Forum News

International Forum for Rural Transport and Development

Transport Results Impact Measurement

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Measuring What Matters?

"*Measurement does matter but do we measure what really matters?*" asked a participant at a workshop to review the measures and indicators that are used in the transport sector. This workshop was part of a collaborative workshop series, facilitated by IFRTD with the Transport and Urban Development Division of the World Bank, to open up debate on transport sector performance and impact measurement.

In this issue of Forum News we place this workshop series into the context of the wider Transport Results Initiative at the World Bank and summarise and share with you some of the case studies, debates and recommendations that are emerging. This Initiative is not only about understanding the data and indicators that will help us to manage efficient transport infrastructure and services, but also understanding how to monitor the social and economic impact of these interventions, alongside the sector's progress towards achieving the millennium development goals.

We want to hear your opinions too, turn to page 2 to find out how you can get involved in the debate.

Paul Starkey 2005

What does 'access to a road' really mean?

Transport Results Initiative at the World Bank

In 2003 the World Bank published its Infrastructure Action Plan (IAP) in response to concerns from its board that the Bank's focus on the key human development aspects of poverty reduction (such as basic health care and education) was at the expense of equally important infrastructure provision (including transport, energy and water supply). To some extent this is a consequence of the Millennium Development Goals (MDGs) adopted by the United Nations in 2000. The MDGs rightly address key outcomes for poor people such as raising incomes above the poverty threshold, reducing hunger, and reducing maternal mortality. Yet even combined with the 50 or so targets designed to underpin the goals there is no mention of the infrastructure services which we know to be an essential factor in achieving all eight MDGs. Water supply and sanitation are the exceptions since it is widely recognised that these play a vital role in reducing infant mortality.

The IAP acknowledged the need for the Bank to respond more effectively to client country demand for infrastructure and identified two main approaches:

- Rebuilding the knowledge base through strengthening country analytical work.
- Applying new and/or existing instruments of the World Bank effectively and to maximise leverage.

The Transport Sector Board recognised a clear need to take action in respect of the former and the Transport Results Initiative was established in 2003 by the Bank's small central transport unit for this purpose. The Initiative is designed to:

- Improve and expand regional and central infrastructure diagnostic work.
- Improve links between infrastructure diagnostic work and diagnostic processes in other sectors.
- Increase the impact of diagnostic work carried out under global programmes.
- Develop sector databases to improve performance and impact monitoring.

The essential principle is that ownership of transport data generally lies within the country in question. In addition to facilitating the operations work of the World Bank, and other development agencies, with their country partners, the Initiative has maintained direct contact with the approaches and priorities of developing countries through participation in networks such as IFRTD and SITRASS, and through a programme of consultative workshops (see page 2).

The Initiative covers all the main transport modes – road, rail, inland water, sea ports, and air. It also addresses specific aspects such as 'trade and transit' or 'urban transport' and encourages attention for less visible issues such as pedestrians and non-motorised transport. Strong emphasis is placed upon defining the core measures required to define and monitor the performance and impact of each mode.

Where practical the Initiative builds upon established practice, although there are often viable alternatives it is generally not proposed to replace established and functioning practices. It is important to ensure that definitions which are applied are clearly stated and understood. The need for clear definitions starts with the simplest of measures. For example

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when describing road length it is helpful to distinguish between 'national and main highways' and 'secondary and district roads' since these two classes of road tend to perform different economic and social functions within the overall network. It is the aim of the Initiative to encourage clear and coherent data collection, rather than to impose uniformity.

In the case of roads the initiative aims to be consistent with terminology used by the International Road Federation which has been compiling the global data set of 'Work Road Statistics' since 1958. Although precise definitions may vary from country to country, functional distinctions will remain broadly consistent. Some cross-country or regional comparisons may therefore be useful if made with contextual awareness. But tracking changes within a country will be more useful, assuming that definitions and measurement practices remain consistent in successive surveys.

Each country has various uses for sector data, ranging from the management of existing services and infrastructure, through the identification of unmet demand and expected changes in transport activity to the planning, design and monitoring of new interventions. Particularly in road transport there are increasingly complex interactions between private enterprise and public sector organisations at national and local government levels. As a result it has become increasingly difficult to access data on all significant aspects of the sector.

An important government priority, shared by the World Bank, is the need to focus more on the impact of transport in order to set it meaningfully in a wider socio-economic context. The Initiative has therefore identified key 'headline indicators' that are user and outcome oriented. The most established of these headline indicators is the Rural Access Index, which measures the proportion of the rural population with adequate access to transport. Other global sets of indices, such as the Urban Mobility and Freight Transport Cost, are also being developed as key social and economic diagnostics for the transport sector.

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AsiaRuTIN – Collaborating to Develop Indicators

The Indonesia Forum Group for Rural Transport and Development (IFGRTD) has proposed a Regional Partnership for Rural Indicators Development (AsiaRuTIN), with the aim of:

- Supporting the Asia region to develop the systems necessary for collecting reliable data that will inform policy and action in rural transport development.
- Encouraging the sharing of experiences and technical development.
- Facilitating a better understanding of rural transport performance by encouraging sound data collection methods

The outputs that this kind of interlinked regional research network could be expected to produce include:

- Brainstorming and short-listing of potential rural transport indicators.
- A methodological toolkit comprising guidance modules on various aspects of data collection.
- Testing of rural transport performance measurement in the region.
- Recommendations to harmonise regional data collection methods, and to establish mechanisms for data provision and communication.

As a starting point the IFGRTD has developed an interactive online platform **http://asiarutin.pustral-ugm.org** on which they have initiated the brainstorming of potential rural transport indicators. You are invited to visit this website and to contribute your own indicators to the list.

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The Rural Access Index – Too Supply Oriented?

At a recent IFRTD meeting in Tanzania, participants reflected on the various transport performance indicators under development. Of particular interest was the **Rural Access Index**, one of the most established headline indicators. The view was expressed that it's current definition: **% of population within 2kms of a motorable road** is not sufficiently oriented to livelihood outcomes. Distance to a motorable road on its own does not sufficiently capture the complexities of rural access which include availability, affordability and reliability of transport services. It was questioned whether the computation of the index should incorporate time in addition to distance.

What do you think? The IFRTD would like to hear your opinions. Email or write to the IFRTD Secretariat or share your views on our web blog at **http://ruraltransport.blogspot.com** We will share all the comments we receive with the network and feed them into the ongoing World Bank Transport Results Measurement Initiative.

Key reference: Rural Access Index: a key development indicator, Roberts P, KC Shyam and Rastogi C; Transport Paper TP-10, World Bank. March 2006. Available online at http://ruraltransport.blogspot.com

Workshop Series Broadens Stakeholder Dialogue

Over the past 2 years IFRTD has been collaborating with the Transport and Urban division (TUDTR) of the World Bank's Infrastructure vice-presidency to create a platform for stakeholder dialogue in the development of transport performance and impact indicators.

To date three successful regional workshops have been held, in collaboration with IFRTD partners, in Kenya, Sri Lanka and South Africa, in 2004, 2005 and 2006 respectively. Each workshop gathered together between 25 and 30 stakeholders from national, regional and international agencies and organisations working in the transport sector.

All three workshops held the common objective of engaging experts and stakeholders in a dialogue on current developments with respect to transport performance monitoring. They facilitated the exchange of information on existing practices for collecting and managing data, and the challenges that exist in ensuring evidence based transport sector decision making processes. All the workshops were held in the spirit of consultation, sharing, and learning – as such no formal country or institutional policy positions were presented, debated or adopted.

In general most stakeholders accept that the transport sector has lagged behind other sectors in linking transport performance to development. This is due to the perspective of transport not as an end in itself but as a means to achieving national and sub-national objectives through other sectors. Consequentially in many countries transport considerations are insufficiently reflected in national development strategies.

At the Asia workshop it was noted that in many countries the development of tools for performance monitoring has been slow and uneven and where progress is being made it is limited to small enclaves of donor supported programmes. Furthermore performance monitoring is rarely driven by the need to provide information to the public but rather to account to the donors and financiers of various programmes.

There is a need to go beyond performance monitoring to impact accounting. The increasing demand for poverty impact accounting by all sectors places a demand on the transport sector to improve its data collection and management framework. While performance indicators are important in assessing efficiency of achieving outputs, impact indicators would be based on a wider context outwith the transport sector, covering such issues as the environment, social and gender impacts, as well as economic and political dimensions.

The need to have a generic data collection framework across different transport sub sectors, agencies and countries was underscored. Current performance monitoring is seldom comprehensive to the transport sector as a whole. The sector is

fragmented into sub-sectors, infrastructure types and modes. In most countries there is no agency with the mandate to oversee and ensure the development of integrated sector wide transport policies and strategies, including the interface of data with other sectors to which transport is an essential input. A generic but flexible framework would support the creation of common definitions, terminologies and measurement systems and enable coherence in reporting as well as facilitate inter-country comparisons and benchmarking.

There is also a need for minimum baseline information on national transport and travel characteristics. It was noted that while most countries collect data on physical assets and technical performance in the various sub-sectors, there is limited data showing national travel patterns and characteristics. This means there is limited knowledge of existing transport service levels across a country and therefore no basis for defining service standards. Attempts to address this problem through the use of household travel surveys, has only occurred in a few countries.

Key recommendations arising from the Workshop Series to date include:

1) The need to develop a national coordination mechanism for the collection and management of transport sector data. This would ensure a common framework for data collection and would assist in the assessment of progress towards national and international development goals.
2) The institutionalisation of national household travel surveys. These can be undertaken as stand alone activities or can be integrated into routine household surveys or population census exercises. Based on the South African national household survey experience (see below) it was recommended that countries wishing to collect national transport data should look at their own data needs and policy priorities to develop their own survey questionnaires. Countries should also begin collecting data through a small-scale survey of 3 – 5000 households that can be expanded over time if further data collection is required.

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South Africa Undertakes Largest National Household Travel Survey

The results of South Africa's National Household Travel Survey were released last year (2005). This was the first representative nationwide household travel survey in the country, involving a sample of 45,000 households. It was conducted in 2003 in collaboration with the Department of Transport and Statistics SA.

According to South Africa's Minister for Transport the survey, believed to be among the largest undertaken worldwide, would help government to define problems and seek solutions to transport challenges. The survey provided key performance indicators that will enable different spheres of government to access detailed data that will assist them in the formulation of their integrated transport and development plans.

In general the survey provides accurate analysis on transport patterns according to gender, modes of transport, rural and urban areas, and local authority planning zones (eg. townships, suburbs, etc)

Among the key issues raised by the survey were:

- How to evaluate and more effectively target public transport subsidies.
- How accessible transport is for accessing employment.
- The affordability of transport.
- The level of safety and security.

About 41% of South Africa's population lives in rural areas, compared to 33% in metropolitan areas and 26% in urban areas. The Survey showed that the incidence of households with transport problems was highest in rural areas and lowest in urban settlements, for example:

- Approximately 82% of rural households experience transport problems.
- In one of the poorest districts, OR Tambo Municipality, 65% of respondents have no bus service and 25% are more than 30 minutes away from a taxi service. In addition 95% of learners walk to school, of which 36% walk for longer than 30 minutes. There are 245, 000 children who walk for more than an hour per day getting to and from school in this district municipality.
- The Survey investigated travel times to medical services by province. Overall 44.2% of South Africa's population is within 1–15 minutes travel time to a health facility. However provinces with a high proportion of rural households have severe problems. In Eastern Cape for example 16% of households travel for more than an hour to access medical services. 40.7% of households surveyed access health services by walking, with the highest incidences of walking occurring in Free State (59.7%), Northern Cape (52.7%) and Limpopo (49.2%).

Approximately 82% of rural households experience transport problems

Across all race groups and all provinces respondents indicated that the most important factor considered when travelling was safety from accidents, and that if security concerns were also included then their choice factors became 'even more overwhelming'. More than one million people, many among the economically active, reported that they suffered one or more forms of disability which affects their ability to travel.

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Nairobi's 2004 Urban Household Travel Patterns Survey

The Nairobi Urban Household Travel Patterns Survey (UHTPS) was carried out in 2004 with an overall objective of providing innovative and practical solutions to present and future public transportation challenges in Kenya's urban centres. Specific objectives included:

- Carrying out a transport demand survey for Nairobi
- Formulating a suitable model for current and future demand
- Analysing the performance of the current transport system
- Determining the optimal size for public service vehicles and factors influencing the cost of urban travel.
- Formulating policy proposals to improve urban transport performance in Nairobi.

The survey covered; households throughout the city of Nairobi, vehicle operating crews, public transport companies, public transport users and key informants. It comprised five distinct survey types:

- Household Travel Surveys – Interviewing over 7204 urban transport service users from 2105 randomly selected households. These households were distributed into 27 traffic zones using administrative boundaries, poverty indices, land and geographical features, and the main urban public transport corridors.
- Traffic Census Surveys – three categories were conducted; traffic counts, delay studies – and roadside origin and destination studies performed at eight different locations.
- Travel Cost Data Surveys – Mainly targeting operators or owners of eight public transport companies operating within the city. This component also included waybill surveys in which research assistants

rode in public transport vehicles to record passenger numbers as well as odometer readings and schedule times.
- Vehicle Operating Crew Surveys
- Key Informant Surveys – Including representatives from government or its agencies, local authorities, and civil society.

The results from the survey demonstrated that for at least 68% of households transport accounts for more than 10% of their total household expenditures. 42% and 9% of travellers are opting for public and private transport respectively. Public service vehicles transport 78% of passengers despite accounting for only 36% of total traffic volume in the city, and within this figure the ratio of matatus to buses is 14:1. 49% of the city's dwellers still rely upon non-motorised transport (NMT) including walking and cycling.

"49% of the city's dwellers still rely upon non-motorised transport, including walking and cycling."

The survey applied a number of indicators to assess the performance of the urban transport system. These included urban travel times, fuel utilisation, and intersection performance.

Recommendations that have emerged from this study include:

- The clear need to integrate urban land use and transport planning for the city of Nairobi and surrounding areas. This could be done by vesting the powers to plan for and control land use to an independent body such as a Metropolitan Transport Authority
- The current transport supply system needs reorganisation to account for existing growth patterns. Measures could include:
  - Shift to a high occupancy transport system.
  - Focus on the development of missing links within the transport system to move traffic away from the Central Business District (CBD).
  - Focus on building a network of non-motorised transport lanes including the pedestrianisation of the CBD and other commercial precincts.
  - Mitigate externalities by supporting environmentally friendly fuels as well as a zero-accident programme for the city.
  - Ensure consumers of urban transport are made aware of the full extent of their transport choices through proper application of economic instruments such as parking fees.

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News and Events

IFRTD welcomes new Regional Coordinator for West and Central Africa

In September IFRTD appointed a new Regional Coordinator for West and Central Africa. Based in his home country of Cameroon, Guy Augustin Kemtsop will work with NFGs and active members in the Francophone Africa region to advocate for improved rural transport policies and practices.

Guy comes to IFRTD with a vast experience in rural transport issues. Most recently, as an active member of the Forum, he participated in the development and testing of a rapid assessment methodology for the Sub Saharan Africa Transport Program coordinated by the World Bank (SSATP).

We at the Secretariat are sure that IFRTD members and NFGs will enjoy working with Guy and will join us in welcoming him to his new position in the Secretariat team.

Please email Guy at **guy.kemtsop@ifrtd.org**.

IFRTD Asia – Networking for Skills Transfer

The Planning Division of the Ministry of Provincial Councils and Local Government in Sri Lanka recently requested assistance from IFRTD in recommending appropriate training for Ministry Officials and Engineers in rural transport, specifically rural road planning, maintenance management and road surfacing alternatives. In response, and in collaboration with IFRTD networks in Bangladesh, India and Vietnam, IFRTD Asia and the Ministry have developed a programme of awareness and technical training.

In Bangladesh the Sri Lankan engineers will receive training from the Local Government Engineering Department (LGED). In India the National Rural Road Development Agency (NRRDA), responsible for the Prime Minister's Rural Road Programme (PMGSY), has offered free training to the Engineers. The IFRTD affiliated Rajasthan Regional Forum Group, technical advisor to the PMGSY, has also arranged a 3 day theoretical training and field visit. The training will focus on decentralised systems, and community participation with regard to rural road development.

Inputs from Vietnam are still under discussion. IFRTD has approached a network member organisation with extensive experience in road surfacing research in Vietnam who are exploring the design of suitable training

In the meantime communications between the Nepal Forum for Rural Transport and Development (NFRTD) and the Bangladesh Forum for Rural Transport and Development (BNFRTD) have identified a similar need for Nepalese engineers to receive training on rural road maintenance management. BNFRTD is exploring the possibility of a common training scheme for the Nepalese and Sri Lankan engineers.

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About Us:

The IFRTD is a global network of individuals and organisations working towards improved access and mobility for the rural poor. It provides a framework for collaboration, information sharing, debate and advocacy that bridges traditional geographic and institutional boundaries.

Membership of the IFRTD is free. All members receive Forum News and any other publications that are made available to the network. In over 20 countries autonomous networks that subscribe to the vision of the international network have become affiliated to the IFRTD as National Forum Groups (NFGs).

The IFRTD is facilitated by a small, decentralised Secretariat based in the UK, Cameroon, Kenya, Peru, and Sri Lanka.

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