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Förderung der regionalen Qualitätsinfrastruktur in Lateinamerika (SIM / IAAC)

Report IAAC 2008 - 2

IAAC – PTB - Peer Evaluator Workshop ECA – San José - Costa Rica 12th - 15th February 2008

im Auftrag der Physikalisch-Technischen Bundesanstalt Bundesallee 100, 38116 Braunschweig

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Report

IAAC - PTB - Peer Evaluator Workshop

Introduction

In 2005, it was planned to demonstrate the results of PTB long-term monitored accreditation bodies to experienced peer evaluators, using simulations in an IAAC-recognized accreditation body, to give a demonstration about the limits of the existing peer evaluation procedures. It was announced to IAAC as an exchange of experience about:

- Accreditation in the context of a National MSTQ (Metrology Standardisation Testing Quality Assurance) System and the limitations of MSTQ in developing countries (for example in traceability)
- 2. The 30 Milestones (30 MS) Program as a Roadmap to international recognition. (This program is a long-term project planning and monitoring software tool of PTB, established in more than 25 countries to support the international recognition via ILAC IAF MRA. It analyses periodically 30 necessary components of the ISO 17011 implementation with a ten-graded scale and monitors the impact of project activities with different key indicators and relations.
- 3. Peer evaluation tools for National Accreditation Bodies as ISO 17011 and KPI and their implementation in the 30 Milestones Program. Weak points detected during peer evaluations in accreditation bodies of developing countries, where 30 MS Program was used to monitor implementation:
 - political influences
 - financial stability
 - work overload
 - conflicts of interests
 - corruption and bribery
 - access to expertise
 - evaluation of consultancy results
 - structure process outcome deficiencies
 - corrective and preventive actions
- 4. Scenarios, based on real cases:

How to detect and how to deal with following situations:

- top management depends on political party
- poor salaries of staff in environments of susceptible to corruption
- conflicting tasks of main shareholder
- insufficient availability of expertise in the country
- a lot of evaluated results (quality documentation, assessment reports, etc) are based on dominant influence of foreign consultants
- exponential growth of applications (volume and scope) vs. existing capacity of staff in AB
- unexpected economical crisis in countries
- main technical experts lost to private sector
- political pressure to grant "VIP"-accreditations via "fast track" or other preferential treatment

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5. Presentation of tools, discussion of solutions and consequences for the peer evaluation training

In 2008 the modified IAAC-PTB workshop at the National Accreditation Body ECA of Costa Rica defined following objectives of the exchange of experiences:

- 1. Evaluation of detected Nonconformities with their sources,
- 2. Development and evaluation of adequate Corrective Actions
- 3. Estimation of the limits of peer evaluation methods and procedures
- 4. Presentation of PTB developed tools for long-term monitoring of accreditation bodies.
- 5. Discussion of the findings and consequences for the improvement of the peer evaluation training

A complete set of an IAAC Application package for the peer evaluation with all documents in Spanish was prepared by the staff of ECA Costa Rica:

- Acreditación de Laboratorios de Calibración
- Acreditación de Organismos de Inspección
- Acreditación de Certificación de Sistemas de Gestión de Calidad (QMS)
- Acreditación de Certificación de Sistemas de Gestión Ambiental (EMS)
- Acreditación de Certificación de Producto (Producto)

with application form and 29 attached documents including the self-assessment report of Key Performance Indicators. All the documents were given on 23rd January 2008 on a CD to IAAC Secretary.

For the participants following rules and hints were given:

IMPORTANT:

The review of documents should be finished till 13th February 2008. For clarifications contact the ECA quality manager Catalina Barquero Ulloa. The on-site peer evaluation takes 8 hours and includes only some parts of a total peer evaluation procedure:

- Only one accreditation case of each field (calibration, inspection, system and product certification), first accreditation procedure and surveillance visits
- Only the responsible case manager, but interviews with the head of AB and quality manager
- Only the involved ECA assessors and technical experts (no interviews)
- Only the related committees and decision-makers (no interviews)
- Not any witnessing of assessments

The peer evaluation team should be concentrated to the major and critical nonconformities and quality relevant observations.

The workshop started on 13th February 2008 with 4 experienced peer evaluators of Brazil, Ecuador and Mexico under the supervision of Fabian Hernandez, chairman of IAAC- MRA Committee. Moderator was Manfred Kindler, freelanced expert on accreditation of PTB.

The workshop started with an overview about the background and the history of peer evaluation.

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History and Background

- <u>1974</u> PTB founded the first accreditation body of Germany: DKD Deutscher Kalibrierdienst. In 2007 DKD was separated from PTB as an independent body. At this time, a lot of PTB Technical Assistance Projects started. Today DKD has accredited 396 calibration laboratories including 25 labs in 15 foreign countries.
- <u>1975</u> DKD is the founding member of WECC Western European Calibration Cooperation. For the mutual recognition first Peer Evaluation activities were started.
- 1991 DKD is founding member of DAR German Accreditation Council.
- <u>1994</u> WECC merged together with the WELAC (western European Laboratory Accreditation Cooperation) to EAL (European Accreditation of Laboratories) which was later merged together with EAC to EA (European cooperation of Accreditation)
- <u>1994</u> The Governmental accreditation body BAM-Accreditation System was transferred to the private body DAP (Deutsches Akkreditierungssystem Prüfwesen German Accreditation System for Testing), which has accredited till today 1059 testing labs, 23 medical labs, 108 inspection bodies and 100 certification bodies in more than 20 countries. DAP was peer evaluated in 1995/1996 by EAL, EAC, EA and NIST.
- <u>1995</u> Start of PHARE Project of European Union: The Peer Evaluation of the MSTQ System (Metrology Standardisation Testing Quality Assurance) for 12 Easter European Countries. In the field of accreditation requirements were listed as **30 Milestones**. 5 years of peer monitoring of the development and progress of accreditation bodies followed based on 30 Milestones reports of experienced peers in accreditation.
- 1997 Analysis of all Peer Evaluation reports of EA were done by DAR / DAP (Mittmann / Kindler)
- **1998** First drafts of Key Performance Indicators were developed, based on the evaluation results of the EA reports
- **2001** The first Peer Evaluator Training was arranged in Pretoria with Key Performance Indicators included.
- **2003** The Review of the New Approach (COM(2003) 240 final) of EU stated: "The use of accreditation in this context is an important step towards greater comparability in the assessment and surveillance of notifies bodies, in particular due to the co-ordinating function of the Multi-Lateral Agreement (MLA) established by the European co-operation for Accreditation (EA). **However, the MLA has not solved all problems**"
- **2005** The first common ILAC / IAF Guidance A3: Key Performance Indicators (KPIs) was published.
- **2006** The EA General Assembly at Riga established a new project "Enhancing European Accreditation" with 5 Subprojects and 3 Project Teams, especially subproject # 5 "Enhancing the peer evaluation process"
- **2006** The IAF General Assembly at Cancun established the new IAF Task Force "Reengineering of Accreditation" with Lorenzo Thione, Chairman of EA as convener. The final report was presented on Oct 2007 at ILAC/IAF GA Open Forum Sydney.

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2007 The new revision ILAC / IAF A3: KPIs was issued.

2007 At the ILAC General Assembly at Sydney new drafts about "Effective tools for evaluating accreditation bodies" were presented.

2007 EA General Assembly Nicosia presented the first results:

- Best Practice Guide (Mandatory Area)
- Revision of MLA Procedure EA -2/02
- DANAK, UKAS, SIT will be peer evaluated by risk-based approach (pilot process)

2008 The PTB – IAAC Workshop "Peer Evaluation" for awareness building and exchange of experience is organised at ECA Costa Rica.

Program

Improvement of Peer Evaluation Procedures – Exchange of Experience

Wednesday, 13th Feb	09.00 – 13.00	Welcome Introduction to the workshop News from EA and ILAC about Peer Evaluation
	14.00 – 18.00	Opening meeting (Simulation) ECA Onsite evaluation Part I
Thursday, 14 th Feb	09.00 – 13.00	ECA Onsite evaluation Part II Final meeting (Simulation)
	14.00 – 18.00	Report writing and classification of findings Presentation of the report
Friday, 15 th Feb	09.00 – 13.00	Evaluation of the results Exchange of experiences
	14.00 – 17.00	Exchange of experiences Recommendations for improvement

Participants:

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Fabián Hernandez EMA <u>fhernandez@ema.org.mx</u> as IAAC-Observer

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Peer Evaluation Procedure

After the opening meeting, the participants started the "classical" peer evaluation procedure by using the application package of ECA. Review of documents, analysis of records and interviews of the accreditation body staff were done for a reduced scope during the next 8 hours.

At least the findings were discussed and described on a peer evaluation report and presented to ECA staff at the final meeting on the second workshop day.

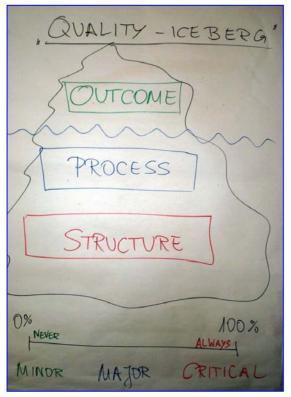
For detailed information see the confidential peer evaluation report about ECA Costa Rica.

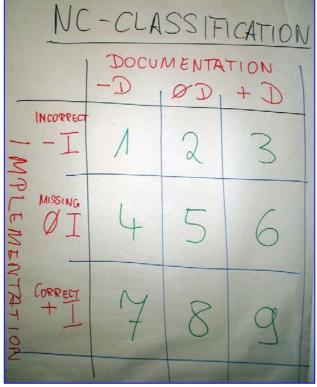
The participants demonstrated a high performance in peer evaluation mainly based on intensive training and long-term experiences in these activities.

Evaluation of the findings

After the official peer evaluation procedure additional evaluations of the findings against several parameters were done using special PTB-tools:

- 1. Documentation and Implementation of ISO 17011 requirements
- 2. Classification of Nonconformities from Type 1 to 9
- 3. Definition of Severity: minor, major or critical
- 4. Detection of NC-Sources: outcome, process or structure
- 5. Analysis of connected deficiencies
- 6. Discussion of appropriate corrective actions
- 7. Statistical evaluation of all nonconformities





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Classification of Findings:

Example:

A obsolete English version of the accreditation procedure is published on the Webpage of Accreditation Body

Statement 1:

It is a nonconformity on the <u>outcome level</u>, because a written document is not correct.

Question: What about the severity, the consequences of this NC?

Statement 2:

Minor: if NC does not influence the process result. In this case, the Spanish version of the accreditation procedure is up-to-date.

<u>CRITICAL</u>: if the English version is used by foreign applicants in English speaking countries. In this case, all applicants will get the wrong information.

<u>Major</u>: if NC is not minor nor critical, there is a potential probability that the NC will defect the procedure.

Question: Does exist a correct version of accreditation procedure in English in the quality manual?

Statement 3: (see 3x3 Matrix last page!)

If yes, than we have the case +D -I (positive = correct documentation, but negative = incorrect implementation), this is a NC of $\underline{\text{Type 3}}$

If no, because no English version exists, it is a NC of $\underline{\text{Type 2}}$ (0 D = missing documentation and -I = incorrect implementation)

If the obsolete version is part of the quality manual, than it is a NC of $\underline{\text{Type 1}}$ (-D = incorrect documentation and -I = incorrect implementation)

Question: Does exist a procedure in the quality system to update regularly the webpage content?

Statement 4:

If no, it is a NC on process level.

If yes, is the procedure understandable, complete and practical? Is the update period adequate? etc.

In this case, only a correction of the webpage as a corrective action would not be accepted, necessary is a corrective action on process level.

Question: What about the responsible person? Does he / she exists? With appropriate language skills? With necessary tools to modify webpages? With sufficient time resources?

Statement 5:

If no, it is a NC on structure level.

If yes, why the responsible person has not yet changed the English version? In this case, corrective actions on outcome an process levels would not be accepted. The responsible person has to assure the appropriate performance to this task.

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Questions:

<u>Process</u>: What about the written procedures about Webpage-Updating activities? What about the implementation, the reality, how many updates were done? <u>Input:</u> What about the original text of the procedure? (is it correct in the Spanish version? Is it correct in the English translation? Is it the uptodate version?) <u>Resources</u>: What about the responsible person? Qualification, experience, necessary tools, time resources, etc?

<u>Feedback:</u> What about the supervision? Why the NC was not detected by the responsible person? By the quality manager, by the head of department, by the internal auditor, by the top management (management review), by other external auditors, by clients? Does exist any feedback about the English version?



Additional questions:

Were other nonconformities of the similar type detected? Was the same person responsible? Was it detected / detectable by internal audits? Does it happened only one time or several times (random error or systematic error)? Is this NC connected to other NC and/or observations?

Summary:

A potential result at the end of the investigation by interviewing the staff could be: The institution has severe structural problems, because

- the quality manager is overloaded with work,
- the internal auditor is only qualified about ISO 9001,
- the top management is not aware about the work load and adjacent lack of resources,
- the English language skills are insufficient for foreign accreditations
- the responsible person for the webpage has not enough knowledge about handling the webserver and related software
- information about this problems by clients were ignored in the past.

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The "classical" peer evaluation has no priorities in assessment topics: all requirements of ISO 17011 and all parameter of Key Performance Indicators will be evaluated completely.

The risk-based approach, which was established in 2007 by European cooperation for Accreditation (EA) in a pilot study, analyses only critical points by deep investigation.

Pre-condition of using this method is the knowledge of all critical points of accreditation bodies. The PTB analysis and project monitoring tools of the 30 Milestones are not oriented directly to ISO 17011 and KPI, because the root of this approach is based in 1993 and the scope covers not only the requirements for accreditation bodies.

The 30 Milestones evaluate and monitor for example the National Policy, including National coordination with all ministries, financial stability for 5 years based on a business plan, the stakeholder infrastructure of all relevant associations in quality management, industry, trade, research and development, consumer protection, metrology and standardization.

All activities were described by a Structure-Process-Outcome-Analyse (SPO), which defines activities, involved persons and produced outcomes. A ten-level scaled rating is based on a catalogue of criteria for each milestone, where the most important factor is sustainability of the "construction".

A lot of specialized key parameters monitor continuously the characteristics of the project progress, the results are visualized by dashboard diagrams.

Based on the implementation of 30 Milestones program in more than 25 countries and 4 regions since the year 2000, nearly all critical points of accreditation bodies were identified and analysed by regular visits onsite (2 –4 times per year for one week).

In the following, basic tools of risk analysis by reducing risk with "error-filtering methods" (as document review, on-site assessments, technical and accreditation committees etc) and by using a simplified 3x3 risk matrix will be introduced.

At least the Key Performance Indicators and the standard ISO 17011 were analysed against inherent risk factors for accreditation bodies.

The list contents also information about the used PTB tools in project management and experiences in practice about observed worst cases.

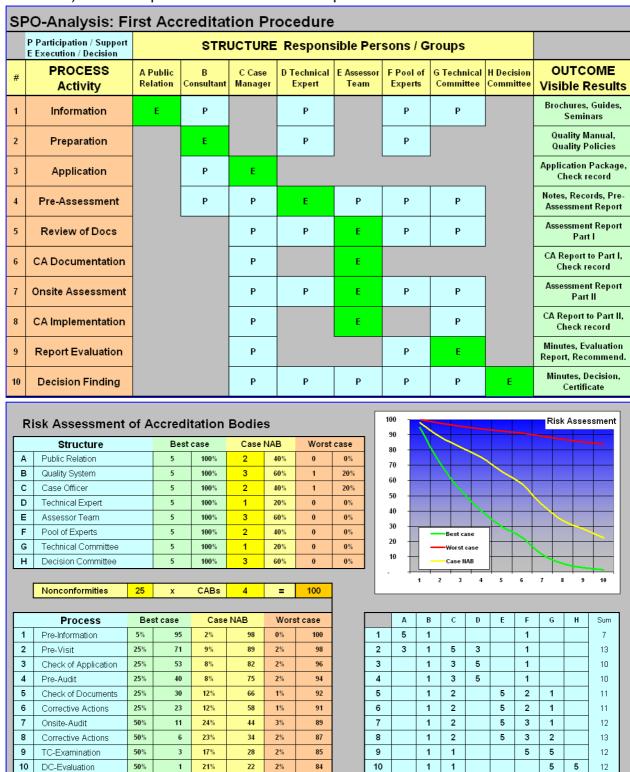
Finally a statistical tool for fast evaluation of peer evaluation reports is presented. Based on comparisons of more than a dozen 30 milestones programs and pre peer and peer evaluation reports, some findings about typical problems and recommendations for improvement of peer evaluation techniques were given.

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Tools of Risk Analysis

Reduction of Nonconformities

The risk-based assessment approach was introduced by some basic tools of risk analysis, demonstrated by a systematic SPO-analysis (Structure – Process-Outcome) of the simplified initial accreditation procedure.



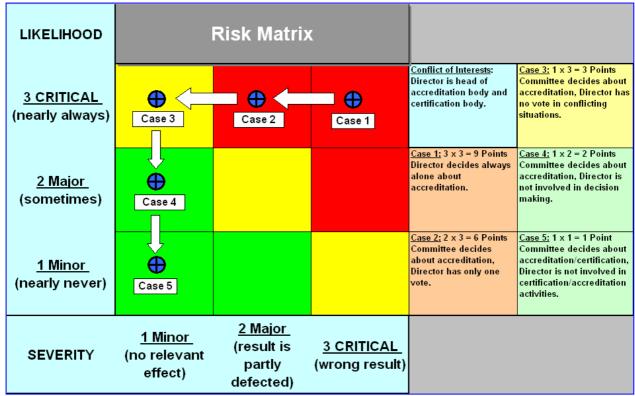
Based on experience-based values a weighting matrix of influences of structure elements to process components the reduction of risks in worst, normal and best case was demonstrated.

16,0%

77,7%

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A case study (conflicts of interests of a director who heads accreditation and certification services at the same time) was analysed by a risk matrix (see ISO 1441).



Severity and Likelihood of risk factors based on poor fulfillment (worst case in practice) of 11 ILAC-IAF Key Performance Indicators were analysed.

KPI	Key Performance Indicator	PTB Tools	Worst Case in practice	Severity	Likeli- hood	RISK
1	The AB has established effective ways to communicate with organisations and institutes which will provide the necessary expertise	Interviews with interested and involved parties	Barriers of communication, no peer-to-peer relation, access to politicals instead of technicians	2	3	6
2	The AB should have a policy how to extend into new areas or into technical fields of accreditation	Interviews with interested and involved parties	No pro-active view, no design procedures, poor access to expertise in new areas	2	3	6
3	The competence of the AB is essentially based on its staff, assessors, experts and committees. (training and monitoring)	Competence profiles and Monitoring system	No sufficient access to external expertise, poor training resources, no systematic monitoring	2	3	6
4	The assessment team must have sufficient competence.	Competence profiles and Monitoring system	Lack of work experience, "certification approach" instead of CAB competence evaluation	3	2	6
5	The market place and MLA members must have full confidence that accreditation is granted on the basis of full impartiality of the AB, its committees, assessors, experts and decision making bodies		Longterm high corruption without any progress, poor economical power, insufficient salaries	3	3	9
6	Decision-making depends on the AB's judgement regarding the NCs and CAs. Adequate separation of the assessment from the decision- making process.		Decider depends totally on opinion of single assessors / experts, no competence in decider group	3	2	6
7	Internal audits and management reviews give good indication about the capability of an AB to identify elements for improvement, in which way it develops and how it does learn.	Pre Peer Evaluation by PTB	Unprofessional management review, poor structure analysis, no pro-active view, poor strategies	3	2	6
8	Successful participation in PTs and ILCs demonstrate the ability of a laboratory to produce credible results. AB's competence to properly analyse PT results.	Statistical Evaluation	Poor competence to evaluate PT results. No or bad PTs available, no CA for poor results	3	2	6
9	Calibration, traceability and use of RMs are fundamental means for acheiving consistency in testing and measurement results, for proper function of technical equipment and for validation	Pre Peer Evaluation by PTB	Only formal traceability, no competence of NMI, RM and calibration services too expensive	3	2	6
10	Surveillance and reassessment activities must provide confidence that accredited CABs continue to provide reliable results over their full scope of accreditation and continue to operate an effective QMS.	Pre Peer Evaluation by PTB	Depth of surveillance insufficient, no trendanalysis, market reactions and capacity limits not evaluated	2	3	6
11	Abs have the opportunity to provide supplementary service that benefits the AB, its clients, its stakeholders and other interested parties.	Pre Peer Evaluation by PTB	Poor customer-focused services, no resources available, poor access to client parties, market	3	2	6

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Risk Analysis ISO 17011 Examples <u>4 Accreditation body</u>								
Clause	ISO 17011 Text	PTB Tools	Worst Case in practice	Severity	Likeli- hood	RISK		
4.2.1	The structure and operation of an AB shall be such as give confidence in its accreditations	Interviews with interested parties	Missing anticorruption actions in high corrupted countries	2	2	4		
4.2.2	The AB shall have authority and shall be <u>responsible</u> for its decisions	SPO Analysis	Responsibility for decisions not transparent in governmental ABs	2	3	6		
4.2.5	The AB shall identify the top management d) <u>decisions on accreditation</u>	Good Decision Practice	Decider is a person / board outside of AB quality system	2	2	4		
4.2.6	The AB shall have access to necessary <u>expertise for advising</u>	Interviews with interested parties	No access to important parties, no technical competence in TCs	3	2	6		
4.2.7	The AB shall identify the <u>parties participating (in committees)</u>	Interviews with interested parties	Important representatives are missing in committees	2	2	4		
4.2.8	The AB shall document its entire structure, showing <u>lines of</u> authority and responsibility	SPO Analysis	The head of AB decides about everything, no delegation of tasks	2	2	4		
4.3.1	The AB shall be organized and operated so as to safeguard the <u>objectivity and impartiality</u> of its activities	Interviews with interested parties	Corrupted staff caused by poor salaries / economy / mentality	3	2	6		
4.3.2	The AB shall have implemented a structure to provide opportunity for effective involvement by interested parties.	Interviews with interested parties	Interested parties have no effective representation, no motivation	2	2	4		
4.3.2	The AB shall ensure a <u>balanced representation</u> of interested parties with no single party predominating	Interviews with interested parties	In practice governmental dominance by hidden relations	2	3	6		
4.3.3	The ABs policies and procedures shall be <u>non-discriminatory</u> and shall be administered in a non-discriminatory way.	Statistical Evaluation	Hidden political, religious, financial, gender discrimination	3	2	6		
4.3.4	All AB personnel and committees shall be free from any <u>undue</u> <u>pressures</u> that could compromise impartiality.	Statistical Evaluation	Multiple pressure by financial, personal, political, other sources	2	3	6		
4.3.5	The AB shall ensure that each decision on accreditation is taken by competent persons or committees.	Good Decision Practice	Decider is not competent, TCs are not involved, 1 expert decides	3	3	9		
4.35	The deciders shall be <u>different</u> from those who carried out the assessment.	Good Decision Practice	Decider depends 100% on opinion of assessor team	3	3	9		
4.3.6	The AB shall not offer or provide any <u>services</u> that affects its impartiality, such as b) <u>consultancy</u>	SPO and Risk Analysis	No competent consultancy available in the country	3	3	9		
4.3.7	The AB shall ensure that the <u>activities of its related bodies</u> do not compromise the confidentiality, objectivity and impartiality	SPO and Risk Analysis	Related body has multiple access to acc data, in practice	2	3	6		
4.3.7	The AB, with the participation of interested parties shall identify, analyse and document the <u>relationships with related bodies</u>	SPO and Risk Analysis	No analysis with interested par- ties, no transparency of relations	2	2	4		
4.3.7	Where <u>potential conflicts of interests</u> are identified, appropriate action shall be taken.	Risk Management	Conflicts are still active in the background, no measures taken	2	3	6		
4.5.2	The AB shall have the <u>financial resources</u> , demonstrated by records and/or documents, required for the operation of its activities	Financial 5 y Plan, Business Plan	no financial stability by shareholders, national economy	3	3	9		
4.6.3	The AB shall establish procedures for <u>extending its activities</u> and to react to demands of interested parties.	Interviews with interested parties	no design scheme for new areas, no access to market demands	3	3	9		
4.6.3	Possible elements to be included in the procedures are: a) analysis of its present <u>competence</u> , <u>suitability of extension</u> , <u>resources</u>	AB Capacity Analysis	No capacity available: no time, money, experts, training	3	3	9		

The same analysis was done with some relevant requirements of ISO 17011. Observed problems in practice and used PTB tools were presented for each deficiency.

The risk classes are:

- Red condition: risk is not acceptable
- Yellow condition: ALARP region (<u>as low as reasonable possible</u>), risk management is needed
- Green condition: remaining risk is acceptable

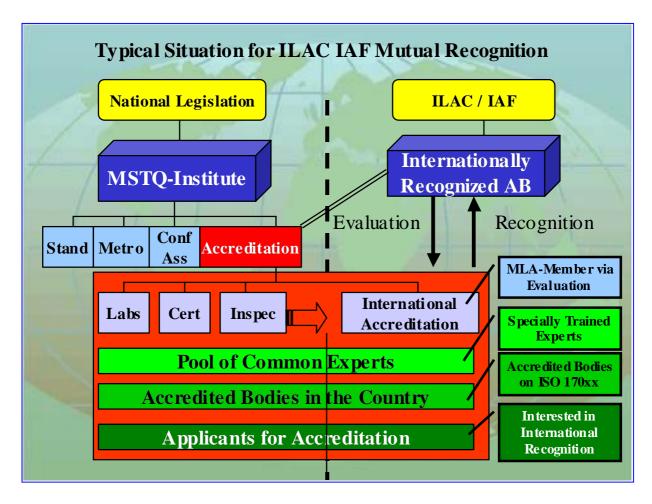
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Risk Analysis ISO 17011 Examples <u>5 Management</u>						
Clause	ISO 17011 Text	PTB Tools	Worst Case in practice	Severity	Likeli- hood	RISK
5.2.1	The AB top management shall ensure <u>effective communication of</u> <u>the needs</u> of the interested parties.	Interviews with interested parties	No feedback by interested parties, no sustainable effects	3	2	6
5.2.2	The AB shall operate a management system <u>appropriate to the type, range and volume</u> of work performed	AB Capacity Analysis	AB totally overloaded with work, expon. Growth, linear planning	3	3	9
5.5	The AB shall establish procedures for the identification and management of nonconformities in its own operations	Pre Peer Evaluations	no permanent internal quality control, no four- eyes check	2	3	6
5.5	The AB shall also take actions to <u>eliminate the causes</u> of NCs The procedures shall cover: b) determining the causes of NC	NC Classification Scheme	No professional cause analysis, only surface effects detected	2	3	6
5.5	The AB procedures shall cover: g) reviewing the <u>effectiveness</u> of corrective actions	NC Classification Scheme	no effective CAs, no structure analysis, indicators and measures	2	3	6
5.6	The AB shall establish procedures to identify <u>opportunities for improvement</u> and to take preventive actions to eliminate <u>causes of potential NC</u> s.	NC Classification Scheme	no tools for preventive actions, only reacting quality instruments	2	3	6
5.6	The AB procedures shall define requirements for a) identifying potential NCs and their causes	NC Classification Scheme	No professional cause analysis, only surface effects detected	2	3	6
5.6	The AB procedures shall define requirements for d) reviewing the effectiveness of the preventive actions taken.	NC Classification Scheme	no effective PAs, no structure based analysis and measures	2	3	6
5.8.1	The AB top management shall establish procedures to review its management system to ensure its <u>continuing adequacy and</u> <u>effectiveness</u> in satisfying the relevant requirements	Pre Peer Evaluations	No benchmarking, no measurable quality goals, no indicators, only formal check	2	3	6
5.8.2	Inputs to management reviews shall include: e) new areas of accreditation, j) <u>changes</u> that could affect the management system	AB Capacity Analysis	No market knowledge, no pro- active view of analysis, only formal check	2	3	6
5.8.3	The outputs from the management reviews shall include actions related to c) need for resources	AB Capacity Analysis	Linear planning, but exponential growth	2	3	6
5.9	The Ab shall establish procedures for dealing with complaints.	Interviews with interested parties	No professional complaint manage- ment, suppressed complaints	2	2	4

Risk Analysis ISO 17011 Examples <u>6 Human Resources</u>							
Clause	ISO 17011 Text	PTB Tools	Worst Case in practice	Severity	Likeli- hood	RISK	
6.1.1	The AB shall have a <u>sufficient number of competent personnel</u> (internal, external, temporary, or permanent, full time or part time)	AB Capacity Analysis	Staff overloaded with work, insufficient financial resources, poor work conditions	3	3	9	
6.1.1	Having the education, training, technical knowledge, skills and experience necessary for handling the type, range and volume of work performed	Competence profiles	Insufficient work experience for complex scopes, no external support	3	3	9	
6.1.2	The AB shall have access to a <u>sufficient number</u> of assessors, including lead assessors, and experts to cover all its activities	AB Capacity Analysis	No sufficient experts available on competiting market	3	3	9	
6.2.2	The AB shall establish procedures for <u>selecting, training</u> and formally approving assessors and experts used in the assessment process	Train the Trainer Program	AB uses only standard training offers, no check of effectiveness, no selection because lack of experts on the market	2	3	6	
6.2.3	The AB shall identify the <u>specific scopes</u> in which each assessor and expert has demonstrated competence to assess	Competence profiles	No detailed scope description, only general classification	2	2	4	
6.3.1	The AB shall review the <u>performance and competence</u> of its personnel in order to identify training needs.	Competence profiles	Insufficient tools for measuring performance and competence	2	2	4	
6.3.2	Each assessor shall be <u>observed on-site regularly.</u>	Trainee Concept	Practice: Mostly one assessor in surveillance assessments	2	2	4	

Risk Analysis ISO 17011 Examples <u>7 Accreditation Process</u>							
Clause	ISO 17011 Text	PTB Tools	Worst Case in practice	Severity	Likeli- hood	RISK	
7.3.1	The AB shall review its <u>ability to carry ou</u> t the assessment of the applicant CAB, in terms of its own policy, competence and ability of suitable assessors and experts.	Competence profiles	No "contract review", AB accepts always all applications	2	2	4	
7.5.1	Before the initial assessment, a <u>preliminary visit</u> may be conducted with the agreement of the CAB.	Train the Trainer Program	No pre-assessments offered, no resources available	2	2	4	
7.5.3	The AB shall ensure that <u>team members</u> act in an impartial and non- discriminatory manner.		In practice: optimists, pessimists, extremists, doubtists active	2	2	4	
7.5.3	In particular: b) any existing, former or envisaged link or competitive position	Risk Analysis	In practice in small countries multiple links by competition	2	2	4	
7.5.7	For initial assessments, in addition to visiting the <u>main or head</u> <u>office</u> , visits shall be made to all other premises of the CAB	"SGS - Model"	Global CABs have only "mailbox- offices" in smaller countries	3	1	3	
	The information provided to the accreditation <u>decision-maker</u> shall include the following as a minimum: f) the assessment report h) information on the resolution of all NCs i) any further information the competence of the CAB	Good Decision Practice	NC-Information for deciders insufficient, complete assessment report not available, never deviations to team opinion appeared	2	3	6	
7.11.3	The interval between on-site assessments, depends on the <u>proven</u> stability that the services of the CAB has reached.	CAB Capacity Analysis	Market situation after accreditation changed drastically, CAB instabile	3	1	3	

January 2008 13/19/



Tools for the Analysis of Peer Evaluation Reports

The statistical evaluation and visualization of nonconformities allows the identification of typical profiles and main deficiencies concerning the type (documentation, implementation or both), level of severity (minor, major, critical), location of source (structure, process, outcome) and related chapter of the standard.

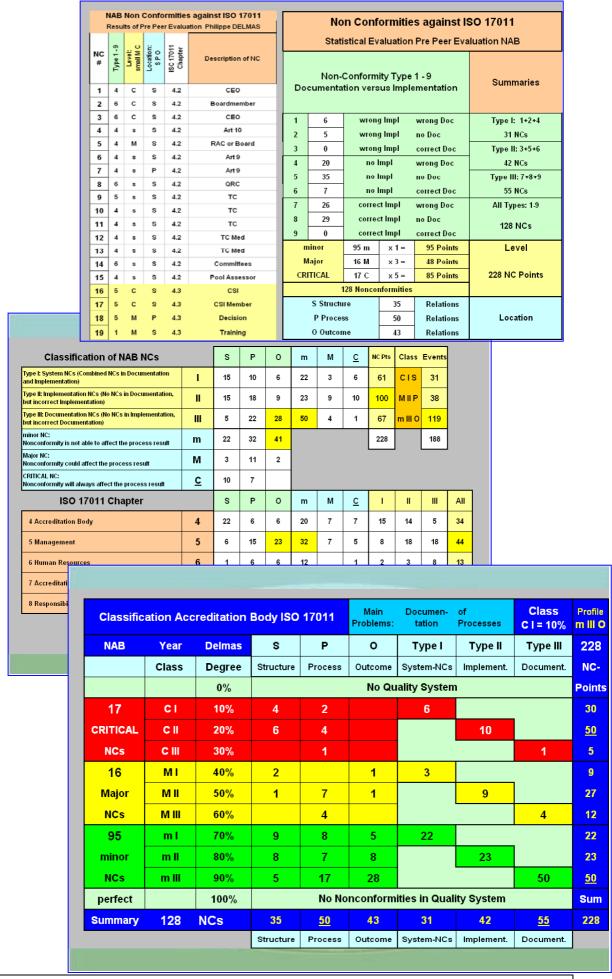
A comparison of the findings with the results of the 30 milestones analysis of the same accreditation body and the related infrastructure allows the identification of typical deficient areas of the peer evaluation procedure.

In the following slides the statistical analysis of peer evaluation results was demonstrated by a report about a pre peer evaluation. The peer evaluator Philippe Delmas formerly COFRAC detected during such activity at an accreditation body 128 nonconformities, which were classified against PTB criteria.

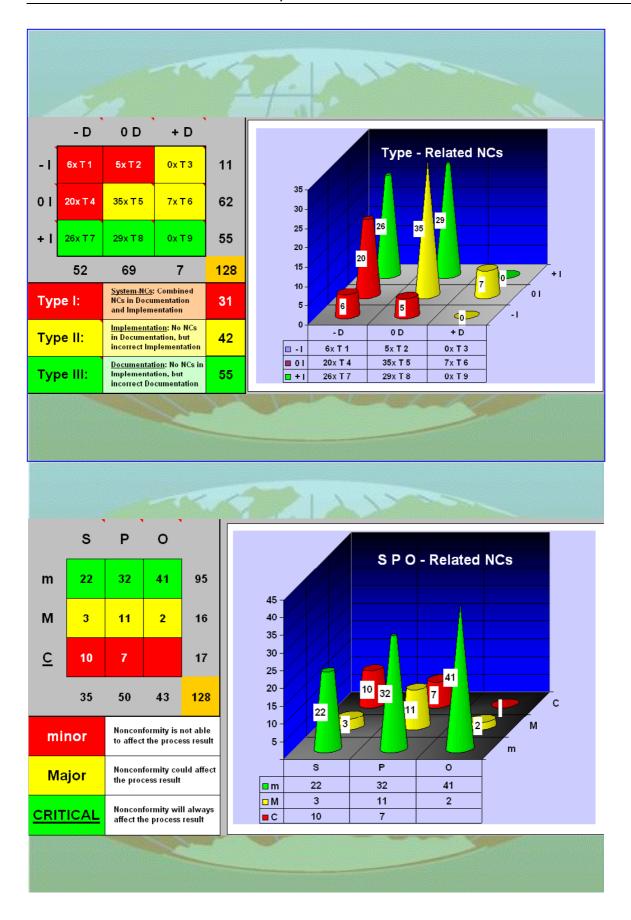
During the workshop also the findings of the peer evaluation team about the ECA situation were partly classified against the PTB criteria. The analysis was not completed because the participants requested the demonstration of principles of the 30 milestones analysis.

The volume of a 30 milestones analysis contents normally about 50 pages. The first analysis is done during a 4 - 5 days workshop. So a sample of such a report with some examples of irregular results is attached as an annex to this report.

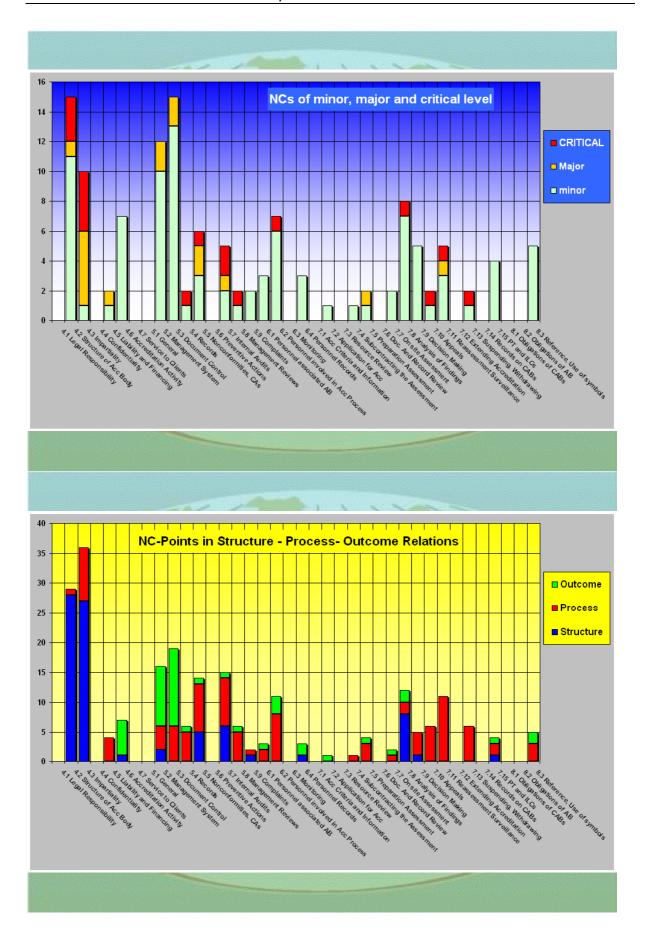
January 2008 14/19/



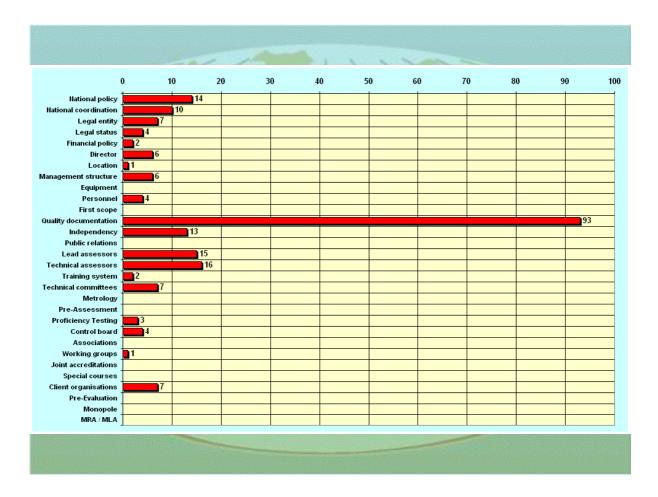
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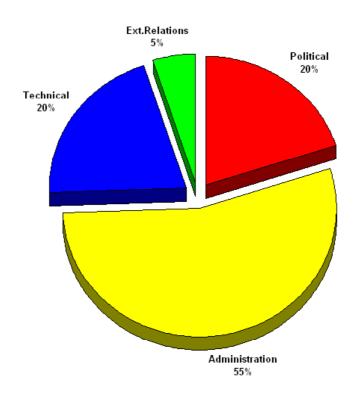


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January 2008 17/19/





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Summary

At the end of the workshop, a summary was given about the experiences during the peer evaluation. The detected deficiency areas, which were normally not covered by, peer assessment activities were listed and some recommendations for improvement of the peer evaluation training and procedure were listed.

Most Critical Points

- Political influence, mostly hidden
- "unprepared" market, no quality culture in industry and trade
- Lack of local expertise, too much competition
- Poor access to relevant parties, especially powerful global players
- Exponential growth of work volume
- Insufficient finances, no "critical mass" of clients
- Poor decision finding base
- "certification mentality", no evaluation of competence
- No orientation to risk-based assessments
- Poor monitoring of markets for innovations, new branches, etc
- Poor protection against corruption, low paid staff and assessors
- Subjective assessor profiles (optimist, pessimist, extremist, doubtist)
- Staff overloaded with work or demotivated
- "Mafia-CABs", high rate of counterfeiters

Additional tools for Peer Evaluations

- Knowledge base about country situation: history, culture, politics, economy, special conditions
- Interviews with assessors, solving case studies
- Interviews with accreditation body staff, using worst-case scenarios
- Interviews with interested parties: members and non-members (!)
- Risk analysis with worst-case scenarios
- Measurable performance indicators (for example 30 Milestones)
- Effective surveillance-tools and feedback lines
- Statistical analysis of trends and distributions

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IAAC-PTB Workshop:

Improvement of Peer Evaluation Procedures

- Exchange of Experience

ECA Costa Rica

13th – 15th February 2008

Manfred Kindler PTB Germany

Peer Evaluation Workshop

Wednesday, 13th Feb 2008

09.00 - 13.00 Welcome

Introduction to the workshop
News from EA and ILAC

about Peer Evaluation

14.00 – 18.00 Opening meeting (Simulation)

ECA Onsite evaluation Part I

Thursday, 14th Feb 2008 09.00 – 13.00 ECA Onsite evaluation Part II Final meeting (Simulation) 14.00 – 18.00 Report writing and classification of findings Presentation of the report

	Evaluation Workshop
Friday, 15th Fel	b 2008
09.00 - 13.00	Evaluation of the results Exchange of experiences
14.00 – 17.00	Exchange of experiences Recommendations for improvement

Objectives of the exchange of experiences

- 1. Evaluation of detected NCs with their sources.
- 2. Development and evaluation of adequate CAs
- 3. Estimation of the limits of peer evaluation methods and procedures
- 4. Presentation of PTB developed tools for long-term monitoring of accreditation bodies,
- 5. Discussion of the findings and consequences for the improvement of the peer evaluation training

Peer Evaluation Workshop

Used training material

- Complete set of an IAAC Application package for the peer evaluation (all documents in Spanish):
- Acreditación de Laboratorios de Calibración
- Acreditación de Organismos de Inspección
- Acreditación de Certificación de Sistemas de Gestión de Calidad (QMS)
- Acreditación de Certificación de Sistemas de Gestión Ambiental (EMS)
- Acreditación de Certificación de Producto (Producto)
- with application form and 29 attached documents including the self-assessment report of Key Performance Indicators (Annexo 23)
- given on a CD at 23th January 2008 to the IAAC Secretary.

IMPORTANT:

The review of documents should be finished till 13th February 2008. For clarifications contact the ECA quality manager Catalina Barquero Ulloa.

The on-site peer evaluation takes 8 hours and includes only some parts of a total peer evaluation procedure:

- Only one accreditation case of each field (calibration, inspection, system and product certification), first accreditation procedure and surveillance visits
- Only the responsible case manager, but interviews with the head of AB and quality manager
- Only the involved ECA assessors and technical experts (no interviews)
- Only the related committees and decision-makers (no interviews)
- Not any witnessing of assessments.

The peer evaluation team should be concentrated to the major and critical nonconformities and quality relevant observations.

Peer Evaluation Workshop

History and Background of this workshop (I)

1974 PTB founded the first accreditation body of Germany: DKD Deutscher Kalibrierdienst, after 2007 separated body, now 396 accred. CLs including 25 CLs in 15 foreign countries. Start of PTB Technical Assistance Projects

1975 DKD is Founding Member of WECC Western European Calibration Cooperation Start of Peer Evaluation Activities

1991 DKD is Founding Member of DAR German Accreditation Council

History and Background of this workshop (II)

1994 Merge WECC with WELAC to EAL, European Accreditation of Laboratories, later EA

1994 Transfer from BAM-Accreditation to DAP Now 1059 TLs, 23 MLs, 108 IB, 100 CBs in >20 countries In 1995/1996 peer evaluated by EAL, EAC, EA and NIST

1995 Start of PHARE Project of European Union: MSTQ-Peer Evaluation, Birth of 30 Milestones for 12 Easter European Countries, 5 years of peer monitoring of development and progress of ABs

History of 30 Milestones

1995 - 2000 Eastern European Countries					
EAK	Estonia	ILAC	IAF		
LA	Lithuania	ILAC	IAF		
LATAK	Latvia	ILAC	IAF		
PCA	Poland	ILAC	IAF		
CAI	Czech Rep	ILAC	IAF		
NAT	Hungary				
SNAS	Slovakia	ILAC	IAF		
SA	Slovenia	ILAC	IAF		
IARM	Macedonia				
DPS	Albania				
RENAR	Romania	ILAC			
BAS	Bulgaria	ILAC	IAF		

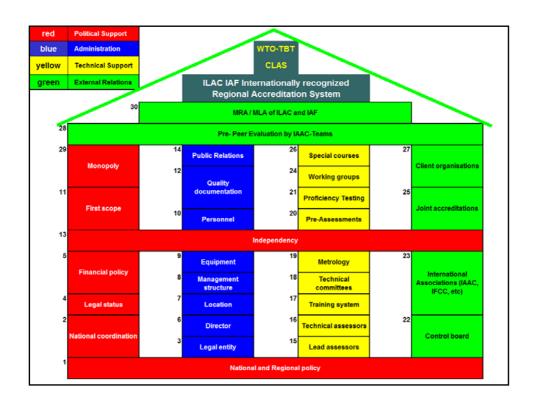
2	2000 - 2005 Asia					
Т	URKAK	Turkey	ILAC	IAF		
Т	ISI IPSLAS	Thailand	ILAC	IAF		
В	PSLAS	Philippines	ILAC	IAF		

2000 - 2010 So	uthamerica		
OAA	Argentina	ILAC	
INN	Chile		
ONA	Paraguay		
INDECOPI	Peru		IAF
OAE	Ecuador		
SIC	Colombia		
SENCAMER	Venezuela		
OBA DTA	Bolivia		

2005 - 2010	Centroamerica	
ECA	Costa Rica	ILAC
OHA	Honduras	
ONA	Nicaragua	
OGA	Guatemala	
CNA	Panama	
FOCA	FOCA Region	

2005 - 2010	Caribbean Region	
TTLABS	Trinidad & Tobago	
JANAS	Jamaica	
CLAS	CLAS Region	
ONARC	Cuba	ILAC

2005 - 2010	African Countries
KENAS	Kenya
UNAS	Uganda
TANAS	Tanzania
MCI	Morroco
TUNAC	Tunisia
ALGERAC	Algeria
EGAC	Egypt
EACAS	EAC Region



History and Background of this workshop (III)

1997 Analysis of all Peer Evaluation reports of EA by DAR / DAP (Mittmann / Kindler)

1998 First drafts of Key Performance Indicators by Mittmann, based on EA report evaluation

2001 First Peer Evaluator Training in Pretoria with Key Performance Indicators

2005 Common ILAC / IAF Guidance A3: Key Performance Indicators (KPIs)

2007 New Revision ILAC / IAF A3: KPIs

History and Background of this workshop (IV)

2003 Review of New Approach com(2003) 240 final

The use of accreditation in this context is an important step towards greater comparability in the assessment and surveillance of notifies bodies, in particular due to the co-ordinating function of the Multi-Lateral Agreement (MLA) established by the European co-operation for Accreditation (EA).

However, the MLA has not solved all problems.

Peer Evaluation Workshop

History and Background of this workshop (IV)

2003 Review of New Approach com(2003) 240 final

The Commission considers that in order to improve this situation, more comprehensive guidance for the use of accreditation should be developed with the aim of increasing coherence and structure for accreditation services within the Community, especially regarding the independence of accreditation bodies from commercial activities and competition between different bodies....

History and Background of this workshop (V)

2006 EA General Assembly Riga: New Project "Enhancing European Accreditation"

with 5 Subprojects and 3 Project Teams# 5 "Enhancing the peer evaluation process"

2006 IAF Cancun: New IAF Task Force "Re-engineering of Accreditation"

- Convener: Lorenzo Thione, Chairman of EA
- Final report presented on Oct 2007 at ILAC/IAF GA Open Forum Sydney

Peer Evaluation Workshop

History and Background of this workshop (VI)

2007 ILAC General Assembly Sydney: New Drafts "Effective tools for evaluating accreditation bodies".

2007 EA General Assembly Nicosia: First results

- Best Practice Guide (Mandatory Area)
- Revision of MLA Procedure EA -2/02
- DANAK, UKAS, SIT peer evaluated by riskbased approach (pilot process)

2008 PTB - IAAC Workshop "Peer Evaluation"

- Awareness building, Exchange of experience



EA ACTIVITY REPORT

May to July 2007

ILAC ARC (07) 51 Aq. 1.4

Another major project supporting the EA development strategy is the EA Development Project on "Enhancing European Accreditation" that started at the General Assembly in Riga in June 2006. All its five subproject groups have made significant headway in one year.

Sub-project 1: Harmonisation of assessment procedures for accred.

Sub-project 2: Information and Knowledge Database

Sub-project 3: A Best Practice guide related to communications between ABs and national regulators,

Sub-project 4: Relations between EA and the Commission

Sub-project 5: Enhancing the peer evaluation process focuses on

1) opening more to the National Authorities whose representatives

could be invited to peer evaluation visits as observers and

2) developing the risk-based approach for surveillance activities.

Peer Evaluation Workshop



EA ACTIVITY REPORT

May to July 2007

ILAC ARC (07) 51 Ag. 1.4

The Multilateral Agreement Committee (MAC)

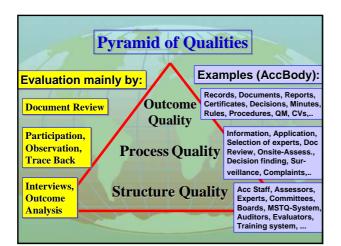
The MAC had completed a revision of EA-2/02 Policy & Procedures for the Multilateral Agreement which was endorsed by the General Assembly in May.

The MAC will also have to come up with a detailed proposal on how to enhance the surveillance process for MLA signatories based on the <u>risk-based approach</u>, which was well received by the General Assembly.

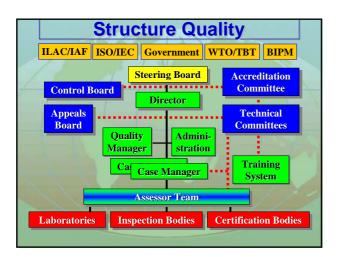
A <u>process for providing technical training for evaluators</u> will be worked out; a proposal will be submitted to the GA in Nov 2007

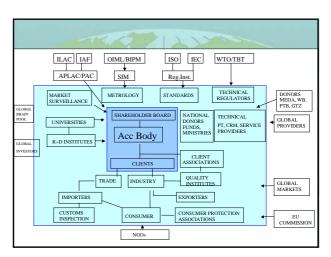




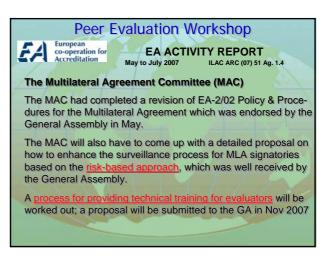


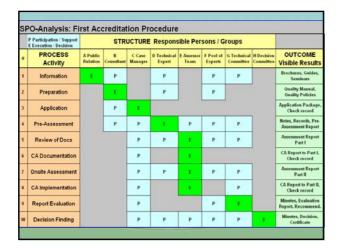


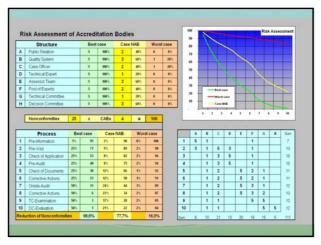


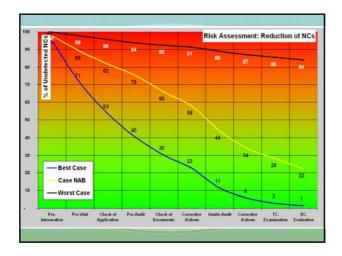


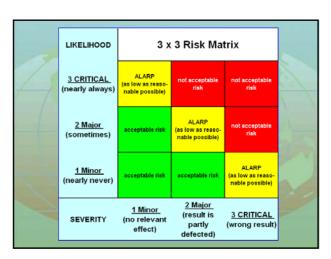


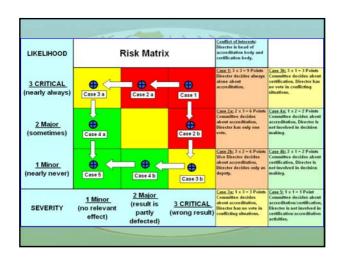




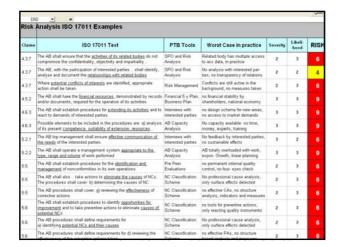


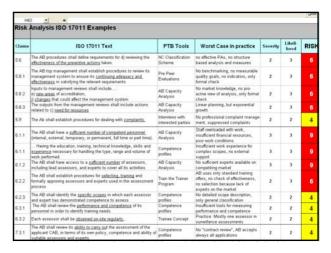




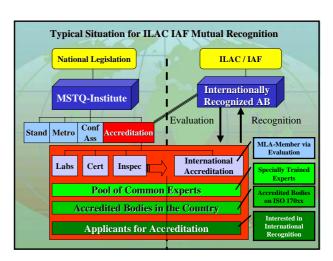


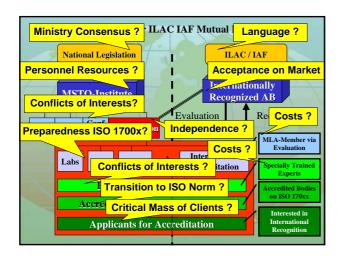
Clause	ISO 17011 Text	PTB Tools	Worst Case in practice	Severity	Likeli- hood	RISH
4.2.1	The structure and operation of an AB shall be such as give confidence in its accreditations	Interviews with interested parties	Missing anticorruption actions in high corrupted countries	2	2	4
422	The AB shall have authority and shall be <u>responsible</u> for its decisions	SPO Analysis	Responsibility for decisions not transparent in governmental ABs	2	3	6
4.2.5	The AB shall identify the top management d) decisions on_ accreditation	Good Decision Practice	Decider is a person / board outside of AB quality system	2	2	4
426	The AB shall have access to necessary expertise for advising	Interviews with interested parties	No access to important parties, no technical competence in TCs	3	2	6
427	The AB shall identify the parties participating (in committees)	Interviews with interested parties	Important representatives are missing in committees	2	2	4
428	The AB shall document its entire structure, showing lines of authority and responsibility	SPO Analysis	The head of AB decides about everything, no delegation of tasks	2	2	4
4.3.1	The AB shall be organized and operated so as to safeguard the objectivity and impartiality of its activities.	Interviews with interested parties	Corrupted staff caused by poor salaries / economy / mentality	3	2	6
432	The AB shall haveimplemented a structure to provide opportunity for effective implement by interested parties.	Interviews with interested parties	Interested parties have no effective representation, no motivation	2	2	4
432	The AB shall ensure a <u>balanced regresentation</u> of interested parties with no single party predominating	Interviews with interested parties	In practice governmental dominance by hidden relations	2	3	6
433	The ABs policies and procedures shall be non-discriminatory and shall be administered in a non-discriminatory way.	Statistical Evaluation	Hidden political, religious, financial, gender discrimination	3	2	6
4.3.4	All AB personnel and committees shall be free from any single pressures that could compromise impartiality.	Statistical Evaluation	Multiple pressure by financial, personal, political, other sources	2	3	6
435	The AB shall ensure that each decision on accreditation is taken by competent persons or committees.	Good Decision Practice	Decider is not competent, TCs are not involved, 1 expert decides	3	3	9
435	The deciders shall be <u>different</u> from those who carried out the assessment.	Good Decision Practice	Decider depends 100% on opinion of assessor team	3	3	9
436	The AB shall not offer or provide any <u>senices</u> that affects its impartiality, such as 5) <u>consultancy</u>	SPO and Risk Analysis	No competent consultancy available in the country	3	3	9

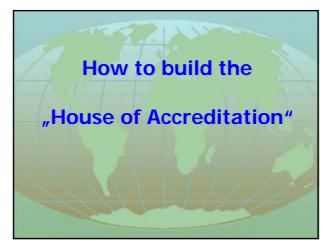




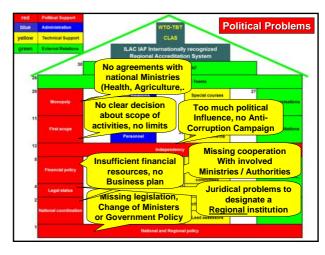


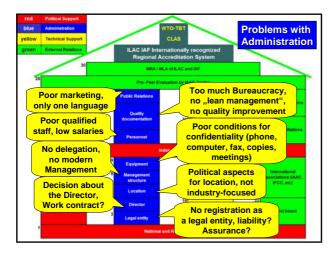


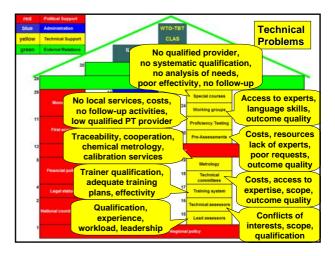


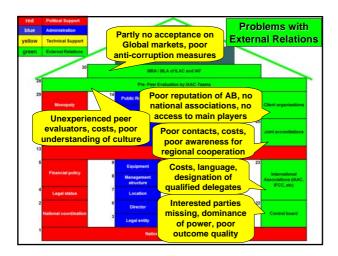


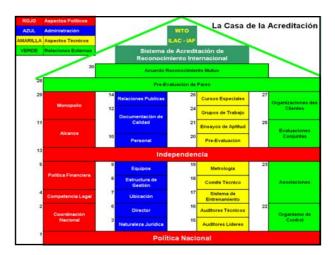








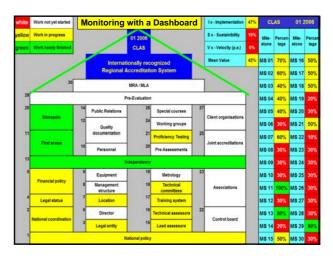


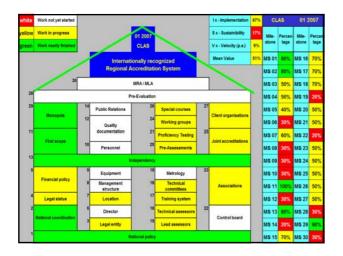








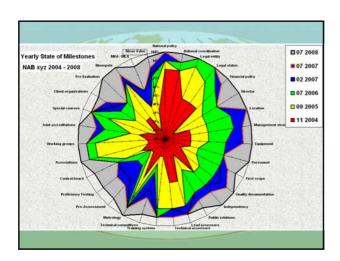


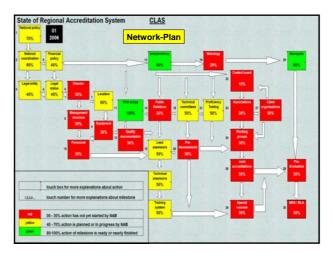


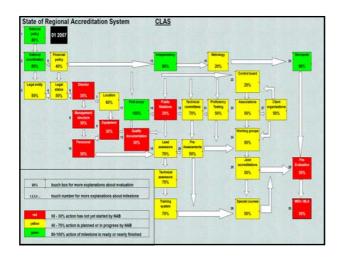


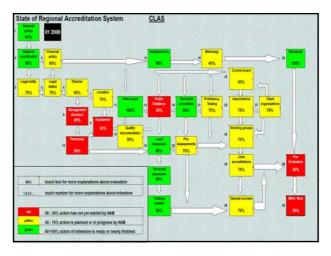


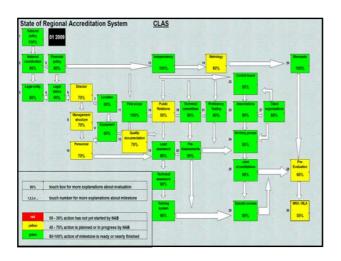


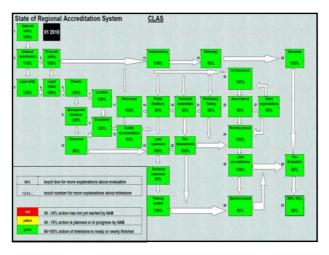




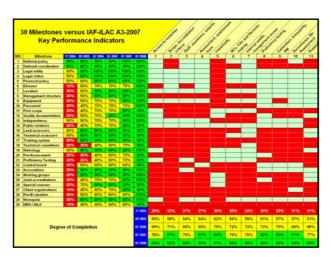


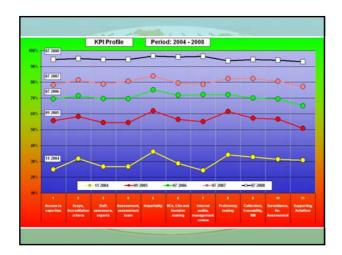










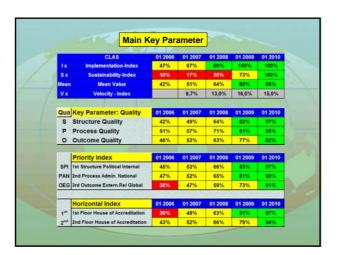


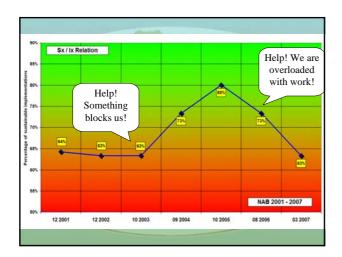


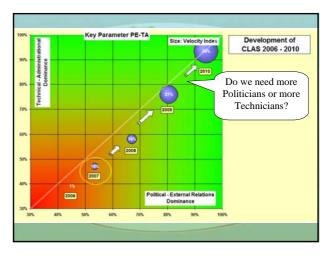


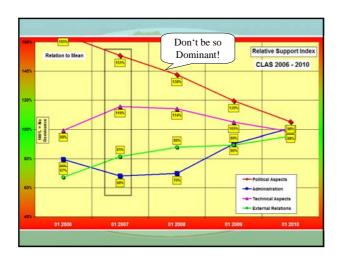


K	ey Parameter Matrix	olley	National coordination	۵	en en	policy			Management structure				Quality documentation	incy	stions	spors	Technical assessors	ystem	committees		sment	y Testing	pard	
		National policy	National c	Legal entity	Legal status	Financial policy	Director	Location	Managem	Equipment	Personnel	First scope	Quality do	Independency	Public relations	Lead assessors	Technical	Training system	Technical commi	Metrology	Pre-Assessment	Proficiency Testing	Control board	
Qua	Key Parameter: Quality	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	I
5	Structure Quality	-1	S	1	1	1	1	1	1	1	1			1	3			1	1	1		1	53	I
P	Process Quality		1	8			-	65	Q.	9	000	1	1	8	1				55	2	1	1		I
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Sup	Key Parameter: Support	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	I
P	Political Aspects	1	1		1	1		150	338		30	1	23	1	3		196		30	18				I
A	Administrational Aspects		3	1			1	1	1	1	1		1		1				8	3				I
T	Technical Aspects		8		36		23	8	35	90			33	100	13	1	1	1	1	1	1	1		I
	External Relations	1		30	30	88	-3	35	000	8	-3	98		18	-	38		38		20	8	3	1	Ī
Sco	Key Parameter: Scope	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	Ī
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6	Global Orientation		96	24	1	~		8	200	8	34	3	100	5		3	20	3	3	1	10	1	100	Ī
BSC	Rey Parameter: BSC	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	11	19	20	21	22	Ī
	Finances	1		1	1	1		8				3		1	3		32	3	8		89	- 3	1	İ
c	Customers	81	1		-	3		100			5		-		1	5			1	1		1		Ī
н	Maman Resources	150			100		1	1	1	1	1	15.5	700	NO.	.50	1	1	1	1		100		100	1

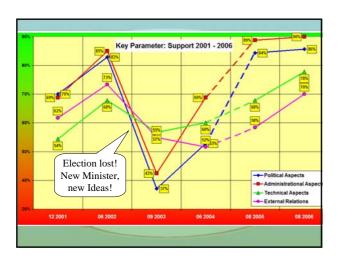


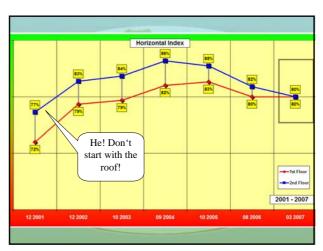








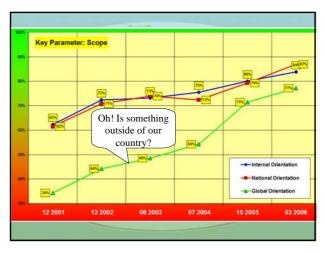


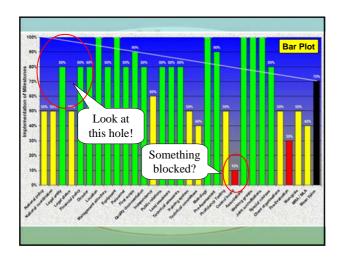


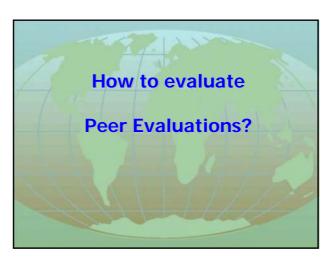


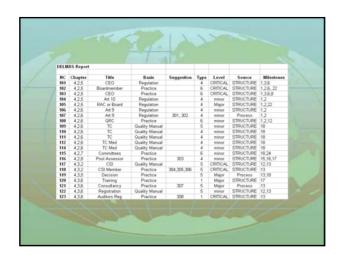












Results of Pre Peer Evaluation Philippe DELMAS							Non Conformities against ISO 17011 Statistical Evaluation Pre Peer Evaluation NAB									
NC # 1-90 Description of NC							Non-		Summaries							
1	4	с	s	4.2	CEO	Do	cumenta	Summaries								
2	6	С	s	42	Boardmember											
3	6	c	8	4.2	CEO	1	6	wron	g Impl	wrong Doc	Type I: 1+2+4					
4	4	1	8	4.2	Art 10	2	5	31 NCs								
5	4	м	s	4.2	RAC or Board	3	0	wron	Type II: 3+5+6							
6	4		s	4.2	Art 9	4	20 no Impl wrong Doc			wrong Doc	42 NCs					
7	4		P	4.2	Art 9	5	35	no Impl no Doc			Type III: 7+8+9					
8	6		s	4.2	ORC	6	7	-	Impl	55 NCs						
9	5		s	4.2	TC	7 26 correct Impl wrong Doc			All Types: 1-9							
10	4		8	4.2	TC				All Types: 1-9							
11	4		s	4.2	TC	8		-		128 NCs						
12	4		s	4.2	TC Med	9	0		ct Impl	correct Doc						
13	4		8	4.2	TC Med		ninor	95 m	×1=	95 Points	Level					
14	6		5	4.2	Committees		lajor	16 M	× 3 =	48 Points						
15	4		8	4.2	Pool Assessor	CR	CRITICAL		× 5 =	85 Points	228 NC Points					
16	5	С	s	4.3	CSI			128 Nonco	nformities							
17	5	С	s	4.3	CSI Member		S Struct	пе	35	Relations						
18	5	84	P	4.3	Decision		P Process			Relations	Location					
19	1	м	s	4.3	Training		O Outco	me	43	Relations						

