZNIDP) provide building blocks of Zimbabwe’s trading environment. The principle tenets, strategies and policy directions espoused under these key policy pillars provide an anchor for setting the policy direction of the country’s Quality Infrastructure System (QIS).

The Vision 2030 envisages that by 2030, Zimbabwe should emerge as an upper middle-income economy with high quality life for its citizens. Among its key goals are the following:

- Transform Zimbabwe into an upper middle-income economy with a capita gross income of between US\$3 500 and US\$5 000 in real terms by 2030.
- Raise employment rates upwards, not only in the formal sector, but also covering the informal sector and SMEs.
- Progressively reduce poverty rate, to levels, consistent with upper middle income economies.
- Guarantee national food security, affordable, competitive and accessible education and health services, and infrastructural development.

Vision 2030 is anchored on five key pillars, and the second pillar relates to inclusive economic growth focusing on agriculture, land and rural resettlement, mining, industrialisation and manufacturing, financial services, tourism, environment and climate change and targeted value addition and product beneficiation. Its realisation has been divided into three phases namely, the Transitional Stabilisation Programme (October 2018—December 2020), the First Five Year Development Plan (2021—2025) and the Second Five Year Development Plan (2026—2030). The TSP was superseded by the NDS1.

Government has included Structural Transformation and Moving the economy up the Value Chain as priority areas in the NDS 1 to be realised through implementation of the Industrial Development Policy and the Trade Policy. Measures to improve the quality of locally produced goods and services such as the National Quality Policy, the associated Legal and institutional frameworks should be put in place to support NDS 1.

The National Quality Policy (NQP) thus takes into consideration the over-arching national policy frameworks; the vision 2030; the National Development Strategy NDS 1, as well as the trade, industrial socio-economic vision and development policies of Zimbabwe.

Zimbabwe's domestic production and international trade is crucial for the country's economic future. The global acceptance of Zimbabwean goods and services is dependent on a Quality Infrastructure which is built on credible and accurate measurements based on internationally recognized calibration and measurement capabilities, documentary standards that reflect international consensus and an Accreditation-Based Conformity Assessment System (ABCAS) that satisfies international requirements. These prerequisites for expanding international trade in the country's goods and services and expanding the quality support base for domestic industry dictate that Zimbabwe's economic development path must be based on policies and programmes that are "QI Lead and Market Driven"

In retrospect, it is quite evident that Zimbabwe has lacked a comprehensive policy on quality outlining specific measures regarding the National Quality Infrastructure and the Technical Regulation Framework. Some stakeholders have, however, been drafting quality related policies and programmes albeit, in an adhoc, non-coordinated and fragmented manner due to the existing gap.

In order to redress the situation, the Government of Zimbabwe is addressing the major gap and fragmentation in the current National Quality Policy approaches and has put in place a comprehensive National Quality Policy and Implementation Strategy.

## **2.2 Statement of the Problem**

### **2.2.1 National Quality Infrastructure**

Several institutions in Zimbabwe fall within the scope of the National Quality Infrastructure and Technical Regulation domain, including the following:



*Weigh Bridge*

- (a) Standards Association of Zimbabwe (SAZ);
- (b) National Metrology Institute of Zimbabwe (NMIZ) under the Scientific, Industrial Research and Development Centre (SIRDC);
- (c) Trade Measures Department under the Ministry of Industry and Commerce;
- (d) Government Analyst Laboratory under the Ministry of Health and Child Care Central Veterinary Laboratory under the Ministry of Lands, Agriculture, Fisheries, Water and Rural Development;
- (e) National Biotechnology Authority, under the Ministry of Higher Tertiary Education, Science, Innovation and Technology Development;
- (f) Laboratories under the Department of Research and Specialist Services (Ministry of Lands, Agriculture, Fisheries, Water and Rural Development);
- (g) Plant Quarantine Services Laboratory (PQS), under Ministry of Lands, Agriculture, Fisheries, Water and Rural Development;
- (h) Environmental Management Agency (EMA) Laboratory;
- (i) Zimbabwe National Quality Assurance Programme (ZINQAP);
- (j) Laboratories under the Universities run by HEXCO, ZIMCHE and ZIMSEC;

- (k) Central roads laboratories and provincial material laboratories of the Ministry of Transport and Infrastructural Development;
- (l) Laboratories under the Zimbabwe National Water Authority (ZINWA);
- (m) Local authority laboratories (pathology, materials and water quality, among others);
- (n) Private specialised laboratories such as Tobacco Research Board, Zim-Lab; Agri-Lab;
- (o) Private companies offering inspection services;



*Motor Vehicle and Inspection Equipment*

- (p) Private Laboratories run by private companies for their internal QA systems such as Delta Beverages; Cairns Foods; Olivine Industries; Nestle (Zimbabwe); Dairy Marketing Board; Colcom Foods; National Foods; Zimplats; Mimosa, PPC among others.

Technical evaluations and assessments on the Zimbabwe NQI and Regulatory Sector reveal the following gaps:

- No legislation on standardisation;
- No legislation covering compulsory specifications;
- No legislation covering national measurement units and measurement standards governing measurement traceability for the country;
- No legislation on accreditation;
- No legal metrology legislation, except for an outdated Trade Measures Act encompassing trade transactions only as opposed to the entire spectrum of consumer protection, health, safety, the environment and evidential measurements;
- No legislation covering Technical Regulation Framework.

Furthermore, some of the public institutions are not compliant with international requirements and as a result their output is not recognized in the export markets. Only a few laboratories including SAZ, NMI and CVL have been accredited by SADCAS for some methods/scopes to ISO 17025 (2005) standard but are now struggling to undergo the transitional phase to the new standard (ISO17025:2017). The internal market requires competent quality institutions. As a result, major industries are becoming more reliant on their own laboratories which have better capacity and functionality (equipment calibration, maintenance and repair; access to reagents and consumables) than the public laboratories.

Other weaknesses and gaps relate to the organisational structures that have given rise to unnecessary conflicts of interest within institutions as well as amongst them, for example conflict between testing and regulating, lack of clarity regarding the division of responsibilities. In addition, these institutions are faced with other challenges such as unacceptable accommodation, inadequate environmental controls, unreliable electricity supply, and inoperative laboratory equipment, lack of maintenance and calibration of laboratory equipment, lack of quality management systems complying with international standards, and the lack of

trained personnel. A holistic approach is essential in dealing with this long list of weaknesses and gaps.

A further key issue that needs to be addressed is the fact that Zimbabwe does not have an accreditation system. Laboratories are currently utilising the services of SADCAS but some complaints are emerging relating to service delivery and the cost of accreditation as offered by SADCAS in comparison to other service providers in the region.

Zimbabwe is also yet to develop legislation on legal metrology; measurement standards and measurement units (metrology); standards (voluntary domain); compulsory specifications (standards). There is a fundamental gap in terms of key legislative framework governing the mandates, roles and responsibilities of the key NQI pillars in the country. The entire NQI system is therefore in dire need of revision and re-engineering

Therefore, the inadequacies in the NQI system in Zimbabwe is largely due to the lack of a national guidance policy framework such as a National Quality Policy. Though some NQI pillars are in existence such as a Standards Body, a Trade Measures Department and a National Metrology Institute, their existence is not firmly rooted within an enabling legislation foundation, leading to issues of duplication, overlaps and sometimes even conflict with other agencies. The system further results in inefficient use of resources; lack of a coherent and synergistic quality infrastructure hierarchy in the country, leading to non-compliance with international requirements and good practices

### **2.2.2 Technical Regulation Regime**

A related challenge is the emerging necessity to separate the administration of regulatory functions from the standardisation



and the conformity assessment service providers. Under the current arrangement, institutions such as SAZ are developing national standards, providing testing and certification services and actively assisting and advising Government on Compulsory Standards – some potential conflict of interest; the Central Veterinary Laboratory (CVL) is testing and certifying processed food products that have already been certified by SAZ/Government Analyst Laboratory (GAL) and/or vice versa. Although not strictly required in terms of any international agreement, such as the WTO Technical Barriers to Trade (TBT) Agreement, major trading partners consider such constructs as a conflict of interest and/or an unnecessary impediment to trade.

In Zimbabwe, the way in which technical regulations are developed and implemented amongst the various responsible regulatory authorities, differs appreciably from authority to authority. In addition, very few, if any, comply with the requirements of the WTO TBT/SPS Agreements or those of the SADC Trade Protocol SPS/TBT Annex. This situation is a serious barrier to trade and is costing the country in transactional costs of imported and exported products, over and above the fact that it creates a negative trading environment. In addition, no clarity is provided on how regulatory authorities develop, implement, and administer technical regulations which fall under their respective mandates. In particular, there is no evidence relating to Regulatory Impact Analysis (RIA) being undertaken.

The reviewed literature has not attempted to interrogate the merits and demerits of invoking Statutory Instruments (SIs) as a panacea for the country's quality challenges in terms of its impact and sustainability. This is supported by an observation by the Regulatory Services Working Group (the "WG") which concluded: There is a clear sense among industry stakeholders that the process of setting fees/levies is arbitrary and lacks transparency,

does not reflect input from stakeholders, is not linked to clear and quantifiable benefits and unjustifiably imposes costs on doing business.

### **3.0 Policy Vision**

An effective, efficient and sustainable “National Quality Infrastructure and Technical Regulation led and Market Driven” upper middle-income economy, supported by a culture of quality to achieve global competitiveness of goods and services, whilst ensuring consumer health and safety and protection of the environment.

### **4.0 Policy Objectives**

The objectives of the National Quality policy are:

- (a) to establish a framework of enhanced coordination and collaboration among the National Quality Infrastructure and Technical Regulation Institutions;
- (b) to ensure that goods and services produced in Zimbabwe and supplied in local, regional and international markets comply with the stated and intended quality requirements;
- (c) To ensure that quality consciousness is raised amongst both the suppliers and the consumers/publics to inculcate a culture of quality;
- (d) To develop the human resource necessary to support the various standardisation, quality and technical regulation programmes;
- (e) To promote and maintain a quality culture in public life and throughout society;
- (f) To develop and implement a National Quality Infrastructure and Technical Regulations Framework aligned to and consistent with international good practices,

- (g) To facilitate the implementation of a coordinated programme to build, support and sustain a national quality culture;
- (h) To contribute to health and safety in homes, public spaces, the workplace and protect the environment.

## **5.0 Scope**

The scope of this National Quality Policy covers the full National Quality Infrastructure across all Ministries, Departments and their Agencies at both the Central Government and the Provincial level. It deals with the quality and integrity of products and services in the market place whether they are manufactured locally or whether they are imported. It extends to products and services exported.

The National Quality Policy is not applicable to the systems dealing with the quality and integrity of education, Government activities outside of the above and the armed forces and police.

## **6.0 Policy Guiding Principles**

The policy has been developed based on international best practices and its implementation will be guided by the following principles:

- (a) Ownership and Transparency; Quality Infrastructure Systems and Technical Regulation measures shall be implemented in a transparent, non-discriminatory manner and avoid interruptions to trade, industrial development and other sectors of the economy, and shall represent the largest possible national consensus of opinion among concerned parties;
- (b) Compliance: Good regulatory practices compliant with WTO TBT/SPS Agreement. shall be used in the development and implementation of technical regulations in order to promote Health, Safety and Environment protection;
- (c) Synergies: Government will strengthen and exploit policy synergies between the NQP and other relevant policies;

- (d) Consistency: The National Quality Infrastructure and the Technical Regulation Framework will be consistent with Zimbabwe's international and regional obligations under relevant international agreements;
- (e) Adherence: NQI-TR System shall adhere to international best practices and the practices of Zimbabwe's major trading partners;
- (f) Safety, health and environment: The Policy shall ensure the safety and health of people and the protection of the fauna and flora of Zimbabwe;
- (g) Transparency: The Policy shall ensure a transparent and consistent Technical Regulation Framework that does not constitute unnecessary barriers to trade;
- (h) Non-discrimination: The Policy shall ensure that imported and locally produced products are subjected to the same treatment with regard to standards, conformity assessment procedures and technical regulations.

## **7.0 Policy Measures/Actions**

The measures/actions below outline in broad terms how the vision and objectives of the National Quality Policy are to be achieved by Government in partnership with all key stakeholders.

### **7.1 National Quality Infrastructure**

#### **7.1.1 General Measures**

The General Measures include the following:

- (1) Commence a comprehensive restructuring of both the technical regulation regime and the current quality infrastructure, and where necessary create new structures or combine current institutions;
- (2) Undertake a full review and consolidation of existing relevant legislation in order to align them with international obligations and regional requirements;

- (3) Develop and implement measures that are in the best interest of the country and see to it that actions are jointly governed with transparency, coordination and cooperation amongst the various sectors;
- (4) Encourage fair and effective competition in order to provide consumers with the greatest range of products and services at appropriate prices;
- (5) Ensure that both the public and private sectors have an equal chance with regard to providing conformity assessment services;
- (6) Eliminate unnecessary duplication and inefficiencies among public institutions in the National Quality Infrastructure;
- (7) Promote self-sufficiency in public institutions through progressive provision of commercialization of services,
- (8) Support the establishment of laboratories and certification bodies in the public domain where deemed necessary;
- (9) Provide for an integrated approach to quality management in the public sector;
- (10) Promote quality awareness campaigns with a view to raise knowledge and awareness raising in society;
- (11) When implementing quality management systems into MSMEs to enhance the quality of their products, public laboratories and certification organizations will be encouraged to charge market unrelated or subsidized prices;
- (12) Promote and support the creation of mechanisms or institutions that contribute to awareness and knowledge dissemination regarding quality to all the segments of society;
- (13) Comply with the obligations Zimbabwe has vis-à-vis the World Trade Organisation, Southern Africa Development Community Technical Barriers to Trade (TBT/SPS) Agreements and protocols, and COMESA protocols as well as any future responsibilities the Government accedes to in multilateral or bilateral trade agreements;

- (14) Facilitate the active participation of NQI institutions in appropriate international forums, so that Zimbabwe's authorities and industry remain firmly in touch with developments at the international level; and
- (15) Put in place consumer protection legislation that will provide effective mechanism to safeguard its citizens against defective goods and services.

## **7.1.2 Specific Measures**

### **(a) 7.1.2.1 Scientific and Industrial Metrology**

The specific Scientific and Industrial Metrology measures are:

- (1) Facilitate promulgation of a measurement standards and measurement units legislation that is in line with international best practices;
- (2) Support the core functions of the NMI in maintaining the national measurement system and traceability to the International System of measurement (SI), and dissemination of measurement standards for base units and metrological expertise to the economy;
- (3) Ensure that the NMI achieves the necessary international recognition of its key Calibration and Measurement Capacities (CMCs) through the appropriate structures of SADC Cooperation in Measurement Traceability (SADCMET) and the Intra Africa Metrology System (AFRIMETS);
- (4) Facilitate for Calibration services to be provided across the country by NMI or any demonstrably technically competent calibration laboratory in either the public or private sector;
- (5) Where national measurement standards have not yet been established, enter into agreements with

other national metrology institutes that do have such measurement standards in place, in order to provide Zimbabwe with the required traceability to the international measurement standards;

- (6) Ensure that a national calibration service is established, maintained and continuously improved to diffuse the national measurement standards into industry, authorities and society;
- (7) Ensure that all calibration laboratories are appropriately accredited against the ISO/IEC 17025 (2017) international standards; and
- (8) Government to provide the required resources to ensure sustainability of the NMI.

**(b) 7.1.2.2 Legal Metrology**

The specific Legal Metrology measures are:

- (1) Facilitate enactment of the legal metrology legislation to provide for the upgrading of Trade Measures to Legal Metrology Agency Zimbabwe (LMAZ);
- (2) Ensure that LMAZ is accredited for ISO/IEC 17020 for Inspections and ISO/IEC 17065 for product certification;
- (3) Ensure that no other Ministry or Agency establishes legally enforceable metrology requirements for measuring equipment unless in coordination and with the approval of Legal Metrology Agency Zimbabwe;
- (4) Include in the responsibilities of the Legal Metrology Agency Zimbabwe, issues of legal metrology such as equitable utilisation and correctness of measurements in trade and law enforcement;
- (5) Ensure that the LMAZ achieves the necessary international recognition of its competences through the appropriate structures of SADC Cooperation in Legal

Metrology (SADCMEL) and the Intra Africa Metrology System (AFRIMETS); and

- (6) Government to provide the required resources to ensure sustainability of the LMAZ.

**(c) 7.1.2.3 Standards**

The specific measures applicable to the voluntary standards domain are as follows:

- (1) Initiate a process for the development of legislation on Standards (voluntary domain) and establish the National Bureau of Standards;
- (2) Ensure that the standards development process is a voluntary activity that depends on achieving consensus amongst stakeholders, and which is implemented within a participatory and transparent environment;
- (3) Develop standards in conformity with approved guidelines and rules based on the WTO TBT Agreement requirements and ISO/IEC Directives;
- (4) Encourage the adoption of relevant international and regional standards based on demonstrated needs of the Zimbabwe authorities, industry and the society;
- (5) Ensure that all standards are periodically reviewed to ensure continuous conformity with technological developments, market trends and international requirements;
- (6) Ensure that no other Ministry or Agency is entitled to publish normative documents that purport to be Zimbabwe Standards other than the National Bureau of Standards;
- (7) Ensure that training and awareness activities on standardization are conducted across all sectors of society; and
- (8) Develop and implement an appropriate SME Certification Model.



#### **7.1.2.4 Accreditation**

The specific measures on accreditation are:

- (1) Plan on modalities for the establishment of a single and independent Zimbabwe National Accreditation System (ZINAS) as a body corporate responsible to accredit conformity assessment service providers, such as inspection bodies, testing laboratories, calibration laboratories and certification bodies in an internationally acceptable manner;
- (2) In the interim, continue the existing relationship with the SADC Accreditation Services (SADCAS), for it to continue providing accreditation services for the country to be utilised by all the Ministries and their Agencies until such a time as ZINAS has been fully established and is operational;
- (3) Facilitate the twinning of ZINAS to SANAS and/or other appropriate accreditation bodies;
- (4) Support the training and registration programmes of SADC and COMESA for quality auditors from both the public and private sector;
- (5) Develop and promulgate accreditation legislation governing the ZINAS, which would be recognized internationally, by such organisations as the International Laboratory Accreditation Cooperation (ILAC); and
- (6) Strengthen the current National Accreditation Focal Point in order to further enhance the training and registration programmes for quality auditors from both the public and the private sector.

#### **7.1.2.5 Conformity Assessment**

The specific measures for conformity assessment services are as follows:

- (1) Create a policy environment that will facilitate the development of private conformity assessment service providers and the Government will utilise their services in public procurement and technical regulation;
- (2) In order to provide affordable conformity assessment services Government will establish, maintain and continuously improve the conformity assessment service providers in the public domain until such time as appropriate private service providers are fully operational. These will include inspection agencies, calibration and testing laboratories and certification bodies;
- (3) Promote the establishment of a sustainable, accreditation based conformity assessment system (ABCAS) that meets international requirements, to ensure that conformity assessment activities are performed by entities with appropriate accreditation;
- (4) Ensure that conformity assessment service providers pay attention to national needs, are transparent, non-discriminatory and avoid unnecessary barriers to trade;
- (5) Utilise Zimbabwe Standards to the fullest extent possible in public procurements; and
- (6) Establish incentives for enterprises that distinguish themselves in the process of quality improvement.

## **7.2 Technical Regulation Framework**

### **7.2.1 General measures**

The general measures under the technical regulatory Framework are as follows:

- (1) Establish a Technical Regulation Framework and support it with appropriate legislation;

- (2) Establish a Technical Regulation Office that will have the responsibility to coordinate the Work of the Working Group Technical Regulation, the division of labour between the regulatory authorities and the NQI institutions, and which would ensure that all Ministries, Departments and Agencies follow the Technical Regulation Framework;
- (3) Review the current technical regulation regime to ensure that it complies fully with WTO TBT/SPS Agreements and the SADC Trade Protocol TBT/SPS Annex requirements;
- (4) Establish common principles to be followed by all the Ministries and their Agencies in developing and implementing technical regulations (RIAs);
- (5) Ministries will be responsible for developing, implementing and maintaining technical regulations within their sphere of responsibility; and
- (6) In order to avoid the duplication of capabilities, the Ministries, Departments and Agencies may delegate the development and/or implementation of the technical regulations in their portfolio to another entity with the relevant capabilities and accreditation/certification.

## **7.2.2 Specific measures**

### **7.2.2.1. Regulatory Authorities**

The specific measures with respect to Regulatory authorities are as follows:

- (1) Establish a department in the Ministry of Industry and Commerce to develop and administer compulsory standards for manufactured goods (Technical Regulations);
- (2) Support the work of regulatory authorities that have the responsibility to administer the technical regulations promulgated by a Ministry;

- (3) Undertake market surveillance following the principles of proportionality, that is the action taken should be in accordance with the level of risk or nonconformity and the influence upon the economic entity should not be more than necessary for performing the task of market surveillance; and
- (4) Regulatory authorities or agencies, in line with international best practices, should not manage their own laboratories or certification bodies, but utilise the services of technically competent and independent conformity assessment service providers.

## **8.0 Implementation and Legislative Framework**

The implementation framework outlines the detailed mechanism to be put in place for implementing the NQP. It includes sections on the legislative framework, resource mobilisation and monitoring and evaluation.

### **8.1 NQI Institutional Arrangements**

In establishing the National Quality Infrastructure as envisaged in this policy, the current institutions will be reviewed, new structures will be established and responsibilities will be allocated to ensure that the quality infrastructure environment is conducive to delivering the services required to support Government Policies and Strategies. An integrated approach will ensure that there are no oversights, overlaps, duplication and conflicts of interest amongst the various institutions that constitute the National Quality Infrastructure of Zimbabwe.

The NQI will comprise the following institutions:

#### **8.1.1. Ministry of Industry and Commerce**

The functions of the Ministry of Industry and Commerce will include the following:

- (a) To be the Apex body in the NQI. In this regard the Ministry will spearhead and coordinate the re-engineering activities of the NQI;
- (b) Facilitate the development of the requisite legal instruments and the Quality Institutions;
- (c) Facilitate proper liaison and coordination with the various assistance and donor agencies that provide technical and other assistance to NQI institutions;
- (d) Policy dissemination and guidance to all stakeholder institutions;
- (e) Ensure the Monitoring and evaluation of the implementation of various programmes implemented under the NQP;
- (f) Coordination of interventions for the execution of Quality Policy related programmes;
- (g) Development of a Strategic Quality Infrastructure Plan (SQIP) for the implementation of the National Quality Policy;
- (h) Spearhead the review of the policy implementation;
- (i) Register private conformity assessment institutions; and
- (j) Establish Technical Barriers to Trade Notification Authority desk,

### **8.1.2 National Metrology Institute Zimbabwe (NMIZ)**

The Policy advocates for the rebranding the National Metrology Institute to National Metrology Institute Zimbabwe. The NMIZ will be responsible for the following functions:

- (a) Have the sole mandate to acquire, maintain and realize the national measurement standards of Zimbabwe at accuracy levels commensurate with the needs of authorities and industry;

- (b) Ensure that it is capable of providing a reliable and accurate measurement service within the country;
- (c) Provide traceability of national measurements to the International (SI) System of measurement through the establishment and continued development of National Measurement Standards Laboratories;
- (d) Ensure the equivalence of Zimbabwe measurement standards with those of other countries;
- (e) Where national measurement standards have not yet been established, see to it that agreements are in place with other national metrology institutes that do have such measurement standards in place, in order to provide Zimbabwe with the required traceability to the international measurement standards;
- (f) Ensure that a national calibration service is established, maintained and continuously improved to disseminate measurement traceability of national measurement standards into industry, authorities and society in order to ensure that all measurements emanating from Zimbabwe are acceptable in trade and in law enforcement in the local market as well as abroad;
- (g) Honor all its international obligations including contributing and participating in regional and international metrology organizations and activities to ensure the interest of the Zimbabwe economy is effectively represented and all opportunities for continuous improvement are identified and implemented; and
- (h) Conduct Research and Development related to measurement science.

### **8.1.3 Zimbabwe National Accreditation Services (ZINAS)**

The ZINAS will be established and have the following functions:

- (a) Be the sole national accreditation body within the NQI-TR Sector to be utilised by all regulatory authorities and the market place. No other national accreditation body shall be established, and no Ministry or Agency shall be allowed to pursue activities that resemble accreditation within this sector;
- (b) Work in accordance with international standards, pursue international recognition and sign mutual recognition arrangements on behalf of Zimbabwe with relevant international accreditation organisations;
- (c) Establish relevant technical committees to handle all required sectors to be accredited, such as test laboratories, calibration laboratories, bodies for the certification of products and management systems, inspection bodies and bodies carrying out training and certification of quality related personnel; and
- (d) Cooperate closely with Ministries and their Agencies in developing accreditation systems for providing independent attestation of the integrity and technical competency of service providers.

#### **8.1.4 Standards Institute Zimbabwe (SIZ)**

The Government will establish the Standards Institute Zimbabwe (SIZ) which will be responsible for the following functions:

- (a) Provide the framework required to develop and publish national standards and other normative documents on a national level;
- (b) Regularly review and update national standards;
- (c) Publish national standards and have sole mandate in this regard;
- (d) Approve the development of Zimbabwean Standards;

- (e) Participate in the process of developing regional and international standards on behalf of Zimbabwe where this is of relevance at the national level, and coordinate these activities with pertinent local stakeholders;
- (f) Establish relevant technical committees, which will develop standards in conformity with approved guidelines and rules based on the WTO TBT Agreement requirements and ISO/IEC Directives;
- (g) Create an adequate information network that involves all the various quality infrastructure institutions; and
- (h) Be the appointed TBT Enquiry Point.

#### **8.1.5 Legal Metrology Agency Zimbabwe (LMAZ)**

The Government will rebrand the Trade Measures to Legal Metrology Institute Zimbabwe whose responsibilities are to include the following:

- (a) Have sole mandate to establish legally enforceable metrology requirements for measuring equipment;
- (b) Assume responsibility for type approval of measuring equipment, verification of equipment on placement into service and regular calibration and verification to ensure equitable measurements in trade and correctness of measurements in law enforcement, health services and environmental protection;
- (c) Ensure protection of consumers by controlling pre-packaging operations of products, all of which to be based on relevant international standards;
- (d) Have sole mandate to establish legally enforceable metrology requirements for measuring equipment;



- (e) Assume responsibility for type approval of measuring equipment;
- (f) Verification of equipment on placement into service and regular calibration and verification to ensure equitable measurements in trade and correctness of measurements in law enforcement, health services and environmental protection;
- (g) Ensure protection of the public by controlling the sale of products/pre-packages, all of which to be based on relevant international standards;
- (h) Ensure licensing and registration of suppliers, manufacturers, and repairers of measuring instruments used for Trade, health, safety and environment;
- (i) Ensure that LMAZ is accredited for ISO/IEC 17020 for Inspections and ISO/IEC 17065; and
- (b) Honor all its international obligations including contributing and participating in regional and international metrology organizations and activities to ensure the interest of the Zimbabwe economy is effectively represented and all opportunities for continuous improvement are identified and implemented.

### **8.1.6 Regulatory Authorities**

- (a) Regulatory authorities or agencies shall have the responsibility to ensure approval of products and services prior to marketing.
- (b) In all cases, regulatory authorities or agencies shall be responsible for market surveillance and the imposition of sanctions where necessary.

### **8.1.7 Line Ministries**

The responsibilities of Line Ministries shall include the following:

- (a) Be responsible for identifying and reviewing all the technical regulations currently on the statute books to ensure they comply with the Technical Regulation Framework;
- (b) Participate in technical committees, along with scientific institutions, individual or organised industry, traders and suppliers as well as civil society such as Non-Governmental Organisations and other specialized associations; and
- (c) The Ministry of Lands, Agriculture, Fisheries, Water and Rural Development shall be the appointed SPS Enquiry Point.

## **8.2 Technical Regulation Framework Institutional Arrangements**

In developing the Technical Regulation Framework as envisaged in this policy and as required by the SADC Trade Protocol TBT Annex, the Government will establish the following implementation framework:

### **8.2.1 Inter-Ministerial Regulatory Working Group (MRWG)**

The Working Group shall be chaired by the Permanent Secretary of the Ministry of Industry and Commerce as the overall responsible official for WTO TBT Agreement matters. Its specific roles shall be to:

- (a) Ensure effective operationalisation of the policy, with high-level representatives from relevant national departments and regulators that are responsible for technical regulations;
- (b) Ensure co-ordination of technical regulations and to prevent duplication and over-regulation;

- (c) Develop a common technical regulation framework for Zimbabwe, taking into consideration all the international and regional obligations of Zimbabwe, as well as the realities regarding standardization, metrology, accreditation, inspection, testing and certification service delivery in Zimbabwe;
- (d) Ensure that the technical regulation framework is acceptable to the major trading partners of Zimbabwe;
- (e) Develop an overall plan for the implementation of the Technical Regulation Framework; and
- (f) Fast-track the legislation for the Technical Regulation Office and its actual establishment, in order to take over the responsibilities of the MRWG.

### **8.2.2 Compulsory Standards Department (CSD)**

The responsibilities of the Compulsory Specifications Department in the Ministry of Industry and Commerce will include the following:

- (a) Administer technical safety of manufactured products;
- (b) Protect Consumers by enforcing compulsory specifications;
- (c) Support industry through the approval of products regulated by means of compulsory specifications so that they can be sold, imported or exported; and
- (d) Protect Zimbabwe industry against unfair trade practices.

### **8.2.3 Technical Regulation Office**

A Technical Regulatory Office (TRO) will be established as a Department within the Ministry of Industry and Commerce and will inter alia be responsible for the following functions:

- (a) Offer secretarial services to the Inter-Ministerial Regulatory Working Group (MRWG);
- (b) Initiate a process to develop a technical regulatory checklist, guidelines for technical regulatory impact and risk assessment, and codes of practice for consultation, the technical regulatory process, enforcement; and the publication and notification of technical regulations relating to manufactured products;
- (c) Ensure that technical regulations are only established for legitimate objectives such as the protection of human health or safety, animal or plant life or health, or the environment, or the prevention of deceptive practice;
- (d) Work with all relevant government departments and regulators to promote the technical regulatory principles and provide training for officials responsible for technical regulations on checklists and guidelines;
- (e) Establish and maintain a close relationship with the National Quality Infrastructure institutions in order to facilitate the use of standards and accreditation in support of technical regulatory activities;
- (f) Manage the WTO TBT notification point, which will be transferred from its current address to the Technical Regulatory Office;
- (g) Ensure that Technical regulations do not result in unnecessary barriers to trade;
- (h) Facilitate Zimbabwe's participation in the WTO TBT Committee;
- (i) Establish a link between the Zimbabwe WTO TBT notification point and the enquiry point;
- (j) Facilitate the use of the technical regulatory checklist, guidelines for technical regulatory impact and risk assessment, and codes of practice (RIAs);

- (k) Establish and maintain case studies of good practice on technical regulations; and
- (l) Provide information that would assist Zimbabwe companies to overcome technical barriers to trade.

## **8.3 Roles and responsibilities of other key players**

### **8.3.1 Conformity Assessment providers**

The roles and responsibilities of Conformity Assessment Service providers are as follows:

- (a) Provide assessment services to demonstrate the quality of products and services independently from the manufacturer or the supplier.
- (b) Undertake inspection services, testing services, and certification of product and management systems for the public good.
- (c) Fulfil the requirements of the relevant international standards (such as ISO/IEC 17020, ISO/IEC 17021, ISO/IEC 17025, among others) and ensure they are accredited by an internationally recognized accreditation body.

### **8.3.2 Public and private academic institutions**

Public and private academic institutions shall

- (a) Take necessary steps to ensure that various stakeholders have the opportunity to obtain the knowledge and the skills they need to cope with the economy in line with trends in globalization and associated challenges;
- (b) Establish appropriate programmes on different education levels including specialised capacity development programmes, with the aim to improve the quality culture, and to develop the specialized knowledge and expertise required for implementing the Quality Policy;

- (c) Introduce Quality related aspects within the school curriculum from primary to tertiary level;
- (d) Take measures to develop and implement training and registration programmes for auditors and consultants in quality and environmental management systems, health and safety in the workplace, and other relevant certification activities as defined in international requirements.

### **8.3.3 The private sector**

The private sector has a very prominent role in the implementation of the Quality Policy, and its participation in the development of the national quality infrastructure is absolutely essential. In order to achieve the maximum benefit from the Quality Infrastructure, the private sector, in cooperation with others will be required to:

- (a) Improve the quality of its products and services, hasten the introduction of international practices in the field of quality and so contribute to the competitiveness of Zimbabwe products and services;
- (b) Participate actively in representative structures and technical committees dealing with standardization, accreditation and metrology or related activities;
- (c) Participate in and promote national quality events including national quality awards;
- (d) Participate in and promote quality dissemination activities, such as conferences, seminars and publication of information in journals, magazines and other suitable means for communication;
- (e) Develop human resources, training the people needed for improving the quality of products and services;
- (f) Invest in the development of quality infrastructure, benefiting from the improved market opportunities that result from the implementation of the Quality Policy, and
- (g) Participate in financing activities that support quality.

#### **8.3.4 Non-Governmental/Civil Society Organisations (NGOs)**

The successful implementation of the National Quality Policy will require the active involvement of all of society, in particular associations for the promotion of quality and excellence, chambers of industry, trade and commerce, and the media in order to realize proclaimed objectives. The same applies to the involvement of consumer organizations that represent relevant sectors of society.

Within the implementation process of the National Quality Policy, NGOs and consumer organisations in coordination with relevant partners will be required to undertake the following:

- (a) Promote and participate in the quality education and training activities;
- (b) Participate in the dissemination of quality related information;
- (c) Implement activities that promote the improvement of quality and the environment;
- (d) Promote the representation of relevant bodies in the technical committees in the field of standardization, metrology, accreditation and quality; and
- (e) Propose suggestions on quality policy improvement and better ways to implement the National Quality Policy.

#### **8.3.5 The Media**

The Media will be required to become actively involved in the dissemination of information related to standardization and quality and the improvement of productivity, thereby contributing to the multiplication effect and national impact.

#### **8.3.6 International Cooperating Partners**

The involvement of the cooperating partners should specifically be sought with regard to:

- (a) Support the implementation of the National Quality Policy;
- (b) Support the transfer of quality related technology to the country;
- (c) Support the transfer of knowledge and information which allow for the development of adequate quality and technology infrastructure;
- (d) Support Zimbabwe's participation in relevant international and regional organizations; and
- (e) Provide training for national specialists and technicians who would facilitate implementation of the National Quality Policy.

#### **8.4 Legislative framework**

To facilitate the implementation of the National Quality Policy, the Government will review the existing legal framework as a priority measure, to benchmark it against international good practices, to develop and promulgate new legislation where required and to ensure that all of it complies with the international and regional obligations of Zimbabwe. Legislation to be reviewed or developed shall include legislation for, but not limited to, the following:

- (a) Enact legislation on Standards (voluntary domain) to strengthen the mandate of the Standards Association of Zimbabwe and its rebranding into the Standards Institute Zimbabwe;
- (b) Review and update the draft legislation on Measurement Units and Measurement Standards and ensure its promulgation;
- (c) Review of legislation governing the Trade Measures Section and introduce legislation on legal metrology;
- (d) Enact legislation on Compulsory Specifications;
- (e) Enact legislation to establish the Zimbabwe National Accreditation Service (ZINAS);
- (f) Enact legislation defining the National Technical Regulation Framework.



## **8.5 Financing the NQI and Technical Regulation Framework**

It is of vital importance to make the public and private financial resources available for the implementation of the Quality Policy. The Government will be responsible for financing the development, upgrading and restructuring of the existing NQI institutions within the public sector. The financing of private sector institutions and organizations will remain the responsibility of the private sector, as is their involvement in technical committees and similar structures at the national, regional and international level.

Specifically, Government will be responsible for financing the following:

- (a) The development and publication of national standards as well as the maintenance of the standards information center;
- (b) The establishment and maintenance of the national measurement standards;
- (c) The establishment and maintenance of a national calibration service until it has developed to the point where its users will be able to fund it;
- (d) The legal metrology services in so far as they cannot be funded through the fees and levies paid by the users of measuring equipment falling within the scope of legal metrology legislation;
- (e) Membership fees to appropriate international bodies;
- (f) The establishment and maintenance of testing and calibration capacity in support of the Quality Policy, with the proviso that these services be commercialized as soon as possible in order not to compete with the private industry on an unequal basis;

- (g) Strategically important testing capacity that cannot be successfully commercialized until such time as it is no longer a strategic necessity; and
- (h) The establishment of proper market surveillance operations to ensure that technical regulations are complied with in order to safeguard public health and safety. The funding for the testing and certification of products falling within the scope of technical regulations remains the responsibility of the suppliers.

In order not to distort the market, and to provide for a steady self-earned income of the NQI institutions in the public domain, the private industry, and public institutions that make use of the conformity assessment services of the NQI, have the responsibility to pay for such services. The pricing levels shall be set by the NQI institutions to cover costs, taking into consideration the capacity of the MSME sector to pay for such services.

## **8.6 Monitoring and Evaluation**

The Ministry of Industry and Commerce (MIC) will serve as the principal institution responsible for the implementation, monitoring and evaluation of the National Quality Policy on behalf of the Government of the Republic of Zimbabwe. Through its departments, and in collaboration with its statutory bodies, MIC will periodically monitor progress on the implementation of the National Quality Policy.

The various public/private sector working groups will also examine sectoral issues such as standards development, metrology, accreditation and conformity assessment as well as the implementation of a technical regulation framework. Working in conjunction with various domestic stakeholders and other Ministries, MIC will prepare periodic progress reports on the implementation of the National Quality Policy.

The MIC will ensure that the NQI organizations put in place monitoring and evaluation systems for the interventions that they will be involved in. They will conduct monitoring exercises quarterly and shall be required to prepare quarterly monitoring reports to be submitted to MIC.

The focus of the monitoring and evaluation efforts will be in the following three key areas:

- (a) Technical performance to assess quality, effectiveness, efficiency and relevancy of intervention activities in achieving set objectives.
- (b) Time and performance to ensure that programmes and projects are implemented on schedule.
- (c) Cost performance to review the relationship between projected costs of interventions, actual expenditure and the resultant outputs.

## **8.7 National Quality Policy (NQP) Review**

The Ministry of Industry and Commerce shall be responsible for initiating review of the NQP. The NQP shall be reviewed after five years or when the need arises. Inputs into the review of the NQP will come from stakeholders and their participation into the review may also be necessary. The reviews will take into account constraints in implementing the Policy over the five year period, the dynamics of world trade, dynamics of the Zimbabwe socio-economic environment, shift in national priorities, review of other national policies that have direct relationship with the NQP, outcomes of evaluations and the positive impact of the NQP itself.







**GOVERNMENT OF THE REPUBLIC OF ZIMBABWE**

Ministry of Industry and Commerce  
Zimbabwe National Quality Policy 2021 – 2025