

**TERMS OF REFERENCE**  
**BUILDING A NATIONAL QUALITY CULTURE IN TRINIDAD AND TOBAGO**

**CONSULTANCY SERVICES FOR THE EVALUATION OF A PUBLIC AWARENESS AND SENSITISATION PROGRAMME, TRINIDAD AND TOBAGO**

**1. BACKGROUND**

1.01 Trinidad and Tobago is a high-income country<sup>1/</sup> with an economy driven by natural gas and petrochemical exports and well-developed industrial and financial sectors. Non-energy exports account for around 15% of total exports, with the food, beverages and tobacco industries accounting for more than half (58%) of Trinidad and Tobago's total manufacturing output<sup>2/</sup>. Manufacturing growth has been based on several competitive advantages. These include low-priced energy and natural gas, two international ports that are well served by shipping lines and good availability of local or imported raw materials.

1.02 Despite these advantages, the main challenge to sustainable development for Trinidad and Tobago has been the vulnerability created by an over-reliance on the oil and gas sector. Trinidad and Tobago's export earnings over the years have fluctuated due to international energy prices and demand shocks, while import volumes have been trending upwards and export values trending downwards. In April 2020, GORTT indicated that it expected a decline in revenue in excess of TTD2.5 billion as a result of the dramatic decline in oil and gas prices on the global market. This, coupled with the current Coronavirus disease (COVID-19) pandemic, is expected to lead to a loss in revenue of over TTD15.5 billion<sup>3/</sup>. This shortfall will severely impact Government's ability to sustain economic growth, while maintaining subsidies on essential services and providing an array of social services.

1.03 GORTT has therefore, recognised the need to diversify the economy to generate revenue and expand market access, thereby creating demand for locally manufactured goods. The National Development Strategy of Trinidad and Tobago - Vision 2030 (the Strategy), speaks to the private sector leading the diversification thrust, with Government playing a facilitative and supportive role in terms of creating the enabling environment and effecting key changes to national institutions. In that regard, under Goal 4 of the Strategy, 'firms will produce high value products and services that can compete in export markets', and this will be facilitated through the conformity of goods and services with international standards, the development of existing economic sectors and the emergence of new ones.

1.04 Functional quality infrastructure (QI)<sup>4/</sup> enables economic growth as well as the creation of income and employment for all members of society. In addition, QI also contributes to making basic services, such as access to clean drinking water, availability of non-toxic food and reliable healthcare services, open to all – both men and women equally.

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<sup>1</sup> According to the World Bank high-income economies are those with a Gross National Income (GNI) per capita of \$12,536 or more.

<sup>2</sup> Source: Trinidad and Tobago bolsters manufacturing exports and looks to new markets. (2017, October 23). Retrieved September 03, 2020, from <https://oxfordbusinessgroup.com/overview/positioned-grow-twin-island-republic-bolstering-non-energy-manufacturing-exports-and-0>.

<sup>3</sup> This is TTD10.2 billion higher than was envisaged in the 2020 Budget. Source: Ministry of Planning, Trinidad and Tobago. Additionally, the Central Statistical Office reported that quarterly GDP during the first half of calendar year 2020 contracted by 5.9%. Real GDP in the first quarter of 2020 declined by 1.9%. However, as more restrictive measures were put in place to minimise the spread of the virus at the end of March 2020, real economic activity fell by 10.0% in the second quarter ending June 2020. Source: GORTT Review of the Economy 2020.

<sup>4</sup> QI refers to the public and private institutional framework needed to implement standardisation, accreditation, metrology and conformity assessment services including inspection, testing, laboratory and product certification

## Development and Implementation of the National Quality Policy

1.05 The Ministry of Trade and Industry (MTI), in consultation with stakeholders, has found that quality-related problems are the primary challenge in establishing further market presence (both domestic and in export markets). Key challenges are related to the country's public laboratory infrastructure (particularly for food, beverages, and pharmaceuticals), legislation, enforcement, awareness levels and understanding of the national quality infrastructure and the importance of demanding quality goods and services.

1.06 Given the urgency to accelerate the transition towards a more diversified economy and expand Trinidad and Tobago's business, investment and export-led trade in the non-energy sector, a National Quality Policy (NQP) for Trinidad and Tobago was identified as a critical element to ensure competitiveness and sustainable economic growth and development<sup>5/</sup>. The NQP was financed under the CSME component of the 10th EDF Standby Facility, managed by CDB. The Policy, together with its Implementation and Communication Plans, was approved by Cabinet on April 12, 2018, and is currently being implemented. The Trinidad and Tobago Bureau of Standards (TTBS) is the lead agency for execution of the NQP and has the statutory responsibility for the quality of goods and services, which are subject to trade in Trinidad and Tobago. TTBS is a body corporate established on July 8, 1974, and now governed by the authority of the Standards Act No. 18 of 1997. TTBS operates under the aegis of MTI.<sup>5 /</sup>

1.07 The NQP is the instrument that sets out the objectives and strategies of Trinidad and Tobago regarding the development and use of the National Quality Infrastructure (NQI)<sup>6 /</sup> in relation to its economic and societal needs, and the building of a quality culture. Through detailed stakeholder consultations and a validation process with the agencies that support and operate in the NQI, several weaknesses and inconsistencies in the current arrangement of the NQI were identified. Included among them are:

- (a) the low demand for quality infrastructure and conformity assessment by local businesses, government bodies and consumers – stakeholders operate in markets where quality management and quality marks are not explicitly required by buyers and by public procurement;
- (b) the lack of understanding and the inconsistency in the use of terms critical to the operation and application of quality infrastructure – government ministries, which are responsible for the development and enforcement of regulations, and regulatory agencies with competences in regulations and inspections, do not systematically follow good regulatory practices; and
- (c) the lack of enforcement of compulsory requirements in the regulatory area.

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<sup>5</sup> In this regard, the Government of the Republic of Trinidad and Tobago and the Caribbean Development Bank (CDB) signed a Grant Agreement on May 9, 2017, for the financing of the Development of a National Quality Policy. The funding resources were provided by the European Union under the CARICOM Single Market and Economy Standby Facility for Capacity Building, 10th European Development Fund (10<sup>th</sup> EDF).

<sup>6</sup> The United Nations Industrial Development Organisation (UNIDO) defines a Quality Infrastructure System as "... the totality of the policy, legal, regulatory and administrative frameworks and the institutional arrangements (public and/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, demanded either by authorities (e.g., in the case of technical regulation) or the marketplace (e.g., contractually or inferred)

## **Challenges for establishing a culture of quality**

1.08 GORTT has begun implementation of the NQP and in that regard, has established a National Quality Council (NQC), developed a National Programme for the Accreditation of all Public Laboratories, approved a project for the establishment of an Independent National Accreditation Body for Conformity Assessment, conducted a Value Chain analysis of strategic sectors utilising the CALIDENA methodology<sup>7/</sup>, and promoted the NQP through the publication of newspaper and social media advertisements, television appearances, the hosting of a National Quality Forum and participation in trade expositions.

1.09 Despite these initiatives, there has been little success in increasing awareness and changing the attitudes and behaviours of the public, to being more quality conscious in making decisions linked to quality parameters. Specifically, there continues to be challenges with:

- (a) awareness by consumers of the NQP and its benefits to everyday life;
- (b) awareness by the private sector on the role and relevance of national quality institutions in building sustainable and competitive businesses; and
- (c) understanding and use by private and public agencies and civil society of the various QI terms, and of the benefits of a modern demand driven NQI in Trinidad and Tobago.

1.10 Given the gaps that exist, GORTT applied to the 11<sup>th</sup> EDF CSME and EPA Standby Facility for Capacity Building to increase public awareness and understanding on the importance of quality management principles<sup>8/</sup> and practices to users, consumers, businesses, government, and civil society.

## **2. OBJECTIVE OF THE CONSULTANCY**

2.01 The objectives of this consultancy are to:

- (a) assess and evaluate the effectiveness of the public awareness and sensitisation programme; and
- (b) develop and implement a training and development programme for national quality institutions aimed at providing continuous learning in the development of a National Quality Culture (NQC).

## **3. SCOPE OF CONSULTANCY SERVICES**

3.01 The Consultant will be expected to work with MTI and TTBS in the evaluation of the public awareness and sensitisation programme on building a NQC in Trinidad and Tobago.

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<sup>7</sup> The CALIDENA methodology is a demand-driven approach which assesses and diagnoses quality infrastructure issues at each level in a value chain, with the aim of increasing competitiveness. Value chains in the CALIDENA project must satisfy set criterion such as real opportunities for export, experience and advances in channing, diverse quality services, participation of SMEs in the chain, conscious need to improve the chain and motivation of stakeholders to dedicate time and resources.

<sup>8</sup> Quality management principles (QMP) are a set of fundamental beliefs, norms, rules and values that are accepted as true and can be used as a basis for quality management. The QMPs can be used as a foundation to guide an organisation's performance improvement.

3.02 The tasks will include, but not be limited to:

(a) Opinion Survey

- (i) Conduct a survey prior to, during, and upon completion of the campaign, to ensure accurate (qualitative and quantitative) measurement of changes in perception, knowledge, attitudes, and behaviours of the public.
- (ii) Suggest statistical methods for data analysis and preparation of reports.
- (iii) Questionnaire for survey will be created with coordination between the Consultant, the Project Coordinator and the Ministry of Trade and Industry.

(b) Focus Groups

- (i) To receive the input from officials, the Consultant will organise focus groups in three waves at the beginning of the assignment, at the mid-point and at the end.
- (ii) Focus groups will be organised with public officials/stakeholders, with a minimum of ten (10) participants per focus group.
- (iii) Questionnaires for focus groups will be created in coordination between Project Coordinator and the Ministry of Trade and Industry.
- (iv) Final selection of focus groups participants will be coordinated with the Project Coordinator and Ministry of Trade and Industry.
- (v) The input sought from the focus groups and survey will be used to design and finetune the overall Public Awareness and Sensitisation programme, key messages, define/adjust communications channels, test already developed promotional materials.

(c) Training and Development

- (i) Develop and implement training programme for MTI, TTBS and NQC staff in the assessment and evaluation of the public awareness and sensitisation campaign.

#### **4. REPORTING REQUIREMENTS**

4.01 The Consultant shall report to the Project Coordinator and will be required to submit/deliver the following:

- (a) Within two weeks of commencing assignment, a Concise Inception Report after the consultations with the Client and the review of background documents listed in 3.02(b) above. The Inception Report will contain the proposed detailed work plan for the assignment for the three-year period.
- (b) Within six weeks of commencing assignment, Training and Development Plan for the TTBS, NQC and MTI in the assessment public awareness and sensitisation programmes.

- (c) Within eight weeks of commencing assignment, Report detailing the development and implementation of the survey prior to the public awareness and sensitisation.
- (d) Report detailing the development and implementation of the survey at the midpoint of the three-year period for public awareness and sensitisation programme.
- (e) Report detailing the development and implementation of the survey at the end of the three-year period for public awareness and sensitisation.
- (f) Final Report to include details on the implementation of the training and development programme for TTBS NQC and MTI staff.

## **5. QUALIFICATIONS AND EXPERIENCE**

5.01 The assignment is an individual consultancy. The Consultant should have the following combination of qualifications and experience:

- (a) Post-graduate degree in, Development Studies, Communication Studies and/or M&E.
- (b) At least 7 years' experience in monitoring and evaluation with a background and interest in the analysis of socio-economic issues, public awareness, behaviour change and related policy matters.
- (c) Experience in results-based programme development and management evaluation.
- (d) Excellent oral and written communications skills in English.

## **6. SUPERVISION OF THE CONSULTANT**

6.01 TTBS will facilitate the work of the consultant and will make available all studies, reports, and data relevant to the Project. The Project Coordinator, TTBS will be assigned to be the liaison between TTBS and the consultant team.

6.02 It is estimated that this consultancy will require 70 person-days per year over a period of 24 calendar months.