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Implementation Plan coupled with Monitoring and Evaluation Framework



Original

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1. INTRODUCTION

1.1 Background

AURECON South Africa (Pty) Ltd was appointed in September 2008 to undertake the development of the Limpopo Rural Transport Strategy.

This document presents the Implementation Plan as well as the Monitoring and Evaluation System for rural transport projects in the province. It constitutes the second and third portion of the 3rd Phase of the overall project. The first portion of the 3rd Phase, namely 10 rural transport project tender documentations is attached as separate documents to this report.

The Implementation Plan as well as the Monitoring and Evaluation Framework for Rural Transport Projects are part of the Rural Transport Implementation Plan, which has coupled Tender Documentations, a Monitoring and Evaluation Framework with an Implementation Plan.

The objectives behind the development of an Implementation Plan as well as the Monitoring and Evaluation (M&E) Framework are

- To present a guideline plan that will monitor the execution of rural transport strategies as well as rural transport capital projects; and
- To introduce a checking and appraisal framework within the transportation planning unit of the Department of Roads and Transport that will assist in the management of rural transport projects.

1.2 Outline of this Report

The remainder of this report is as follows:

- (1) **Chapter 2** provides an outline of the implementation plan for rural transport strategies and rural transport capital projects;
- (2) The components of a Monitoring and Evaluation Framework are presented in **Chapter 3**;
- (3) **Chapter 4** provides an agenda for monitoring and evaluation of rural transport projects in Limpopo;
- (4) The guideline for monitoring and evaluation of rural transport projects within Limpopo is captured in **Chapter 5**; and
- (5) **Chapter 6** concludes the report and project.

2. IMPLEMENTATION PLAN FOR RURAL TRANSPORT STRATEGIES AND CAPITAL PROJECTS

2.1 Implementation Plan

An Implementation Plan is a management tool for a package of measures, designed to assist implementation agents to manage and monitor implementation effectively.

It is standard for an implementation plan to be:

- Succinct but not to the point that important information is buried;
- Jargon free – it should be capable of being understood by everyone using them;
- Based on a sound programme logic, presenting a clear line of sight from the original proposal and the Departmental expectations;
- Clear on timeframes, especially where there are interdependencies with other programmes or measures or critical requirements; and
- Clear on the decision pathways forward.

Implementation plans are therefore intended to be scalable and flexible; reflecting the degree of urgency, innovation and complexity.

This section of the report therefore provides an implementation plan for rural transport strategies as well as the rural transport projects presented in Phase 2.

Table 1: Implementation Plan for Rural Transport Strategies

PROJECT	PURPOSE	PROPOSED IMPLEMENTATION AGENT	DURATION OF PROJECT	PROPOSED START QUARTER	PROPOSED END QUARTER	PROPOSED PROJECT COST
Designated Rural Transport Unit	Creating of single point of contact for rural transport planning related matters within the Limpopo Province	DoRT	6 months	2011 Quarter 2	2011 Quarter 3	R250, 000
Funding of Rural Transport Infrastructure and Rural Transport Services	Identification of source of funding for rural transport projects	DoRT	1 month	2011 Quarter 3	2011 Quarter 3	R250, 000
	Securing of funding for rural transport investment.	DoRT	Continuous	2011 Quarter 4	Continuous	Dependent on Plan of Engagement
Formulation of Operational Groups	Crystallise Institutional Interaction Forums	DoRT	3 months	2011 Quarter 4	2011 Quarter 4	R250, 000
Rural Capacity Programme	Development of the Rural Transport Planning Capacity Plan	DoRT & Local Municipalities	3months	2012 Quarter 1	2012 Quarter 1	R100, 000
	Implementation of Rural Transport Planning Capacity Plan	DoRT & Local Municipalities	Continuous	2012 Quarter 2	Continuous	Dependent on Needs Assessment
Development of Strategic Rural Transport Corridors	Identifying, developing and consolidating strategic rural transport corridors in support of the PGDS priorities and the LEGDP	DoRT	9 months	2012 Quarter 2	2012 Quarter 4	R800, 000
Development of Guideline Plan for acceptable Rural Transport Infrastructure	Ensure rural transport infrastructure is within acceptable design standards	DoRT	6 months	2012 Quarter 2	2012 Quarter 3	R650, 000
Development of Rural Transport Service Key Performance Indicators	Ensure rural transport services address the needs of rural communities and vulnerable groups within the province	DoRT	6 months	2012 Quarter 2	2012 Quarter 3	R650, 000
Guideline Plan for	Ensure basic access to rural transport services	DoRT	6 months	2012	2012	R650, 000

PROJECT	PURPOSE	PROPOSED IMPLEMENTATION AGENT	DURATION OF PROJECT	PROPOSED START QUARTER	PROPOSED END QUARTER	PROPOSED PROJECT COST
Provision of Rural Transport Services	through scheduled or guaranteed rural transport services			Quarter 2	Quarter 4	
Development of Limpopo Rural Access Road Programme	Increase accessibility of rural communities and vulnerable groups to basic services through the development of a 5-year Implementation Plan for Rural Access Roads Programme encompassing all rural access roads	RAL	9 months	2013 Quarter 1	2013 Quarter 3	R900, 000
Development of a Regulatory Framework for Rural Transport Infrastructure & Rural Transport Services	Developing regulation and control systems for rural transport infrastructure and rural transport services	RAL and DoRT	6 months	2013 Quarter 4	2014 Quarter 1	R650, 000

2.2 Framework for Capital Project Prioritization

Rural transport investment plays a vital role in the eradication of poverty and the achievement of rural transport objectives set for Limpopo Province. However, the nature of rural transport investment makes it difficult to prioritise because they cannot undergo the formal economic quantification route.

The approach followed in capital project prioritization is the development of a framework that makes use of measurement of indicators that support Limpopo's Rural Transport Objectives.

The Capital Project Prioritization approach is two-folded, with the following steps:

2.2.1 Step 1: First Order Assessment

The first assessment, which is presented in this report, is based on social impacts that support Limpopo rural transport objectives. Social impacts are wide range multi-dimensional by nature – they are interactive and complex non-economic benefits that have a potential to improve due to change in transport conditions.

For the first assessment, the following social impacts are considered:

- Promotion of Non-Motorised Transport (the number of non-motorised transport and the demand thereof); and
- Improvement in Service Delivery (the impact of the development on service delivery).

2.2.2 Step 2: Second Order Assessment

The second assessment, which is dependent on the outcome of Detail Design of the ten short-term projects, is depended on technical impacts that support the Limpopo rural transport objectives.

The parameters that need to be considered during the second assessment should include:

- Financial status of the rural transport fund;
- The exact cost of improvement;
- The complexity of design and implementation;
- The extent of labour-intensive method during construction; and
- Political or community priority; among others

It is recommended that after the development of capital project designs further assessment should be undertaken to determine which projects should be implemented within a given financial year.

2.3 First Assessment: Capital Project Prioritization

The social impacts mentioned in **Section 2.2.1** were assigned a weighing. The weighing factor was applied to social impact amount for each project to yield the total weight as shown in **Table 2**.

Table 2: Social Impact Assessment for Limpopo Rural Transport Projects

PROJECT	LOCALITY	TOTAL WEIGHT
Rehabilitation of Internal Roads in Maeteletsa	Lephalale LM (Waterberg DM)	50
Tarring of D2510 from Ka-Xitlakati to R529	Giyani LM (Mopani DM)	43
Tarring of D3910 from P277/1 to Tshikondeni Mine	Mutale LM (Vhembe DM)	31
Upgrading of D4177 & D4176 from Shakung Village to R37	Tubatse LM (Sekhukhune DM)	33
Construction of Public Transport Facility in Vianna	Magalakwena LM (Waterberg DM)	52
Tarring of D11 from Lemondokop to R81	Letaba LM (Mopani DM)	49
Tarring of D4050 from Kappa to Mashushu	Lepelle-Nkumpi LM (Capricorn DM)	35
Introduction of Scheduled Public Transport Services from Tshituni to Khomela	Makhado LM (Vhembe DM)	23
Provision of Public Transport and Road Infrastructure for the Leolo Mountain Village	Makhuduthamaga LM (Sekhukhune DM)	43
Upgrading of Eldorado Route to De Vrede into a tarred Road	Blouberg LM (Capricorn DM)	47

The projects were then prioritised as follows:

1. Urgent need of intervention based on site visits done during data collection period;
2. Promotion of new rural transport methodology / technology / infrastructure; and
3. The total weight of the project – higher preference is given to projects that will contribute more to service delivery.

Table 3: First Prioritisation Assessment for Limpopo Rural Transport Projects

PROJECT	LOCALITY	TOTAL WEIGHT	PROJECT PRIORITISATION
Updating of Current Transport Records	Provincial	-	1
Provision of Public Transport and Road Infrastructure for the Leolo Mountain Village	Makhuduthamaga LM (Sekhukhune DM)	43	2
Introduction of Scheduled Public Transport Services from Tshituni to Khomela	Makhado LM (Vhembe DM)	23	3
Construction of Public Transport Facility in Vianna	Magalakwena LM (Waterberg DM)	52	4
Tarring of D3910 from P277/1 to Tshikondeni Mine	Mutale LM (Vhembe DM)	31	5
Upgrading of D4177 & D4176 from Shakung Village to R37	Tubatse LM (Sekhukhune DM)	33	6
Tarring of D4050 from Kappa to Mashushu	Lepelle-Nkumpi LM (Capricorn DM)	35	7
Tarring of D2510 from Ka-Xitlakati to R529	Giyani LM (Mopani DM)	43	8
Upgrading of Eldorado Route to De Vrede into a tarred Road	Blouberg LM (Capricorn DM)	47	9
Tarring of D11 from Lemondokop to R81	Letaba LM (Mopani DM)	49	10
Rehabilitation of Internal Roads in Maeteletsa	Lephala LM (Waterberg DM)	50	11

The implementation plan for the above capital projects is presented in **Table 4**.

Table 4: Implementation Plan for Rural Transport Capital Projects

PROJECT	PURPOSE	PROPOSED IMPLEMENTATION AGENT	DURATION OF PROJECT ¹	PROPOSED START QUARTER	PROPOSED END QUARTER	PROPOSED PROJECT COST
Updating of Current Transport Records	Ensure availability of current infrastructural and service information	DoRT and District Municipalities	6 months	2011 Quarter 3	2011 Quarter 4	R500 000 ²
Rehabilitation of Internal Roads in Maeteletsa	Increase accessibility of rural communities and vulnerable groups to basic services	RAL	5 months	Highly dependent on success of securing funds for rural transport capital projects. It has been proposed that funds should be sourced as from Quarter 4 of 2011. It is further proposed that implementation of these projects should be in line with guideline plans for Rural Transport Infrastructure and Services.	2011 Quarter 4	R1 300 000
Tarring of D2510 from Ka-Xitlakati to R529	Increase accessibility of rural communities and vulnerable groups to basic services	DoRT / RAL	7 months			R1 800 000
Tarring of D3910 from P277/1 to Tshikondeni Mine	Increase accessibility of rural communities and vulnerable groups to basic services	DORT / RAL	7 months			R1 800 000
Upgrading of D4177 & D4176 from Shakung Village to R37	Increase accessibility of rural communities and vulnerable groups to basic services	DoRT / RAL	7 months			R1 800 000
Construction of Public Transport Facility in Vianna	Increase accessibility of rural communities and vulnerable groups to basic services	DoRT	5 months			R1 650 000
Tarring of D11 from Lemondokop to R81	Increase accessibility of rural communities and vulnerable groups to basic services	DoRT / RAL	7 months			R1 800 000
Tarring of D4050 from Kappa to Mashushu	Increase accessibility of rural communities and vulnerable groups to basic services	DoRT / RAL	7 months			R1 800 000
Introduction of Scheduled Public Transport Services from Tshituni to Khomela	Increase accessibility of rural communities and vulnerable groups to basic services	DoRT	6 months			R1 200 000
Provision of Public Transport and Road Infrastructure for the	Increase accessibility of rural communities and vulnerable groups to basic services	DoRT / RAL	7 months			R1 800 000

¹ The duration for capital projects indicated is for design work only. Once detailed design has been completed, second prioritization assessment needs to be undertaken to align implementation of capital projects on technical merit.

² This amount assumes that the provincial department will not conduct the actual data collection but will collect current information from districts and their local municipalities and consolidate to reflect a provincial perspective.

PROJECT	PURPOSE	PROPOSED IMPLEMENTATION AGENT	DURATION OF PROJECT ¹	PROPOSED START QUARTER	PROPOSED END QUARTER	PROPOSED PROJECT COST
Leolo Mountain Village	basic services					
Upgrading of Eldorado Route to De Vrede into a tarred Road	Increase accessibility of rural communities and vulnerable groups to basic services	DoRT / RAL	7 months			R1 800 000

3. COMPONENTS OF A MONITORING AND EVALUATION FRAMEWORK

3.1 Background

Monitoring and evaluation (M&E) is an integrated reflection and communication system within the project that must be planned, managed and resourced - it is not simply a statistical task or an external obligation.

An M&E system normally requires designing and setting up; gathering and managing information; reflecting critically for purposes of improving and communicating and reporting results.



The purpose of developing a Monitoring and Evaluation Framework for Limpopo's Department of Roads and Transport is therefore to give guidance to the Department and its linked public entities that are to carry the responsibilities of project management of transport planning projects through a well-functioning M&E system.

This chapter provides a brief description of the elements needed to ensure that Limpopo Province provides quality transport infrastructure and services to the rural settlements found within its jurisdiction.

3.2 Clarifying the Terms and Concepts of M&E

The term 'monitoring' and 'evaluation' or 'M&E' might suggest that the concept and practice is synonymous with 'performance observation'. While the latter two terms both refer to approaches to measuring 'performance', it is important to note the distinctions between these two tools of accountability and governance. It is also useful to recognize the ambiguity around each of these terms. They often mean different things to technical and non-technical people and not infrequently, among technical people.

Monitoring is a form of evaluation that is performed while a project is being implemented, with the aim of improving the project design and functioning while in action. **Evaluation** on the other hand studies the outcome of a project with the aim of informing the design of future projects. Monitoring and Evaluation (M&E) is therefore a management tool for those who manage anything from a small project component to an entire project. Evaluation and monitoring systems are an effective way to:

- **Provide constant feedback** on the extent to which the projects are achieving their goals.
- **Identify potential problems** at an early stage and propose possible solutions.
- **Monitor the accessibility of the project** to all sectors of the target population.

- **Monitor the efficiency** with which the different components of the project are being implemented and suggest improvements.
- **Evaluate the extent to which the project is able to achieve its general objectives.**
- **Provide guidelines** for the planning of future projects.
- **Influence sector assistance strategy** through the highlighting of the outcomes of previous interventions, and the strengths and weaknesses of their implementation.
- **Improve project design** through the use of indicators for monitoring project performance.
- **Incorporate views of stakeholders**, encouraging ownership and accountability.
- **Show need for mid-course corrections.**

3.3 Purpose of Monitoring and Evaluation Framework

The aim of this monitoring and evaluation framework is to establish a unified, coherent and integrated framework for **monitoring** and **evaluation** of rural transport programmes being implemented by the Department of Roads and Transport and its linked public entities.

It should be noted that even if the focal point for this framework is ‘rural transport programmes’ this framework is structured in a manner that will allow the Department of Roads and Transport to apply the fundamentals throughout its Transport Planning Unit.

The objectives of the Monitoring and Evaluation Framework are:

- To enable improved monitoring and evaluation of transport planning performance in the Department of Roads and Transport and its linked public entities;
- To guide the collection of data and use evidence-based monitoring information to inform management and decision makers in an effort to improve learning and results;
- To guide capacity building initiatives to build capacity for M&E and foster a culture of governance and decision making;
- To contribute to sustained improvement in programme planning, budgeting and implementation management through enhanced evidence-based learning; and
- To improve reporting at all levels and to make it simpler, better and faster.

3.4 Key Monitoring and Evaluation Principles

The successful development, implementation and sustainability of a Monitoring and Evaluation (M&E) Framework require four essential building blocks:

Table 5: Key Principles of an M&E Framework³

PRINCIPLE	ATTRIBUTE	FINDING
Improved Governance	<ul style="list-style-type: none"> • Transparency • Accountability • Participation • Inclusion 	<ul style="list-style-type: none"> • All findings are publicly available unless there are compelling reasons otherwise • Use of resources is open to public scrutiny • Voice is provided to historically marginalised people • Traditionally excluded interests are presented through the M&E processes
Developmentally-oriented	<ul style="list-style-type: none"> • Rights-based: Bill of rights • Pro-poor orientation • Service delivery and performance • Learning • Human resource management • Impact awareness 	<ul style="list-style-type: none"> • A rights-based culture is promoted and entrenched by its inclusion in the value base for all M&E processes; • Poverty's causes, effects and dynamics are highlighted and the interests of poor people are promoted and priorities; • Variables reflecting institutional performance and service delivery are analysed and reviewed, links are identified and responsive strategies are formulated; • Knowledge and an appetite for learning are nurtured in institutions and individuals • The skills needed for deliberative M&E are available, fostered and retained
Alignment and Integration	<ul style="list-style-type: none"> • Aligned • Integrated 	<ul style="list-style-type: none"> • The M&E System needs to be aligned with national policy on M&E and provincial strategic planning frameworks; • Integration mechanism ensure alignment is achieved and maintained i.t.o who does what, within the multi-sector and multi-departmental situation
Ethics and Integrity	<ul style="list-style-type: none"> • Confidentiality • Respect • Representation competence • Fair Reporting 	<ul style="list-style-type: none"> • There is responsible use of personal and sensitive information and promised of anonymity and non-identifiability are honoured and relied upon; • Dignity and self-esteem is built amongst stakeholders and affected persons; • There is skilful and sensitive implementation of M&E processes; • Those engaged in monitoring and evaluation fairly represent their competence and the limitations of their reports; • Reporting provides a fair and balanced account of findings
User-oriented	<ul style="list-style-type: none"> • Defining and meeting expectations • Supporting utilisation 	<ul style="list-style-type: none"> • Meet knowledge and strategic needs; • Record of recommendation is maintained and their implementation followed up • An accessible central repository of evaluation reports and indicators is maintained

³ Based on the Framework for the Government-wide Monitoring and Evaluation System

PRINCIPLE	ATTRIBUTE	FINDING
Methodologically Sound	<ul style="list-style-type: none"> • Consistent indicators • Data-based • Triangulated 	<ul style="list-style-type: none"> • Common indicators and data collection methods are used where possible to improve data quality and allow trend analysis; • Findings are clearly based on systematic evidence and analysis • Methodology matches the questions being asked; • Multiple sources are used to build more credible findings
Operationally Effective	<ul style="list-style-type: none"> • Planned • Scope • Managed • Cost-effective • Systematic 	<ul style="list-style-type: none"> • Tasks match the available resources; • Conscientious management of the function leads to sustained on-time delivery of excellence; • Benefits are clear • Robust systems are created that are resilient and do not depend on individuals or chance

4. AGENDA FOR MONITORING AND EVALUATION FRAMEWORK IN LIMPOPO

The successful development, implementation and sustainability of a Monitoring and Evaluation (M&E) Framework for Limpopo Province requires the following foundation:

- **Vision:** An understanding of how M&E information can assist transport planning managers and decision makers. This of course requires strategic leadership as well as a clear understanding of the basic concepts and potential uses of M&E.
- **Enabling Environment:** A fundamental requirement to ensuring a commitment to not only launch an M&E exercise but to sustaining it over the long-term. This translates into a commitment to resource such an exercise as well as providing an enabling environment to allow it to develop and mature. Given that the introduction of an M&E system might challenge the current culture and the way of doing things within the Department, political will and leadership are essential to support the values and ethics that underlie a successful M&E system; that is, transparency, objectivity, accountability and a commitment to a ‘results’-orientation and good governance.
- **Technical Capacity and Infrastructure to supply M&E Information:** Technical capacity includes both the existence of credible and relevant data and information-gathering systems as well as the skilled personnel to gather, analyse and report on the performance of Departmental strategies and programs.

Additionally, infrastructure is needed to help ensure a systematic, comprehensive and credible approach to M&E. This should include standards that would clarify roles, responsibilities and accountabilities for performing **monitoring** and **evaluation**; establish expectations across the system re timing and level of reporting; and, set out quality standards for M&E conduct. The infrastructure would also include the organizational units that would serve to conduct or manage M&E exercises; as well, the political champion whose role is to provide the policy direction, oversight and assistance, needed particularly for new emerging M&E systems.

- **Infrastructure to Demand and Use M&E Information:** The capacity to use M&E information requires both a clarity of expectations i.e. where and how M&E information is intended to be used within the Department (e.g. planning, policy or program development; decision-making; budgeting), as well as the capacity within Department to actually incorporate and use the M&E information as part of the normal process of business.

The latter is based on the assumptions that non-technical personnel (e.g. program managers) have a suitable appreciation of M&E concepts and that there are adequate ‘incentives’ within the organization to ensure that managers will actually

use M&E information, reporting credible and unbiased results information in a timely fashion. Further, this reinforces the need within the Department for formal or informal vehicles and for reporting and sharing M&E information.

In general terms, the discussion of these four ‘building blocks’ really points to two prime foundation pieces for an M&E system launching: **political will for change** and **development of M&E infrastructure**.

Political support is needed as an essential ‘driver’ to (1) launch and resource the M&E exercise; (2) lead the change in Departmental culture that may be needed; (3) provide the champion(s); (4) ensure an enabling environment; (5) deflect resistance to the introduction of M&E and the changes that this might imply; and (6) provide the basis to help ensure that the M&E system is sustainable over the long term.

The successful development and implementation of an M&E system takes more than political will though. Even with a resource commitment to invest in M&E development, the technical hurdles may require a lengthy process to put in place and develop credible data systems; train needed M&E specialists; and educate managers throughout the system on how and where M&E information will be used.

This is generally a lengthy and iterative process, where allowance for continuous learning and improvement through oversight mechanisms is particularly beneficial to the improvement of the M&E system.

Table 6 below provides a more detailed elaboration of the political and technical factors inherent in the M&E building blocks. This listing could be considered as a ‘checklist’ of the Critical Success Factors for developing and implementing an M&E system.

Table 6: Agenda for developing an M&E Framework

CRITICAL SUCCESS FACTOR	KEY CONSIDERATIONS FOR SUCCESS
Drivers	<ul style="list-style-type: none"> • What is driving the demand for M&E? • What are the broad goals of the exercise?
Uses	<ul style="list-style-type: none"> • How will M&E information be used? By whom? And, for what audience(s)? • Are there real needs for information that are currently not being met?
Leadership	<ul style="list-style-type: none"> • Is leadership supportive? Leading the way? • Is there a 'champion' for the M&E exercise?
Commitment	<ul style="list-style-type: none"> • Is there commitment to not only launch an M&E exercise, but to also sustain it? • What will serve as the basis to ensure that an M&E system gets implemented? Is sustained?
Resourcing	<ul style="list-style-type: none"> • Where will the resources to develop systems and hire & train skilled personnel come from? • Will institutions be required to internally reallocate? Or, be given new money?
Accountability	<ul style="list-style-type: none"> • Who will be accountable for ensuring that an M&E system is a functioning part of the Department? • Have roles & responsibilities been firmly established?
Technical Capacity	<ul style="list-style-type: none"> • Is there a capacity (data systems & infrastructure) to collect reliable data & report credible information? • Is there an adequate analytical capacity (skilled personnel)? • Are there existing institutions that could serve as credible 'partners' (e.g. National Statistical Office; Research institutes)?
Infrastructure to Supply M&E Information	<ul style="list-style-type: none"> • Is there a Policy and a set of Standards in place that describe roles, responsibilities & expectations re the operation of the M&E system and the use of M&E information? • Are the organizations & Units that collect & analyze M&E information structured & adequately resourced (\$ & HR)? • Is the M&E information that gets reported credible, timely & responding to the priority issues?
Infrastructure to Use M&E Information	<ul style="list-style-type: none"> • Are there formal policies or requirements on how performance monitoring & evaluation information gets 'used' by organizations? • What are the 'incentives' within an organization for using M&E information (rewards and/or sanctions)? • Are there formal or informal vehicles/mechanisms/fora for reporting, sharing or tabling M&E information? • Is results-based performance factored into personnel assessments?
Oversight	<ul style="list-style-type: none"> • How will the system be monitored over time to ensure that it is functioning as expected? And, to the level expected? • Does the National Department of Transport play any role in monitoring the M&E system & the use of performance information across government? • Is there a centre of excellence for evaluation to monitor implementation? • Will the 'performance' of the M&E system itself be measured? Adjusted as necessary?

CRITICAL SUCCESS FACTOR	KEY CONSIDERATIONS FOR SUCCESS
Values & Ethics	<ul style="list-style-type: none"> • Is there a formal code of conduct describing accountabilities & expected behaviour (eg. transparency; access to information; fair & balanced reporting; accountability)? • Is this code well understood and adhered to by all? • Is ‘speaking truth to power’ considered appropriate within a public service organization?
Sustainability	What requirements/safeguards are there to ensure that an M&E system will be made sustainable (i.e. allowed to continue over time)?

This will serve as a useful guide to M&E Framework development for Limpopo Province.

4.1 Monitoring Framework for Rural Transport Projects

A monitoring approach starts off during project preparation with the following five components namely:

- Clear statements of **measurable objectives** for the project and its components, for which indicators can be defined.
- A **structured set of indicators**, covering outputs of goods and services generated by the project and their impact on beneficiaries.
- Provisions for **collecting data and managing project records** so that the data required for indicators are compatible with existing statistics, and are available at reasonable cost.
- **Institutional arrangements** for gathering, analysing, and reporting project data, and for investing in capacity building, to sustain the M&E service.
- **Proposals for the ways in which monitoring findings will be fed back into decision making.**

A detailed discussion of the above components is done below:

- **Project objectives:** Rural Transport projects are designed to further long-term transportation goals, but their immediate objectives, at least, should be readily measurable. Project objectives should be specific to the project interventions, realistic in the timeframe for their implementation, and measurable for evaluation.
- **Indicators:** There are five sets of indicators that need to be considered, namely:
 - **Input Indicators**, which are quantified and time-bound statements of resources to be provided. Information on these indicators should come largely from accounting and management records. Input indicators are often left out of discussions of project monitoring, though they are part of the management information system. A good accounting system is needed to keep track of expenditures and provide cost data for performance analysis of outputs. Input indicators are used mainly by managers closest to the tasks of implementation, and are consulted frequently, as often as daily or weekly.
 - **Process indicators** are used to measure what happens during implementation. Often, they are tabulated as a set of contracted completions or milestone events taken from an activity plan.

- **Output indicators** show the immediate physical and financial outputs of the project which can include physical quantities, organizational strengthening, and initial flows of services. They include performance measures based on cost or operational ratios.
- **Impact indicators** show medium or long-term developmental change. Measures of change often involve complex statistics about economic or social welfare and depend on data that are gathered from beneficiaries. Early indications of impact may be obtained by surveying beneficiaries' perceptions about project services. This type of leading indicator has the twin benefits of consultation with stakeholders and advance warning of problems that might arise.
- **Exogenous indicators** are those that cover factors outside the control of the project but which might affect its outcome, including risks and the performance of the sector in which the project operates.
- Measuring output and impact require the collection of data from sample surveys or special studies.
- A good monitoring system should develop the capacity of the Department and its entities (agencies and local municipalities within its jurisdiction) as well as build on existing systems. Capacity building is widely acknowledged to be important but is often poorly defined. Within this context capacity building means upgrading skills in monitoring and evaluation, which include
 - project analysis,
 - design of indicators and reporting systems,
 - socio-economic data collection,
 - information management;
 - improving procedures to create functional systems that seek out and use information for decisions; and
 - Strengthening organizations to develop skilled staff in appropriate positions.

4.2 Evaluation Framework for Rural Transport Projects

Table 7 below shows the various types of evaluation output and at what stage they need to be performed.

Table 7: Types of Evaluations

STAGE OF PROJECT CYCLE	EVALUATION OUTPUT	COMMENT
Regular Project Management	Quarterly Progress Report	This should complement and be prepared at the same time as the quarterly Manager's Report
	Rapid Feedback Studies	A detailed analysis of issues identified in the Quarterly Progress Report
	Intensive Studies	To assist with project supervision
Mid-term Project Review	Mid-term Project Review	Synthesis of existing studies. Additional data might be needed.
	Intensive / Rapid Feedback Studies	Conducted to produce information required for mid-term review.
Project Completion and Audit	Final Report	To complement project completion report submitted to financier.
	Intensive / Rapid Feedback Studies	Conducted to produce information required for the final Report

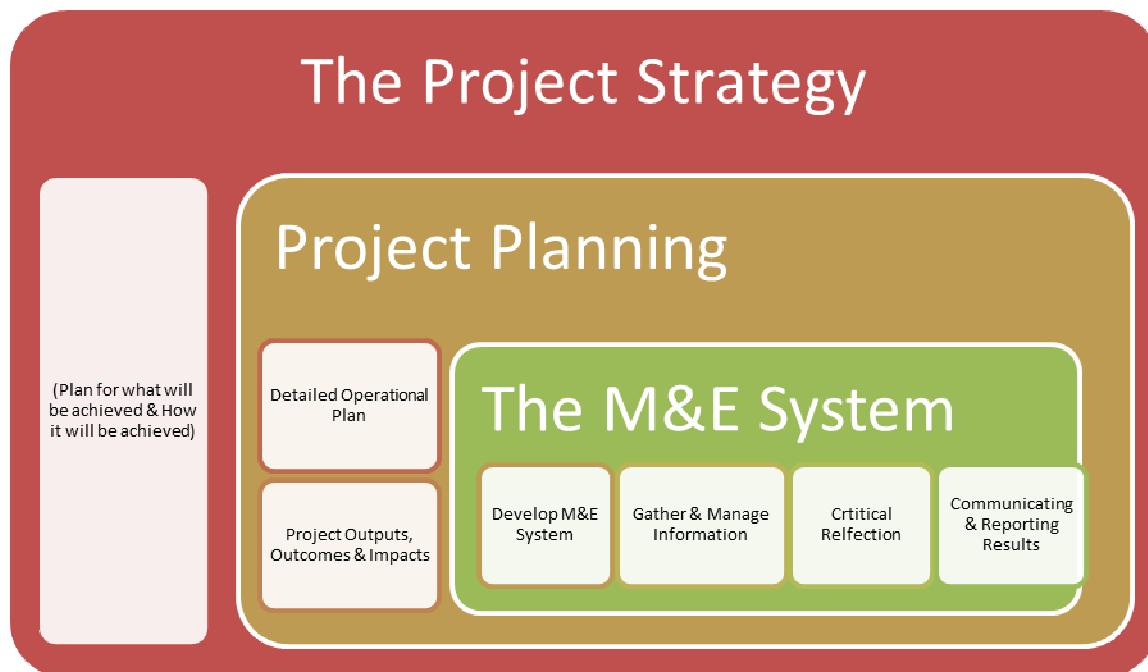
Five criteria must be met before a rural transport project is considered successful:

- Impact in terms of improvements in transport, quality of life and the local environment;
- Sustainability of the benefits in the long term, in social, environmental, technical, economic and financial terms;
- Institutional capacity building of all stakeholders;
- Replicability - it is important to produce results and develop replicable models; and
- Scale – the magnitude of the problems is such that an intervention can be considered truly successful only if it produces at a meaningful scale.

5. GUIDELINE FOR DEVELOPING A MONITORING AND EVALUATION SYSTEM FOR RURAL TRANSPORT PROJECTS IN LIMPOPO

Figure 1 depicts the M&E system being proposed for Limpopo Rural Transport Projects.

Figure 1: The Proposed M&E System for Limpopo Rural Transport Projects



For M&E system to be effective it needs to be an integral part of the project. The following four core tasks need to be fulfilled: (1) Designing and setting up the system; (2) Gathering and managing information; (3) Reflecting critically to improve action; and (5) Communicating and reporting results.

5.1 Step 1: Designing and Setting Up the System

Clear definition of the purpose and scope of the intended M&E system is necessary to outline aspects like budget levels; number of indicators to track, the type of communication to be deployed and so forth. When formulating the purpose and scope for M&E system it is therefore necessary to ask questions like:

- What are the main reasons to set up and implement M&E system for the project for both the implementing agent as well as the primary stakeholders?
- What level of funding is potentially available?
- What is the level of participation in M&E by primary stakeholders and partner organisations?
- How detailed does the M&E information have to be?

- What sort of baseline study is desirable and feasible?
- What are the current M&E capacities among primary stakeholders and partner organisations?
- How will current M&E capacities affect the desired levels of M&E?

5.2 Step 2: Information Needs and Indicators

For the M&E system to be successful, information needs need to be addressed, which can include:

- Performance questions;
- Information needs and indicators;
- Baseline information requirements – status and responsibilities;
- Data gathering methods, frequency and responsibilities;
- Required forms, planning, training, data management, resources; and
- Analysis, reporting, feedback and change processes.
- What level of funding is potentially available?

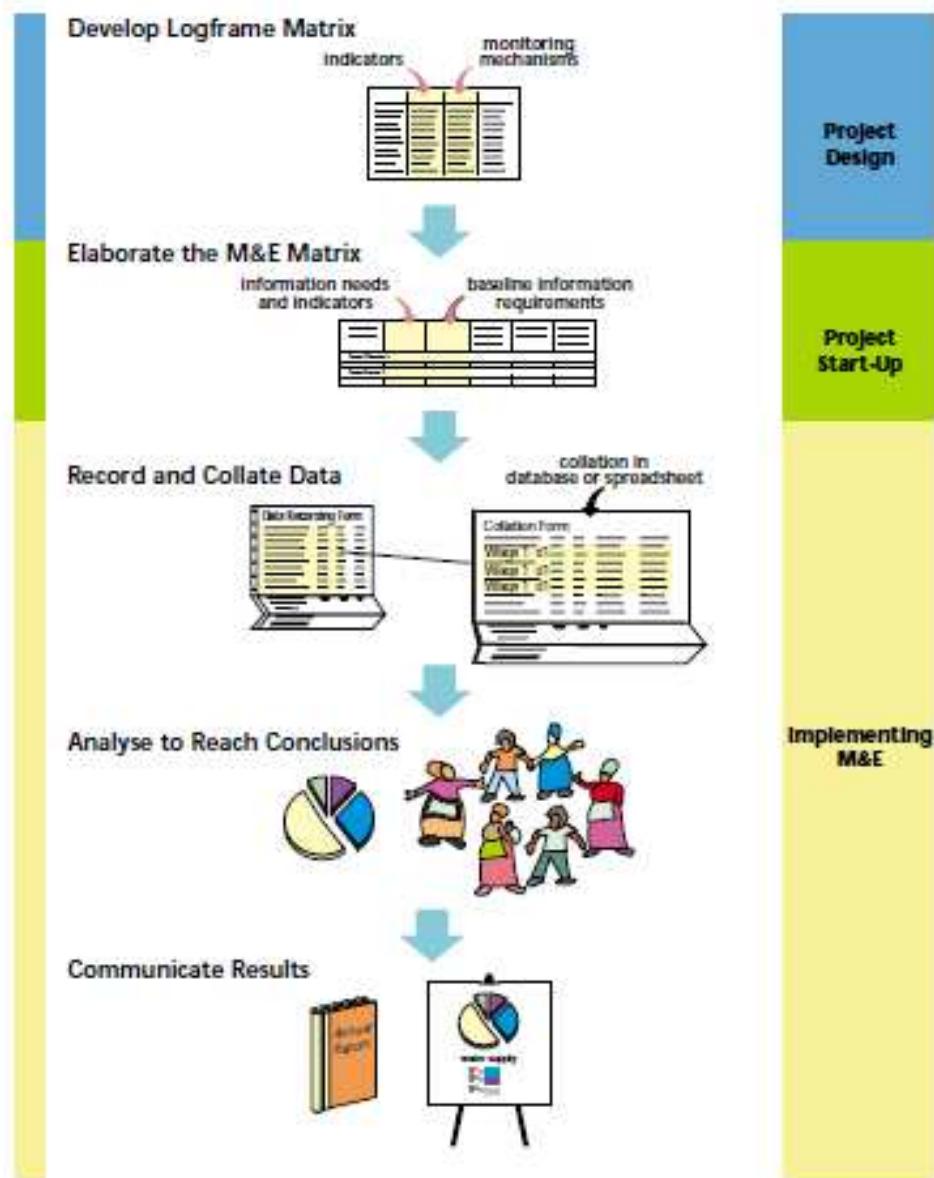
5.3 Step 3: Critical Reflection

Critical reflection in a project means interpreting experiences and data to create new insights and agreement on actions. Without critical reflection, M&E data will not be useful in the management of the project impact. Making analysis critical means moving beyond the collection, processing and reviewing of data. It means after asking “What is happening” one also will discuss “why is it happening”; “so what are the implication for the project” and “now what do we do next”.

5.4 Step 4: Communicating and Reporting Results

Data travels – on its journey it gradually goes through collation and analysis from site or different project staff or partner organisation to centrally being available for management decision and report. The journey involves transforming from data to information and knowledge that becomes basis of decisions. **Figure 2** shows how data travels. The following questions need to be considered for each journey:

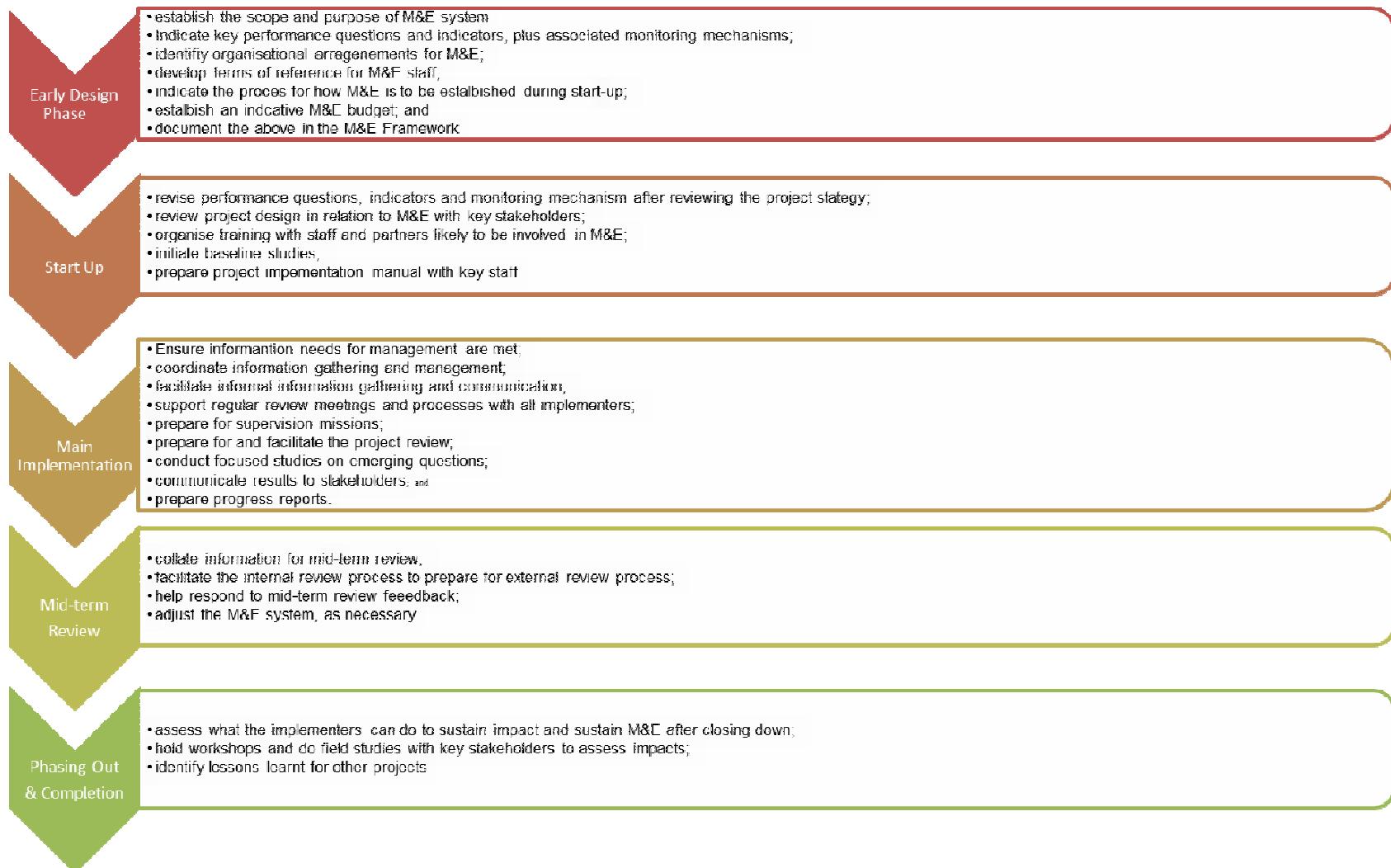
- Data sample selection stage: will sample be necessary?
- Data collection stage: how will information be collected? Do you measure, interview individuals or hold group discussions?
- Data recording stage: which format will be used?
- Data storage stage: where will the data be stored? How and by whom? Who will have access?
- Data collation stage: who will use what method to group data?
- Data analysis stage: who will examine the data using what method?
- Information feedback & Dissemination stage: at what stage and using what means will information be shared with project staff and partner staff, primary stakeholders, steering committees and funding agencies?

Figure 2: The Journey Data Takes

Source: Managing Impact in Rural Development: A guide for Project M&E

5.5 Key M&E Tasks during the Life Cycle of a Limpopo Rural Transport Project

Considering that M&E is a system helps in understanding the range of M&E tasks that will need to be undertaken during the life cycle of any programme or project. **Figure 3** shows the different M&E tasks that should be undertaken during each stage of the project. It should be noted that each project will need to modify this list to suit its operating conditions.

Figure 3: Key M&E Tasks for Limpopo Rural Transport Projects

6. CONCLUSION

This document presented the Rural Transport Implementation Plan for rural transport strategies and capital projects presented in the Rural Transport Intervention Strategy for the Limpopo Province. The Implementation Plan outlines the execution plan as well as the estimated cost for each component.

The document further presents an approach to Monitoring and Evaluation for rural transport capital projects. A guideline plan containing key monitoring and evaluation tasks that needs to be considered during the life of each rural transport project.

The tender documentations for the 10 short-listed rural transport projects are attached separately to this report – they contain the scope of works for consulting engineering services for the individual rural transport projects.