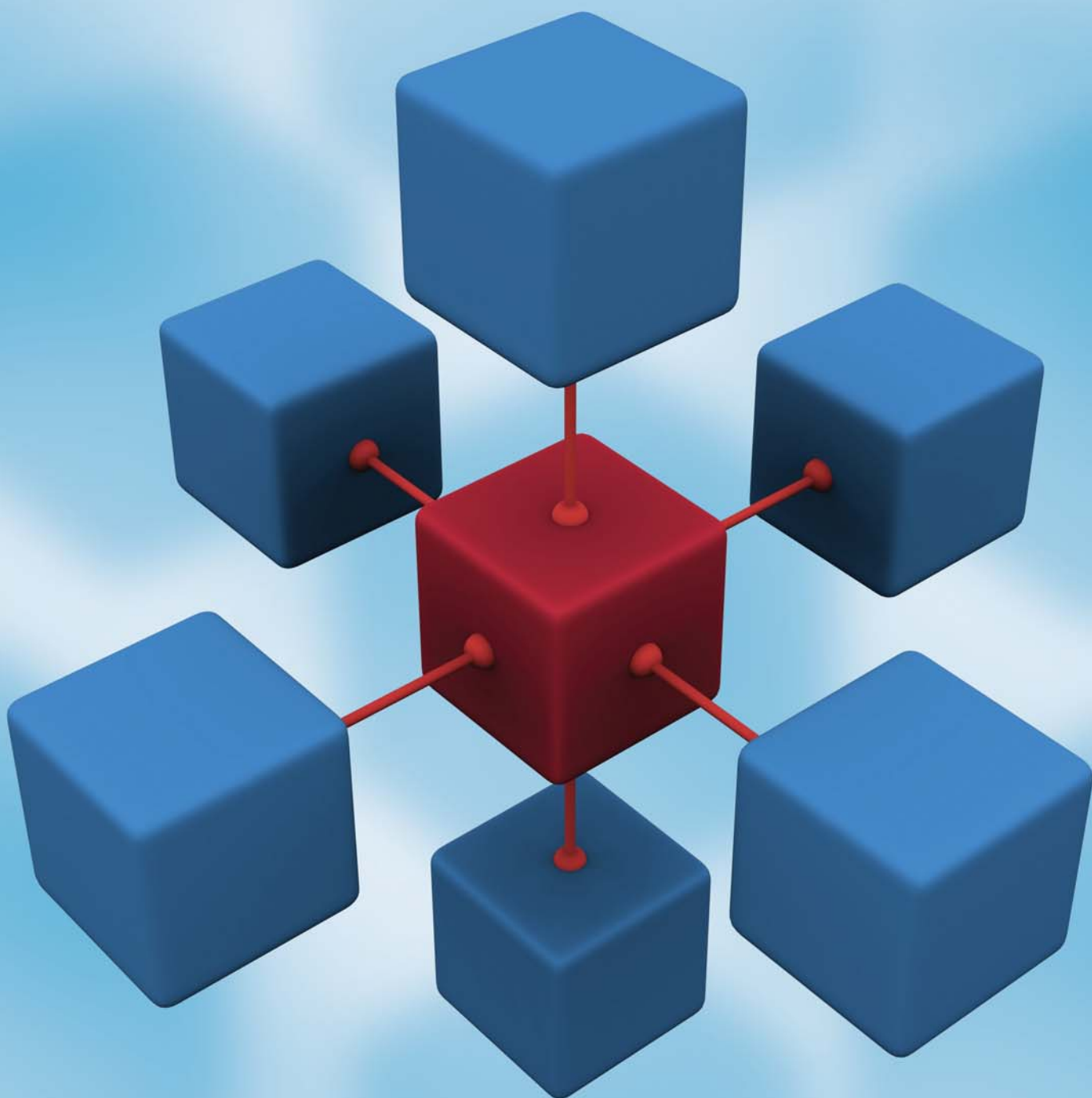


# Monitoring across sectors and spatial levels for sustainable transport: A good practice guide



# MONITORING ACROSS SECTORS AND SPATIAL LEVELS FOR SUSTAINABLE TRANSPORT: A GOOD PRACTICE GUIDE

## Why read this guide?

Transport performs a multitude of roles for individuals, ranging from providing the route to walk to the local shops to complex long-distance journeys using many forms of transport. It connects people to education, healthcare, employment, retail, recreation and friends and family. Transport also provides vital connectivity for organisations and businesses and is a critical part of a well-functioning economy. In short, transport works at a variety of spatial scales, cuts across a large number of policy areas and impacts and is impacted on by business and industry.

What role is there then for monitoring in such a complex policy space? What needs to be monitored at what spatial scale? Who is responsible for monitoring indicators of cross-sectoral interest and how can common agendas be identified? This guide provides advice on these and other issues to set out how transport monitoring can be better integrated into broader monitoring processes and how the information can be used more effectively within and between organisations. The guide concludes with a case study which takes the 2007 list of central government specified indicators and suggests how these might be turned into a sustainable transport monitoring strategy which engages with other policy sectors.

### What is in this guide?

1 – Context	3
2 – Monitoring across governmental layers	5
3 – Monitoring across organisations and policy sectors	9
4 – Case Study Application – LA200	10

### More Detail?

This report brings together the findings from two larger in-depth research reports:

- Marsden, G., Kelly, C., Hull, A.D., Tricker, R., Lucas, K., Brookes, M., Snell, C. and Forrester, J. (2007) Improving Monitoring and Reporting for Local Authorities: Lessons from the Transport Sector, Deliverable C2, DISTILLATE Project
- Marsden, G., Kelly, C., Snell, C. and Forrester, J. (2005) Sustainable Transport Indicators: Selection and Use, Deliverable C1, DISTILLATE Project

Both reports can be downloaded from the DISTILLATE website [www.distillate.ac.uk](http://www.distillate.ac.uk)

## 1. Context

The impacts of the significant shift to a target-driven approach to managing British Public Services have provoked strong debate (Hood, 2006). Some evidence suggests that the existence of targets leads to improved performance (Boyne and Chen, 2007, Marsden and Bonsall, 2006) whilst others identify potential side impacts resulting from organisations participating in gaming (Smith, 1995, Wiggins and Tymms, 2002). Whatever the rights and wrongs of these particular arguments it is clear that performance monitoring and reporting have become an essential part of the accountability process between central and local government and their delivery agencies and with the media and general public (Hodgson *et al.*, 2007).

The performance monitoring machinery has been established from a top-down central government-led process. More than 300 headline national targets and performance indicators were introduced in 1998 and these have been interpreted into a vastly larger number of indicators at a lower level. Hood (2006) estimates that 30 lower level targets were created for every one of the 10 central health department targets whilst in transport, some authorities adopted up to 100 measures as part of their first Local Transport Plans in 2000 (Marsden and Wootton, 2001). This approach has resulted in a profusion of monitoring requirements across a whole range of more local functions with limited co-ordination between departments and sectors.

These issues have now been recognised by government and the 2006 Local Government White Paper (DCLG, 2006) suggested that there would be “a radical simplification of the performance framework. There will be around 35 priorities for each area, tailored to local needs through the Local Area Agreement. Instead of the many hundreds of indicators currently required by central government there will be a single set of about 200 outcome based indicators covering all important national priorities like climate change, social exclusion and anti-social behaviour.” (p11). The Lyons Inquiry into Local Government strongly supported the case for a more streamlined, locally-led performance management regime. There is currently therefore some upheaval in decisions about who is responsible for determining what to monitor and why.

In the context of the changes described above, the DISTILLATE<sup>1</sup> project is seeking to develop, through a focused, interdisciplinary research programme, ways of overcoming the barriers to the effective development and delivery of sustainable urban transport and land use strategies and, through them, enhanced quality of life. A survey of the DISTILLATE authority partners in 2005 identified some key barriers as “time and resources, the timing of writing plans, divided responsibilities for delivery, and different stakeholder procedures” and these could be experienced within a discipline or department or across the authority (Hull and Tricker, 2006, p6).

<sup>1</sup>Design and Implementation Support Tools for Integrated Local Land Use, Transport and the Environment

A follow-up series of interviews was conducted between December 2005 and April 2006 “with six policy specialists, and a total of twenty-three officers from five local authority settings” (Hull, Tricker and Hills, 2006, pii). The survey covered the areas of land-use planning, environmental strategy, public health, corporate strategy officers as well as local transport planners. It found that there was an increasing need for cross-sectoral working and that one aspect that would help to facilitate this was the “specification of core, statutory multi-sector indicators/targets for transport that can be adopted in all sectors at the local level in their policy and operational decisions” (Ibid, pv), in other words, greater integration of indicators across various sectors, particularly in bringing closer integration between transport and land-use planning decisions.

This guide deals with the issues raised above in two main sections. The first (Section 2) looks at monitoring across government levels and considers issues such as who should specify, collect and pay for monitoring processes and how change should be managed within such a system. The second (Section 3) looks at monitoring across policy sectors both within and across organisations. This examines issues including the identification of joint agendas and the role of indicators in promoting effective dialogue.

The guide is based on evidence from four case studies. The case studies were undertaken through a ‘partnered enquiry’ approach which involves working with local and regional government employees that have an involvement in (either through development, measurement, use or impact on) indicators. The key methods employed to facilitate the partnered enquiry were:

- Desktop review
- Interviews
- Workshops

In order to consider the broader integration of information across local authorities the approach has involved participants from a range of local government functions. The four case studies were:

1. A review of sustainable transport indicators in use across various strategy documents in five local authorities
2. Assessing the value of the DISTILLATE indicator set for land-use transport decisions in a two-tier authority working with one county and several district authorities
3. An examination of Regional Spatial Strategies and Regional Monitoring and the impacts on local land-use and transport decisions
4. An assessment of monitoring and target setting across a Metropolitan area including a Passenger Transport Executive and district authorities

The findings of this summary draw on work reported in Marsden *et al.*, (2007).

## 2. Monitoring across government levels

### 2.1 Defining sustainable development

Sustainable development is about delivering a better quality of life whilst promoting social progress and maintaining or improving the environment. Such an agenda clearly has strong economic and social dimensions that fall well outside of transport. A holistic approach is needed for the development of indicators for sustainable development. Those for transport (or any other sector) should be determined within this context. There is not a strong logic for the development of a “sustainable transport strategy” that services an “unsustainable” development plan. In seeking reductions of CO<sub>2</sub> emissions transport is an important sector but one of several to be considered. Regeneration and reduced unemployment are other objectives which have significant transport and non-transport elements.

Sustainable development is based around achieving improvements in a series of key outcome measures that capture economic, social and environmental progress. It is therefore imperative that, where possible, a consistent set of outcomes are identified and monitored across government levels. It is essential to acknowledge however that outcomes will be of varying importance to different areas. For example, whilst for a highly congested city a more sustainable outcome will see congestion and potentially traffic reductions in some areas, for areas in need of regeneration it is likely that some traffic growth will be planned for. Additional local indicators are likely to be important, reflecting local goals and interpretations of sustainability.

### 2.2 Coordination of measurement methods

Two accompanying guides (Designing a Monitoring Strategy to Support Sustainable Transport Goals and Advice on Selecting Indicators for Sustainable Transport) discuss the process of developing a monitoring strategy and of selecting indicators to populate the strategy. This section discusses the question of when is there a case for co-ordination of indicator approaches and measurement methods.

The degree to which it is appropriate for a higher tier authority to specify what is measured and how depends on the use to which the information will be put. Examples where national co-ordination is desirable include:

- indicators upon which funding decisions will be based (for example road condition) where standardisation assists with transparency
- indicators which will be aggregated for use at national (and potentially regional or sub-regional level) such as road safety where standardisation ensures more consistent aggregation results
- indicators which can be collected at lower cost as a result of standard measurement techniques (e.g. the National Air Quality Monitoring Network)

There may be other aspects of policy for which it is desirable to promote standardised approaches to monitoring. For example, standard collection approaches assist in benchmarking performance. One simple example identified in the research was different conventions that were adopted on whether or not under 5s were included in counts of bus patronage. Such initiatives are however better promoted through best practice groups and guidance. The Department for Transport, through the Central Local Information Partnership Transport Statistics group, works with local authorities to promote such goals and to discuss national surveys such as the National Travel Survey.

Where information is used primarily for decision-making at a local level then collection methods should be left to local discretion. This avoids ‘gold-plating’ collection methods unnecessarily and allows local authorities to maintain past customs. This has the advantage of keeping the time-series of data intact which can assist with trend analysis.

### **2.3 Co-ordination of monitoring requirements**

There is currently a tension between national, regional and local requirements for monitoring. Each layer of government is interested in a different, although overlapping, set of indicators and will use the indicators for different purposes (from day-to-day management through to strategic policy review). The current system of plan development leads to inconsistencies in the timing of the review of policy documents such that indicators for local and regional strategies are not developed concurrently. This has proven particularly challenging for monitoring regional strategies. The regions have developed their monitoring largely around available local information sources. Recent changes to what local authorities will be required to report is likely therefore to have a direct impact on the availability of data for the regions.

Clear reporting timescales are set out for local and regional transport processes. Information is however often required to be reported twice to different governmental layers (and potentially three times in two-tier authorities).

Our research found that, where information was required by a higher government tier but was not of great relevance to a lower tier, there was a strong likelihood of incomplete reporting. For example, local authorities were requested to report the compliance of their planning decisions with regional parking and accessibility standards. As the authorities studied had more stringent requirements than the region, there seemed little point to them in recalculating whether or not their developments were compliant for the few occasions where exemptions were made.

Evidence of poor translation of national government indicators into regional and local indicators was also found. This was particularly the case with regards to accessibility indicators. The national indicators are focused on destination accessibility for key services. Accessibility indicators for planning applications may require both destination and origin accessibility assessments. We observed an instance where the regional body tried to fill this gap with a new methodology. Local practices however emerged which differed to the regional proposal. There appears to be a lack of process and protocol for the regions to influence what local authorities monitor despite their involvement increasingly in the assessment of transport schemes that have both local and regional implications.

In one case study it was suggested that several national level requirements were considered too far removed from local realities both in terms of local problems and priorities. Where there is no local support for particular policy developments, targets may still have to be set (in order to gain support at the plan submission stage) but indicator owners felt that such targets stood less chance of being met. Where teams are required to take ownership of targets and are expected to contribute to the meeting of these – but are not equipped with the tools to achieve them (e.g. resources and high level support) – there is a serious mismatch between policy, indicator ownership and targets. The availability of local discretion to set targets different to those recommended by central government was seen as very important.

On the other hand, where national priorities matched local priorities experiences of target setting were very different. The accessibility planning indicators and targets (some of which were nationally mandatory) provided an excellent example of strong multi sector working in one metropolitan area. Targets were partly agreed through national guidelines, but also through negotiations with steering groups set up with the Job Centre Plus and Learning and Skills Council. Over and above the official working groups, individual relationships were developed with nominated contacts within these organisations. More mixed success was observed with wholly local indicators where the need to adopt the indicators could be challenged and enforcement of monitoring was more difficult. In such cases, the presence of high-level policy support and cross-sector working appears particularly important.

#### **2.4 Linking rewards for performance to what is measured**

Recent research (Marsden *et al.*, 2007) suggests that rewarding authorities for their achievements against key transport outcomes can incentivise local authorities to achieve more than they would have done without the performance rewards. However, it is clear that effort is focused around performance for those indicators that are included in the assessment exercise. If the indicators reflect the broad range of local and national key outcomes then such an exercise should achieve genuinely positive performance gains with limited side-effects. Where the indicators selected are partial in nature and not outcome focused there remains substantial risk that performance will be distorted as what is measured will not be fully representative of the policy objectives.

Our research shows that such risks are currently high within the transport sector and across other sectors. Of the 15 mandatory LTP2 indicators originally proposed by the Department for Transport 6 cover the safety (3), congestion (2) and air quality (1) objectives and one acts as a proxy for social inclusion outcomes. Of the remaining 8, 4 relate to intermediate outcomes (traffic flows (2), cycling use (1) and bus patronage (1)), 3 relate to infrastructure condition and 1 to user satisfaction. Under such a system it might therefore be appropriate to invest more heavily in safety than in air quality and it potential puts the same weight on mode specific growth targets as it does the achievement of improved social inclusion. The Department for Transport tried to offset this risk by encouraging and rewarding the use of local indicators as well as the nationally defined set.

Whilst concerns exist about the mixture of outcomes and intermediate outcomes within the transport indicator set, there is an even greater tension between the types of indicators in transport and those in planning. The Planning Delivery Grant is a central government performance reward system that incentivises, amongst other things, the processing of planning applications within 8 weeks. Whilst this represents an element of customer service it also compromises the time available to extract effective contributions from developers for proposals brought forward.

## 2.5 Recommendations

A combination of the key issues raised above and our experience through our case study research leads us to a series of recommendations which, although developed in a UK context, apply generally to the management of information requirements across governmental tiers in applications related to the transport sector.

1. A holistic approach is needed to the development of indicators for sustainable development. Those for transport (or any other sector) should be determined within this context.
2. This in turn implies that indicators should be determined through collaboration between government departments (at any level) rather than by individual departments alone. The latter creates a silo effect, and leads to both duplication and inconsistencies.
3. The indicators required, and their level of detail, will vary by tier of government and between local authorities depending, for example, on their demography. It is therefore inappropriate to specify too broad a set of mandatory indicators. Instead, higher levels of government should focus on advice on key outcomes and on how to specify indicators.
4. Regions should focus principally on the indicators which are relevant at the regional scale. For example, CO<sub>2</sub> emissions are relevant at this scale, while accessibility levels are not.
5. Indicators, and particularly outcome indicators, should relate to government (national, regional or local) objectives. As additional objectives are introduced there will be a case for additional indicators.
6. Government departments should be aware of the problems created by mandatory targets, particularly where these are linked to performance rewards. This is particularly true when targets relate to outputs and intermediate outcomes as these can distort the efforts of local authorities away from their true objectives.





### 3. Monitoring across organisations and policy sectors

This section reviews the key findings from our investigations into how information is used within organisations, between organisations and across policy sectors. A series of recommendations are made at the end of the section.

#### 3.1 Co-ordinating monitoring within local authorities

*“Monitoring information can be an expensive resource. ... It will often be possible to use the same information in different contexts and to avoid cases where essentially the same information is collected for different purposes using slightly different definitions.”*

(Case Study participant)

Different reporting requirements are placed on local government by a range of central government departments. Section 2 described how better co-ordination might reduce the burden of reporting on local authorities. Some of the information that is requested is reported in multiple documents (for example the road safety and road maintenance data appear in corporate performance documents). Our research in five local authorities found however, that 269 different indicators were being used to represent 11 policy areas (Table 1).

Table 1: Total indicators reported by policy area in five local authorities

Indicator grouping (n=11)	Number of discernibly different indicators within each grouping (n=269)
Accessibility	31
Land-use	21
Safety	21
Maintenance	25
Modes	40
Natural environment	81
Cultural and economic activity	5
Healthy living	6
Public perception	18
Process and participation	8
Built environment and 'quality of life'	13

Some authorities have developed sophisticated data storage and management systems (BCC, 2006). Others have more limited co-ordination and this is particularly difficult where organisations are responsible for logging data which is sent to them from other agencies. Our research identified that different or outdated storage systems, siloed ways of working and different priorities and timeframes, and a lack of openness between departments all caused problems with monitoring. This is of particular relevance to metropolitan areas and two-tier authorities where different authorities will be best placed to gather different information.

## Case Study: Buckinghamshire County Council

Buckinghamshire County Council has set up a performance management and monitoring system known as **TRANstat** which brings together:

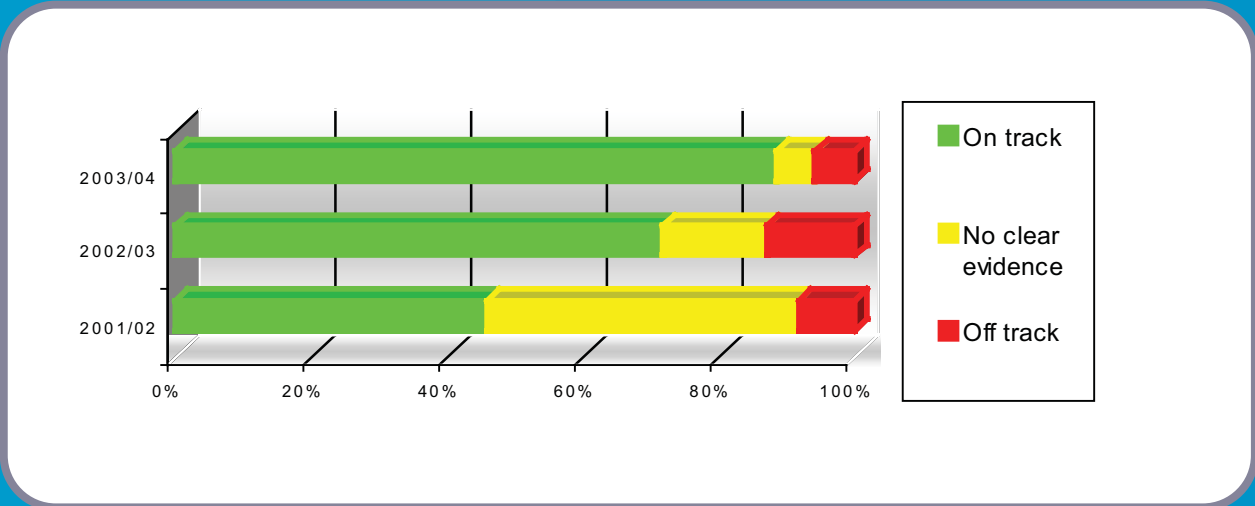
- Operational Management,
- Financial Management and
- Performance Monitoring (BucksCC, 2006)

**TRANstat** operates as a co-ordination and collating system for all transport related indicators for use by service delivery teams. A qualitative performance assessment is provided using a traffic light system (green for “on track”, amber for “no clear evidence” and red for “off track”).

It is the application of the system rather than the system itself which allows Buckinghamshire to deliver better results. Each service delivery team is responsible for determining their own key performance metrics and targets (steered as appropriate by national requirements). Targets are renegotiated annually as part of the budget setting process.

**TRANstat** facilitates monthly performance review meetings chaired by the Head of Transportation (examining performance and budget outturns) through individual teams. Importantly, this also involves **working with partner organisations**. The meetings facilitate discussion, allow the sharing of successes and best practice and allow frequent management action to be taken in relation to resource allocation, changing priorities and fine-tuning budgets to maximise delivery against targets. Buckinghamshire County Council believes that the system “develops healthy competition between teams” and is also used to celebrate success (*Ibid.*)

Buckinghamshire County Council attribute the raising in the number of LTP indicators “on track” from **41%** in 2001/2 to **91%** in 2003/4 to the introduction of **TRANstat**.



% of LTP Indicators on Track (Source: Buckinghamshire County Council, 2006).

### 3.2 Co-ordinating monitoring across organisations and policy sectors

In the diverse decision-making context within which transport is embedded it is not possible for any one organisation or delivery unit to have responsibility for all of the data needs for integrated decision-making. Even in a small urban authority it is likely that air quality will be monitored by environmental services rather than transport and information on bus operations will come from external bus companies.

Some institutional settings are even more complex such as metropolitan areas where the Local Transport Plan is jointly submitted by the Passenger Transport Executives and District councils. Typically an LTP delivery unit has been established in the metropolitan areas which acts as a conduit for information from the multiple transport departments and from other local government departments as well as on public transport satisfaction and use (co-ordinated through the PTE). It is common for indicator owners based within local authorities to be responsible for data collection across the whole of the PTE area.


Our research found that there is a strong connection between responsibility for both collecting data on indicators and responsibility for delivering targets within the main transport delivery unit but that this can be substantially diluted where agencies have no responsibility for the targets set or little influence over the policy levers that might deliver change. Amongst the non-PTE interviewees there was no sense of individual responsibility for missed targets or poor performance. The main task for these actors was to collect and consolidate data, often in partnership with other organisations. The department that local authority based indicator owners were in also affected their relationship with meeting targets and policy outcomes. Where actors are based in departments with a direct interaction with the LTP2 process (e.g. transport or planning) they were more likely to have responsibility over the development and assessment of targets. However, where they are based in departments with limited interaction with the LTP (e.g. environmental health) there were limited ways in which they felt they could interact with policy and targets.

A variety of partnership groups have been established in order to allow transport bodies to work collaboratively within the Local Authorities, and other sectors such as health, education and employment. These were largely viewed positively as they were thought to provide a formal way for such organisations to work together (especially between sectors without existing working relationships). These partnerships allowed the negotiation of indicators and targets, and encouraged other organisations to buy in to indicators and targets. However, these formal structures did not necessarily ensure effective collaborative working. Where organisations shared similar priorities, targets and timeframes, collaborative working was more likely to be driven forward. For example, Strategic Accessibility Partnerships were developed to enable employment, education and health sectors to work with the PTE area studied, and the more successful forms of partnership working were thought to have been bolstered by informal meetings and discussions through designated representatives. These meetings were said to be driven by common ground and similar priorities. Where formal structures do not exist collaborative working was considered more challenging, particularly where an indicator owner required data from another organisation (and there was no formal mechanism in place to allow this).

According to our interviews different organisational structures also play a role in the way in which organisations interact, in some instances inhibiting this. For example, the Job Centre Plus has two areas within the PTE area studied, whereas there are five planning authorities, five local authorities, five local educational authorities, and five Primary Care Trusts (although this number has changed in the last couple of years, and the administrative boundaries may vary in relation to other administrative areas). Understanding how different organisations work, and identifying how to match administrative areas is essential to effective partnership working.

DISTILLATE has examined the factors which appear beneficial to partnership working through a range of case studies which are broader than monitoring and data use. The key factors identified are shown in Table 2. Indicators are an important currency in developing shared agendas either through the identification of existing shared goals or as a means of negotiating measures by which progress of partnerships might be jointly assessed.

Table 2: Factors affecting partnership working (From: Forrester, 2008)

Motivation for joint working	Features	Environment for joint working
Recognition that joint working is necessary	Time and resources likely to be put in, support from a high level	Favourable  Less favourable
Joint working is mandatory	Time and resources allocated, but high level support may be absent	
Joint working is recognised as necessary for one organisation but not others	Time and resources allocated by one organisation but not others	
Joint working is viewed as optional or an add on	Ad hoc, variable, unstructured	



### 3.3 Recommendations

1. Improvements in data management systems and processes are important if improvements in integrated decision-making are to be achieved
2. Clear lines of responsibility need to be established for both monitoring and policy delivery. Where these responsibilities are split greater emphasis has to be placed on joint working to improve delivery.
3. Performance indicators are a crucial part of the negotiation of shared agendas between transport and other policy sectors and organisations. Where possible existing national indicators should be adopted. Local indicators may be preferable if they provide a clearer focus on the goals of the joint actions and there needs to be a clearly identified shared rationale to motivate effective working.
4. Where shared indicators are adopted it is essential that there is still an indicator champion within transport with responsibility for formal and informal progress assessment with partner organisations. Informal supporting actions are likely to assist in improving delivery against aims.

This report has been produced at a time which allows some of the key principles in this guide to be applied to a live policy problem in the UK. The case study in question relates to the conversion of a new and reduced set of nationally specified indicators into an integrated set of indicators that connect sustainable transport to the broader sustainability agenda. Whilst the case study is highly policy relevant to 2008 and the UK, the approach and findings are more general and longer-term in applicability. Section 4 presents the case study and the findings.

## 4. Case Study: Transport and the New Performance Framework

The evidence from Sections 2 and 3 suggests that in developing a monitoring framework that is capable of linking transport to other policy sectors it is essential to demonstrate that the framework is:

1. Focused around sustainable development outcomes
2. Makes best use of mandatory indicators
3. Has clear links to other policy agendas

This section takes the 198 indicators proposed as part of the New Performance Framework released in October 2007 (DCLG, 2007). The 198 indicators represent “what Government believes should be the national priorities for local government, working alone or in partnership, over the next three years.” (Ibid., p3). The guidance surrounding the indicator set notes that “Local Government is also responsible for many other services and activities valued by local people: these are not directly reflected in the national indicator set.” (Ibid., p4). It is for local authorities to set their own priorities in these areas.

The New Performance Framework sets out which indicators fall under different policy areas. For example, national indicators NI 47 (48) ‘People (children) killed or seriously injured in road traffic accidents’ is classified under safer communities. Seven of the DfT’s ten transport indicators are classified under ‘local economy’ with the remaining indicator (NI 198) classified under environmental sustainability. The full list of transport indicators are shown in Table 3.

Table 3: Transport Indicators and Policy Areas

Number	Indicator	Policy Area
NI 47	People killed or seriously injured in road traffic accidents	Safer Communities
NI 48	Children killed or seriously injured in road traffic accidents	Safer Communities
NI 167	Congestion – average journey time per mile during the morning peak	Local Economy
NI 168	Principal roads where maintenance should be considered	Local Economy
NI 169	Non-principal classified roads where maintenance should be considered	Local Economy
NI 175	Access to services and facilities by public transport, walking and cycling	Local Economy
NI 176	Working age people with access to employment by public transport (and other specified modes)	Local Economy
NI 177	Local bus passenger journeys originating in the authority area	Local Economy
NI 178	Bus services running on time	Local Economy
NI 198	Children traveling to school – mode of travel usually used	Environmental Sustainability

This suggests that transport cuts across three policy areas and could form an important part of a broader Local Area Agreement strategy. Because the transport list is restricted to ten indicators it is clear that the list only partially covers the sustainable transport objectives (e.g. health and global warming are absent).

A more detailed analysis of the full list of indicators highlights a series of other policy areas which transport interventions can and have already contributed to. It is the establishment of the importance of transport to these agendas that will help to enshrine transport as a central plank of the Local Area Agreement process and ensure that transport does indeed contribute to the complete sustainable development agenda. These are reviewed in turn below. Few of these will have a direct or necessarily strong relationship between outcomes and transport interventions, certainly at an aggregate level. This can be a potential weakness in establishing these policy links (see companion guides *Designing a Monitoring Strategy to Support Sustainable Transport Goals* and *Advice on Selecting Indicators for Sustainable Transport*) but, monitoring over time of the impact of transport interventions in conjunction with these other policy areas will add to the understanding of the role of transport. If links prove weak then these can be dropped as the evidence base is established.

#### **4.1 Stronger Communities**

The New Performance Framework lists the following four indicators which have some inter-relation with transport:

NI 5 Overall/general satisfaction with local area

NI 8 Adult Participation in sport

NI 138 Satisfaction of people over 65 with both home and neighbourhood

NI 139 People over 65 who say they receive the information, assistance and support needed to exercise choice and control to live independently

NI 5 will interact with transport given the acknowledged role of transport in creating a quality living environment. It would be anticipated (as a minimum) that the quality of the road (see Table 3) and footpath (no longer a mandatory indicator) infrastructure will impact on this indicator.

NI 8 may have some connection to transport if accessibility to leisure facilities is one of the barriers to adult participation in sport. For example, in Barking and Dagenham, a survey of residents found that 7.5% of those not participating in sport reported a lack of transport to and from the sports venues as a reason for not taking part in physical activity (Barking and Dagenham, 2005).

NI 138 and NI 139 bring together the transport and ageing agenda. Transport is known to be a key determinant of independence for older people and transport is frequently at the top of the agenda of concerns in maintaining and improving quality of life for this age group (Burnett, 2005). Transport services and infrastructure quality would undoubtedly contribute to these measures as part of a broader set of issues.

#### **4.2 Safer Communities**

The road safety indicators (NI 47 and NI 48) already feed directly into this area. However there are other transport improvements which can impact on safer communities. One such example is initiatives to reduce violence and anti-social behaviour on or around public transport such as the Target initiative in West Yorkshire and Operation Trojan in the West Midlands and Merseyside which would link to:

NI 17 Perceptions of anti-social behaviour

A survey for the Department for Transport estimated that better public transport security might increase journeys by as much as 11.5% (DfT, 2004). Research has also shown that “95 per cent of people arrested using public transport have not paid for their journey” (West Midlands Police, 2007).



### 4.3 Health & Well-being

The New Performance Framework lists the following two indicators under a combination of children and young people and adult health and well-being but which really address the same health agenda:

NI 55 Obesity among primary school age children in Reception Year

NI 56 Obesity among primary school age children in Year 6

Transport is seen as an important element of the multi-faceted approach to tackling the obesity epidemic in the UK (NAO *et al.*, 2006). The decline in walking and cycling trips as main modes or as part of journeys has been identified as one of the factors which has contributed to the obesity epidemic. Active travel is part of the school travel plan agenda so it should be anticipated that, over time, authorities successful in promoting such initiatives will begin, as part of a package of other measures, to make a difference to these indicators. There is therefore a clear connection between transport and this part of the health agenda (Ibid.)

### 4.4 Children and Young People

Three indicators have been identified from the New Performance Framework which transport is likely to have an influence on:

NI 87 Secondary school persistent absence rate

NI 91 Participation of 17 year olds in education or training

NI 117 16 to 18 year olds who are not in education, training or employment (NEET)

NI 87 could be affected by initiatives such as the Yellow School Bus which has been shown to reduce absenteeism at schools (Murphy, 2005).

NI 91 and NI 117 both connect directly to the findings of the 2003 Social Exclusion Unit report 'Making the Connections' where it was found that cost and availability of travel were barriers to the uptake and maintenance of training and employment. For example, post-16 students in East Lancashire with a card allowing free travel at all times on most buses and the scheme evaluation showed increased levels of participation and retention at college (SEU, 2003). Personalised journey planning in the Borough of Halton encouraged a 100,000 increase in bus patronage and contributed to a 32% rise in 16-18 year olds in education (Westwood, 2004).

### 4.5 Local Economy

Table 3 identifies the seven transport indicators that fall within this heading which emphasises the important role of transport in a well-functioning economy. It is important to stress that of the seven indicators only one (NI 167 congestion) is a true outcome indicator whilst the others are intermediate outcomes (e.g. changes in accessibility levels, percentages of bus services running on time). Two other indicators are also included under local economy which have a bearing on transport interventions:

NI 152 Working age people on out of work benefits

NI 153 Working age people claiming out of work benefits in the worst performing neighbourhoods

Lucas's work looking at different types of transport interventions to promote social inclusion (Lucas, 2004) identifies a raft of transport initiatives which have been tried to assist people to overcome transport barriers to employment. These vary from initiatives such as Wheels to Work, through working to provide travel information through Job Centre Plus as part of the interview process to initiatives to match up areas of unemployment with jobs through more mainstream transport connections. Whilst at a macro level it can be difficult to establish a relationship between transport and employment there are clear scheme specific relationships which can be monitored. For example, retiming of bus connections allowed residents of Widnes to access Runcorn for a 6am shift start time. This led to an increase of around 25% in patronage on the route (Westwood, 2004).





#### 4.6 Environmental sustainability

Mode choice of children travelling to school (NI 198) is included in this category. Three further New Performance Framework indicators relate strongly to transport interventions:

NI 185 CO<sub>2</sub> reduction from Local Authority operations

NI 186 Per capita CO<sub>2</sub> emissions in the LA area

NI 194 Level of air quality – reduction in NO<sub>x</sub> and primary PM<sub>10</sub> emissions through local authority's estate and operations

NI 185 and NI 194 relate to the operation of the local authority's estate and operations. As major transport users and suppliers there is clearly a role for an internal plan to manage fleets of vehicles and their operations for better efficiency (TfL, 2006). Further to this, the transport implications of local authority functions such as school meal provision, social care and waste management should all be considered (Whiteing, 2006; Maynard *et al.*, 2006)

Whilst the above indicators relate strongly to a local agenda, NI 186 relates to the issue of climate change. The indicator covers per capita CO<sub>2</sub> emissions in the LA area. Transport is likely to contribute around one third of these emissions and therefore transport policies will be important in making a difference to this indicator (Marsden, 2006).

#### 4.7 Conclusions

The reduction of mandatory transport indicators to 10 and the establishment of the New Performance Framework is an opportunity but also a challenge. As the work above suggests, transport can contribute to six policy areas and, potentially, 15 indicators from other policy sectors.

If transport plans and policies stick to maximising performance around the set of 10 transport indicators then this will lead to transport plans which only address a narrow part of the sustainable development and sustainable transport agenda. It will continue to be difficult to establish meaningful dialogue and interaction with other stakeholders and to lever in additional funds to deliver an integrated agenda.

If transport planners can extend their agendas to reach out to the policy areas identified then transport might become more strongly embedded in the broader corporate agenda. There is already substantial case study evidence supporting all of the measures identified above and some authorities already achieve this for some policy areas. Only a fraction of this evidence has been cited in this report. Whilst monitoring is only one part of integrated policy making this report has identified the value which some shared metrics can have in promoting dialogue and establishing relationships. The metrics and ideas listed here can be built upon, taking account of local circumstances and priorities, to support this process across all local authorities.

## References

- Barking and Dagenham (2005) Barriers to Participation Results 2004/2005, Barking and Dagenham Sports Development Unit, <http://www.barking-dagenham.gov.uk/8-leisure-envir/sport-rec/sports-dev/pdf/barriers-results-2004-2005.pdf>
- BucksCC (2006) Transport Pathfinders Programme, Buckinghamshire County Council TRANStat, <http://www.ltpnetwork.gov.uk/Documents/Bucks%20TPP%20Transtat%20project%20summary.doc>
- Burnett, A. (2005) In the right place: Accessibility, local services and people, Help the Aged Report, London, [http://policy.helptheaged.org.uk/\\_policy/Community/Transport/\\_default.htm#reports](http://policy.helptheaged.org.uk/_policy/Community/Transport/_default.htm#reports)
- DfT (2004) Tackling Crime on Public Transport, Report for the Department for Transport, Summary, London. <http://www.dft.gov.uk/pdf/pgcr/crime/tacklingcrimeonpublictransport>
- Forrester, J. (2008) "Getting the Job Done": The DISTILLATE Guide to Cross-sectoral and Intra-organisational Partnership Working for Sustainable Transport Decision Making, [www.distillate.ac.uk](http://www.distillate.ac.uk)
- Lucas, K. (2004) Running on Empty: Transport Social Exclusion and Environmental Justice, Edited by Karen Lucas, The Policy Press, Paperback ISBN 9781861345691
- Marsden, G. (2006) *Introduction*, In Marsden, G. (Ed.) Wasted Miles, Wasted Money: A less congested, more energy efficient future, p5-10, CICC Publications, ISBN 0 948 294 16 7
- Marsden, G., Kelly, C., Hull, A.D., Tricker, R., Lucas, K., Brookes, M., Snell, C. and Forrester, J. (2007) Improving Monitoring and Reporting for Local Authorities: Lessons from the Transport Sector, Deliverable C2, DISTILLATE Project, [www.distillate.ac.uk](http://www.distillate.ac.uk)
- Murphy, H. (2005) The Dynamic Situation of Education Transport in the UK and the Innovative Solutions Developed by METRO (West Yorkshire Passenger Transport Executive, Transport Practitioners Annual Meeting, 5-6 July, Aston, Proceedings available from PTRC, London.
- National Audit Office, Healthcare Commission and Audit Commission (2006) Tackling Childhood Obesity – The First Steps, Report by the Comptroller and Auditor-General, HC 801 Session 2005-2006, 28 February 2006, [http://www.nao.org.uk/publications/nao\\_reports/05-06/0506801.pdf](http://www.nao.org.uk/publications/nao_reports/05-06/0506801.pdf)
- Poulton, N., Maynard, S. and Cherrett, T. (2006) Taking the waste out of waste management and recycling: The potential for local bring-sites to reduce householder recycling mileage, in Ed. Marsden, G. Wasted Miles, Wasted Money: a less congested, more energy efficient future, p61-70, CICC Publications, Cambridge, ISBN 0 948 294 16 7
- TfL (2006) Fuel and Fleet Management Guide, Transport for London, London <http://www.tfl.gov.uk/tfl/roadusers/sustainable-travel/docs/workplace/Fuel-Fleet-Management-Guide.pdf>
- West Midlands Police (2007) Operation Gateway - tackling crime on public transport, Wolverhampton <http://www.west-midlands.police.uk/wolverhamptonwest/news.asp?id=1>
- Westwood, J. (2004) Halton Neighbourhood Travel Scheme, in Ed. Lucas K., Running on Empty: Transport, Social Exclusion and Environmental Justice, The Policy Press, ISBN 9781861345691
- Whiteing, T. (2006) Food Miles – sourcing and distribution solutions for the public sector, in Ed. Marsden, G. Wasted Miles, Wasted Money: a less congested, more energy efficient future, p71-80, CICC Publications, Cambridge, ISBN 0 948 294 16 7

This guide has been written by:

Dr Greg Marsden, Institute for Transport Studies, University of Leeds

Key contributors to the technical work are:

Michael Brookes, University of Westminster

Prof Angela Hull, Heriot-Watt University

Mary Kimble, Institute for Transport Studies, University of Leeds

Dr Karen Lucas, University of Westminster

Dr Carolyn Snell, University of York

Reggie Tricker, formerly of University of West of England

This work has been conducted as part of the DISTILLATE project funded as part of the EPSRC's Sustainable Urban Environment programme (Contract GR/S90829/01). Full details of the range of activities conducted through the DISTILLATE project is available at [www.distillate.ac.uk](http://www.distillate.ac.uk).

The DISTILLATE consortium comprises:

- Institute for Transport Studies, University of Leeds
- Heriot-Watt University
- Stockholm Environment Institute, University of York
- TRL
- University College London

The DISTILLATE research programme has been conducted with a range of local, sub-regional and regional government partners. We are grateful for their collaboration and co-operation in developing and testing the research products and to our steering group.



Whilst the University endeavours to ensure that the information contained in this brochure is accurate at the date of publication, it does not accept liability for any inaccuracies. Where matters arise outside of the reasonable control of the University it reserves the right to change or cancel its courses or services at any time without liability even after students have registered at the University. The University's contract with its students does not confer third party benefits for the purposes of the Contracts (Rights of Third Parties) Act 1999.

Copyright © The University of Leeds 2007. All rights reserved. Reproduction in whole or in part is forbidden without the permission of the publishers.



**UNIVERSITY OF LEEDS**

Dr Greg Marsden  
Institute for Transport Studies  
University of Leeds, Leeds LS2 9JT, UK  
**t** +44 (0)113 343 5358  
**f** +44 (0)113 343 5334  
**e** G.R.Marsden@its.leeds.ac.uk  
**w** www.its.leeds.ac.uk