

TRANSPORT SECTOR PERFORMANCE INDICATORS

CONSULTATIVE WORKSHOP

14th & 15th June 2004

Nairobi Safari Club, Kenya



organised by
the Secretariat of the International Forum for Rural Transport and
Development
for
The Transport and Urban Division of the Infrastructure Presidency of the
World Bank

Executive Summary

A consultative workshop on Transport Sector Performance Indicators was organised by the secretariat of the International Forum for Rural Transport and Development (IFRTD) in collaboration with the Transport and Urban Division of the World Bank's Infrastructure Vice Presidency. Held in Nairobi on the 14th and 15th of June 2004, the workshop brought together 22 participants from government and non-government organisations in 8 different African countries, complemented by an input from one Asian country, and three contributions from international organisations based in the African region.

The workshop provided a forum for discussing country policy priorities with respect to performance monitoring, for sharing the perspectives of the different regional organisations, and for highlighting existing institutional arrangements for the collection and analysis of transport data. It generated some key messages for institutions working at the regional and global level on transport indicators, particularly for the World Bank's Transport Sector Performance and Monitoring Indicators Initiative and the Transport Indicators Initiative of the Sub-Saharan Africa Transport Policy Program.

The workshop showed clearly that countries have their own priorities and structures for formulating transport performance indicators that need to be respected. Some countries welcome the potential to compare and contrast transport sector performance and there is every likelihood of there being consistent indicators. However, there was clear agreement that comparisons between countries should not be the overriding consideration of a regional or global transport performance initiative.

The value of indicators for developing comprehensive transport sector approaches, for linking to PRSPs and for mainstreaming social issues was acknowledged, and the importance of reflecting environmental issues in transport indicators was highlighted. Other key issues that need to be considered were the affordability of and accessibility to transport services, the interdependency of rural-urban contexts, transport safety issues and corridor development and regional integration issues.

The workshop emphasised that support for building on existing capacities and enhancing existing institutional arrangements in the different countries is important. This can strengthen the reliability of data, and sustainability of data collection practices. It raised issues of sharing information in the public domain in a user-friendly way. Participants expressed an interest in continuing the dialogue on indicators and sharing country experiences. They made commitments to feedback on the indicators proposed by the World Bank's Transport Results Indicators Initiative and proposed formation of a virtual working group on Transport Indicators.

The workshop was an effective way of creating linkages between national, regional and international initiatives on Transport Indicators. Similar workshops in regions not represented in Nairobi could expand the scope of the learning on indicator development and lead to sustained evidence-based analysis and decision-making in the transport sector.

1.0 INTRODUCTION

This is a report of a workshop that was part of ongoing consultations, intended to broaden awareness among stakeholders of the initiative by the Transport and Urban Division of the World Bank's Infrastructure Vice Presidency to help countries strengthen their transport performance and impact indicators.

1.1 The World Bank's Transport Results Indicators Initiative

The purpose of this initiative is to help improve manage the transport sector and to recognise and measure its impact. It is related to several World Bank activities, and is a component of the Infrastructure Action Plan, which aims to strengthen the commitment for collecting and maintaining accurate and timely transport sector data at country and regional levels in a way that strengthens evidence-based analysis and decision-making. The performance indicators cover all aspects of the sector and they are being underpinned by definitions of core measures for each of the main transport sub-sectors, namely roads, railways, air travel, waterways, ports as well as transport and trade.

1.2 The Workshop

The workshop aimed to bring together stakeholders drawn from a range of countries, institutions and transport disciplines to promote greater awareness of the above initiative and to consult with them on their main sources of transport sector data, the capacities and constraints that currently exist for the collection, analysis, storage and use of high quality data in the various transport sub sectors.

The workshop was organised by the IFRTD Secretariat, with a lead time of one month, and a modest budget. There were 22 participants from government and non-government organisations in 8 different African countries, complemented by an input from one Asian country, and three contributions from international organisations based in the African region.

Countries and Institutions represented

Ethiopia
Gambia
Kenya
South Africa
(Sri Lanka)
Tanzania
Uganda
Zimbabwe
ILO ASIST-Africa
Sub-Saharan Africa Transport Policy programme
UN HABITAT
World Bank, Washington

All of the participants were in some way involved in collecting, developing and using data sets as part of their day-to-day activity.

1.3 Workshop Objectives

The specific objectives of the workshop were to

- (a) identify the critical aspects of the need for reliable data in the transport sector
- (b) analyse the sector data presently available in relation to national, regional and global priorities and identify shortfalls
- (c) determine the national and sub-national capacity to update, analyse and report transport sector statistics in a sustainable way.
- (d) to identify capacity needs and gaps among primary stakeholders
- (e) to determine priorities and way forward in addressing inherent needs and priorities

The workshop was declared open by Dr Gerisshon Ikiara, the Permanent Secretary to the Ministry of Transport and Communications in Kenya. Peter Roberts, Lead Infrastructure Specialist in the World Bank's Infrastructure Vice Presidency, made a short presentation that provided an overview of the Transport Performance and Monitoring Indicators Initiative of the World Bank and outlined the relevance and importance of this workshop to the initiative.

1.4 Workshop Method

Discussions among participants were organised in four blocks.

On the first day, Block 1 provided an analysis of the context of the initiative. Here participants were encouraged to discuss the priorities for transport planning in the different countries and institutions and the data being collected. Three background presentations from Ethiopia, Sri Lanka and HABITAT, set the scene for the discussions. Block 2 comprised group discussion on what sort of indicators have proved useful for the countries represented in the context of formulating policy.

A synthesis of the outcomes of the first day's discussions was put together by a working group and endorsed in plenary. The discussions then shifted to looking at institutional arrangements and existing practices of data collection, storage, sharing and analysis in the countries and institutions represented (Block 3). Again, the scene was set through three presentations from Ethiopia, Sri Lanka and HABITAT's Global Urban Observatory. In the group discussions, participants focused on mapping the institutional arrangements and describing the existing frameworks for data collection. The concluding block comprised a presentation on the SSATP's indicator work, a review of what the workshop could contribute to the WB initiative, discussion and a few simple commitments to taking the work forward.

2.0 OUTPUTS

2.1 Country policy priorities and performance monitoring.

Several countries have integrated transport policies and there are many commonalities and overlaps in the policy priorities identified for each country. However, the areas of emphasis can differ from country to country depending on the political, economic and physical situation in each. For instance, Kenya is using 'road safety' as an entry point to regulating transport services; The Gambia has no railway but water transport plays a significant role in the transport system; landlocked countries like Zimbabwe emphasise corridor development; and the decentralisation enshrined in the Ugandan constitution, requires a more bottom-up approach to data collection and development of indicators.

Key dimensions embraced by the Transport Sector policy priorities in the region include the following

- Infrastructure development and the augmentation of services – road, rail, air, maritime and inland waters
- Impacts on poverty – both positive and negative
- Environmental externalities – particularly those which are negative
- Regional integration (inter-country), particularly the development of transport corridors and addressing the priorities of land-locked countries
- Regional integration (intra-country) including issues relating to rural-urban dichotomy, and the fact that neither can be considered in isolation
- Inter-sectoral linkages i.e. linkages between the transport sector and other service sectors so that transport problems can be resolved in a more holistic way for example, by siting facilities.
- Questions of accessibility to and affordability of transport services which are inextricably linked and must be considered together
- Social issues – such as the need to mainstream gender and assess the impact of transport on social welfare
- Issues of transport safety – particularly on roads
- Employment generation and labour standards
- Streamlining management of the transport sector, and issues relating to the ownership and control of public enterprises such as transport sector reforms, public private partnerships for road, rail, air and maritime transport.
- Capacity building

All participants saw a clear need for transport related information, data and indicators that would assist in addressing these policy priorities in practice and in planning and monitoring transport sector development.

Several participating countries described national processes to develop and use data sets and indicators. In some countries, as in the case of Ethiopia's Road Sector Performance Monitoring System, these were a result of focused initiatives. In others, such as Uganda or South Africa the collection of data and the development of indicators were mainstreamed in government activity.

In Tanzania, the Ministry of Communications and Transport has, since 2001, published the data and information available in its database, with a view to “facilitate effective sector policy formulation and monitoring, but also to meet the sector data and information requirements of other stakeholders”. The publication includes preparation of charts and figures that indicate trends and behaviours. Other countries (e.g. The Gambia) are working with the Sub-Saharan Africa Transport Policy Program to develop indicators. In Zimbabwe, data collection is even more severely constrained by resource issues.

2.2 Perspectives from International and Regional Organisations

From the perspective of the participating international and regional organisations, HABITAT’s focus was on the quality of life in urban cities. It recognised that there is little knowledge about how, why, to where, when and at what price the urban poor travel in developing country cities. This is a result of either poor data collection on urban transport in most developing country cities, including simple origin-destination surveys. This is particularly the case in sub-Saharan Africa. The HABITAT representative also noted that urban travel data and indicators were not tied to environmental measures, such as air-quality. There is little information on reliable emissions factors of vehicles being used nor even a rudimentary knowledge of the network they travel on.

HABITAT’s Global Urban Laboratory (GUO) is a worldwide monitoring and learning network which aims *to assist governments and partners with the collection and management of data to improve urban management, enhance the use of knowledge and urban indicators for policy formulation and synthesize and disseminate the results (global, national and city-level).* Under its function of Global Monitoring of the Habitat Agenda (HA) and Millennium Development Goals (MDGs), GUO has an urban indicators programme that uses two transport indicators: travel time and transport modes used. Data for four transport indicators are collected also under its Urban Inequity Survey. These are on transportation modes, traffic accidents, transportation expenses per month, and travel time.

At an ILO ASIST conference in 2003, there was a demand for developing indicators as tools for monitoring levels of employment creation in the development of transport infrastructure with a view to assessing the poverty impact of labour-based programmes.

The Sub-Saharan Africa Transport Policy Program (SSATP)’s Transport Indicator Initiative aims to coordinate and promote efforts to establish a common set of key transport sector performance indicators and assist client countries to build up capacity to collect the required data in a sustainable manner. One objective is to encourage the development of a set of high level indicators that summarize the situation of transport through 4 focus areas, which are deemed crucial for poverty alleviation and growth: Road Network Management; Rural Accessibility; Urban Transport Effectiveness; and Corridor Effectiveness. Another objective is to allow a finer appreciation of the state of the transport system in a given country by sub-sector: Transport Sector Management Sustainability; Road transport; Urban transport; Rail transport; Water transport and Air transport.

In the workshop there was considerable discussion around

- How far governments prioritise environmental concerns
- Urban-rural integration and the need to have indicators that consider urban-rural as a continuum rather than two distinct and isolated extremes.
- The issue of capacity building
- The use of benchmarks.

2.3 Institutional arrangements for collection and analysis of transport data.

In all countries, there are established institutional arrangements for the collection of transport data. The strengths and weaknesses of these arrangements vary. Typically, a national institutional arrangement for collecting, analysing and disseminating transport data and indicators involves linkages between the transport institutions and other key institutions of government. The Poverty Reduction Strategy process in many countries has provided the impetus for a more participatory approach involving communities and promoting interdepartmental, intersectoral and interorganisational linkages. Sectoral information is provided by line ministries and departments e.g. air transport, railway, maritime, roads, motor vehicles and licensing, safety, national roads, feeder roads, pipelines etc. Information gathering and analysis is coordinated by road coordination units, planning departments in the Ministries of Finance, in the Ministries of Communication and Transport or in the National Planning Authority. There is also data that is provided by the Bureau of Statistics, or a Central Statistics Authority that can use for analysis and compilation. The information is disseminated via publications or bulletins of the Central Statistical Authorities, the Line Ministries and is also available in sector reports. They are translated into the annual budget statements, budgets and plans of the different ministries.

There is a commitment in all the countries represented to collect data, and a growing trend of decision-makers using available data to make policy and planning decisions. Ethiopia, South Africa and Uganda have strongly institutionalised systems of data collection. The strengths of these arrangements derive from legal support and clear mandates, and experienced and established road authorities. In South Africa the Ministry of Transport carries out household travel surveys and make links with the Central Bureau of Statistics, the police and the road authorities to collect data on public passenger transport and freight transport. It has also carried out a baseline survey to ascertain the potential impact of the South African transport policy and surveys about 50% of the population in a national household travel survey. Good relationships with other service providers, a unit that coordinates, sufficient resources and modern technological capacity are some of the strengths of the South African system. The main weakness is that there is little data on freight movements.

In some countries however there is insufficient coordination between the institutions (Zimbabwe and The Gambia) and data collection and analysis is carried out separately by the different sectors (The Gambia). Where data has been gathered from the different institutions and put together, as in Tanzania, it may be too general to be useful and is not always translated into indicators. Lack of IT knowledge, particularly of managing databases, and incomplete transport sector reforms are major constraints to collecting data and making better use of existing data sets.

3.0 KEY MESSAGES FOR REGIONAL AND GLOBAL INITIATIVES ON TRANSPORT INDICATORS

The workshop generated some key messages for institutions working at the regional and global level on transport indicators, particularly for the World Bank's Transport Sector Performance and Monitoring Indicators Initiative and the Transport Indicators Initiative of the Sub-Saharan Africa Transport Policy Program.

1. Countries have their own priorities and structures for formulating transport performance indicators that needs to be respected.
2. Indicators can contribute to comprehensive transport sector approaches. They can link to PRSPs and help to mainstream social issues.
3. Some countries welcome the potential to compare and contrast transport sector performance and there is every likelihood of there being consistent indicators. However, there was clear agreement that comparisons between countries should not be the overriding consideration of a transport performance initiative.
4. Affordability of and accessibility to transport services are inextricably linked and must be considered together. Both are constrained by shortage of cash and time (related to location). Whereas there is some information on cash expenditure on transport services, there is little on levels of affordability or on time expenditure. .
5. Rural-urban contexts are interdependent and should be considered together as far as possible. They exist as a continuum and transport indicators need to reflect this continuum.
6. Environmental issues need to be reflected in transport indicators. Some of the issues that remain unresolved include locating the institutional responsibility for emissions, and facilitating the development of pre-emptive policies.
7. Safety issues were a major concern across the countries. It was noted that police records of accidents tended to be on the low side and that there maybe a need to triangulate the data with information from hospitals and other sources.
8. Corridor development and stronger regional integration is a key issue in many SSA countries.
9. Support for building on existing capacities and enhancing existing institutional arrangements in the different countries is important and this can strengthen the reliability of data, and sustainability of data collection practices..
10. Issues of sharing information in the public domain in a user-friendly way were raised but not discussed in detail. Participants expressed an interest in continuing the dialogue on indicators and sharing country experiences. They made commitments to feedback on the indicators proposed by the World Bank's

Transport Results Indicators Initiative and proposed formation of a virtual working group on Transport Indicators.

4.0 CONCLUSION

The workshop created an effective forum for sharing information and for debating the issues. It was an opportunity to make important linkages between the national, regional and global Indicator initiatives and to assess the potential for developing synergy and for building the capacities that could ensure the sustainability of the initiatives. The short lead time to the workshop resulted in a regional rather than international focus. The proposal to form a virtual working group on transport indicators suggests that there is a long term interest in developing appropriate indicators for the transport sector. Further workshops in the regions not fully represented in Nairobi (e.g. Asia, Latin America and French speaking West Africa), are likely to expand awareness of the value of collecting and maintaining accurate and timely transport sector data and increase the commitment to evidence-based analysis and decision-making in the transport sector.

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