

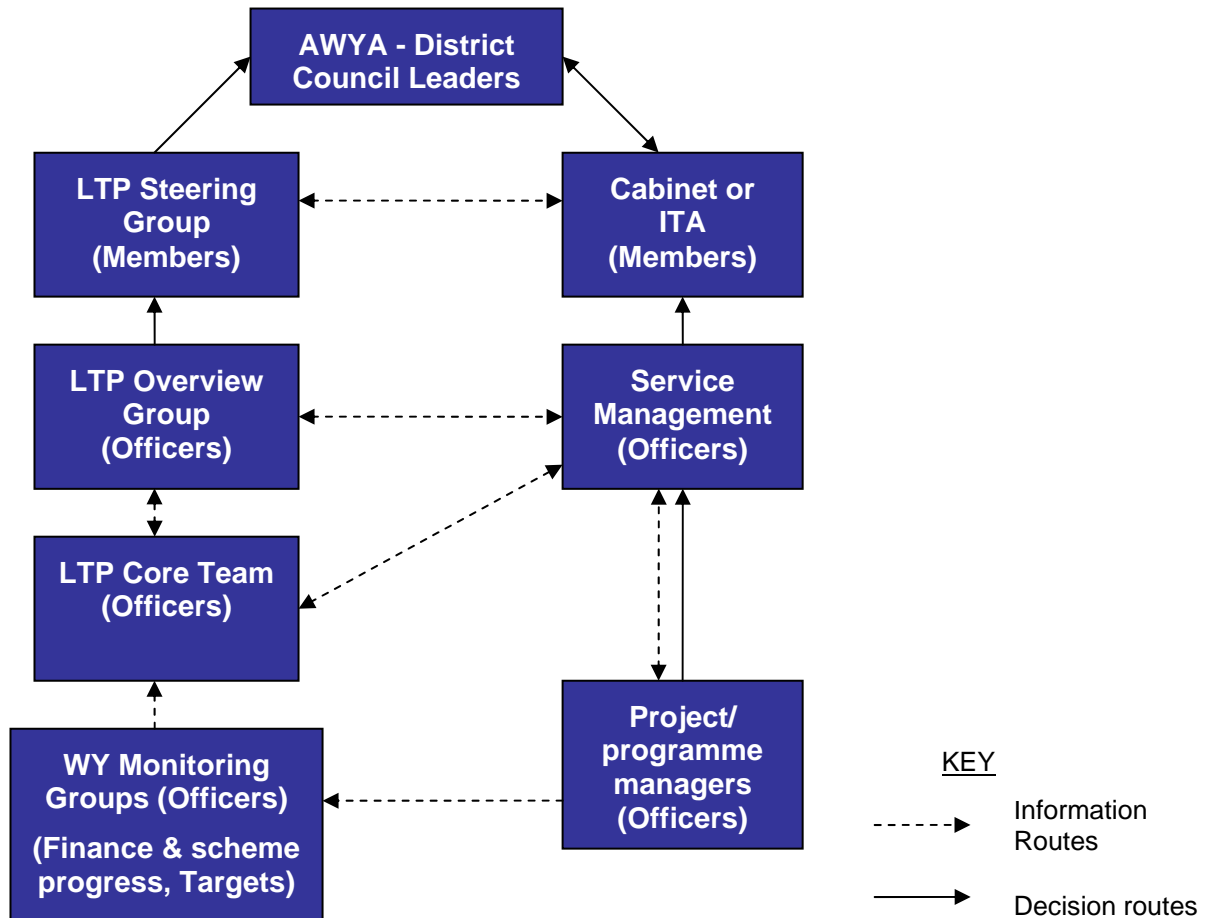
## 4 GOVERNANCE, MANAGEMENT AND REPORTING

### 4.1 Process for decision making

As the LTP targets are for the whole of West Yorkshire there is a need for a joint monitoring and decision-making structure which runs in parallel with, and links to, the decision making structure within each of the authorities. This ensures that decisions are made collectively where appropriate so that targets and other outcomes can be achieved.

The decision making structure is shown in outline in Figure 4.1.

**Figure 4.1 Decision making structure**



The left side of the diagram shows the collective LTP decision making structure of the West Yorkshire authorities. More detail of this is given below.

Locally within each authority there is a parallel decision making structure that varies in detail between authorities. This is shown on the right of the diagram. Recommendations and decisions on individual schemes and funding are as appropriate by the project/programme managers, Service Management and Cabinets/Boards.

#### 4.1.1 LTP Steering Group

The members of this group are the Lead Councillors on transport planning from each of the District Councils (Bradford, Calderdale, Kirklees, Leeds and Wakefield) and from the ITA. The chair of the Steering Group is the vice chair of the West Yorkshire ITA. The group is supported by the officers of the LTP Overview Group.

The overall ownership for the congestion (and all other LTP2) targets rests with the LTP Steering Group. Overall responsibility for the Congestion Delivery Plan also rests with the LTP Steering Group.

The decisions of the Steering Group on financial issues are passed for ratification by the 5 District Council Leaders at the Association of West Yorkshire Authorities. If there is a contentious issue that the Steering Group could not resolve (unlikely for elements of the congestion delivery plan) this is passed to the Leaders meeting for a decision.

#### **4.1.2 Responsible Officer**

David Hoggarth, Director of Development at Metro is the formal named officer responsible for the LTP Steering Group within the ITA's procedures. David has been nominated to take overall responsibility for the Congestion Delivery Plan.

All reports to the LTP Steering Group, having been agreed by the Overview Group, have to be signed off by David Hoggarth before they can be issued. He will be responsible for reporting directly to the LTP Steering group for any failures in delivering the Congestion Delivery Plan.

#### **4.1.3 LTP Overview Group**

This group consists of senior managers from each of the authorities. These are currently:

- John Blackburn, Bradford;
- Nigel Pickles, Calderdale;
- Richard Hadfield, Kirklees;
- Dave Gilson, Leeds;
- Keith Bloomfield, Wakefield; and
- Jeff English, Metro

The Group, which meets monthly, has a rotating Chair. The Group also has representatives from the Highways Agency and the Government Office for Yorkshire and the Humber.

A key function of this group is to assess information and proposals from the Core Team and on turn makes recommendations to the LTP Steering Group for any changes to funding allocations or programme emphasis.

The group is also responsible for commissioning work of the Core Team.

#### **4.1.4 LTP Core Team**

This recently established group consists of officers from each of the authorities. These are currently:

- Aftab Rashid, Bradford;
- Peter Stubbs, Calderdale;
- Simon Taylor, Kirklees;
- Louise Porter, Leeds;
- Ian Goldthorpe, Wakefield;
- Steve Heckley, Metro.
- Ray Heywood, LTP Monitoring Group
- David Cherry, LTP Air Quality Group
- Andrew Parkin, LTP Maintenance & Asset Management Group; and

- Steven Thornton; LTP Safer Roads Group

The team meets (in offices provided by Metro) as often as the workload on LTP related matters demands. A key function of this team is to oversee the implementation of the LTP work programme which includes the Congestion Delivery Plan.

The remit of the Core Team covers;

- commission/ undertake research and analysis of transport issues and problems;
- develop and revise integrated and co-ordinated strategies to deal with identified transport issues and problems;
- investigate and disseminate best practice on outcome based implementation and assessment;
- assess and analyse the information provided by the two monitoring groups;
- oversee implementation of, and review, the LTP work programme (including sub elements e.g. congestion delivery plan);
- co-ordinate the work of / liaise with other task groups;
- develop or assist in developing bidding/ reporting documents; and
- consultation with stakeholders, etc.

The team will report directly to the LTP Overview Group and the work programme of the Team will be set/ agreed by the Overview Group

#### **4.1.5 Monitoring Groups**

There are 2 Monitoring Groups:

- Finance and Scheme Progress led by Ben Whitaker, Capital Programme Manager, Metro.
- Targets and Indicators led by Ray Heywood, Policy Monitoring Manager, Leeds.

Each group has representatives from each of the authorities who are responsible for gathering the information which is then compiled and assessed by the group as a whole.

The groups are responsible for data collection and analysis. The target monitoring group also co-ordinates survey work and collects performance data held elsewhere within the authorities. The analysed data is passed to the LTP Overview Group (and to management teams within each authority) for consideration of the implications.

#### **4.2 Timetable**

The LTP Overview Group meets monthly and the LTP Steering Group on a six weekly cycle.

The LTP Steering Group will receive progress and performance data (finance, indicators/targets) reports for active management purposes and for submitting Progress Reports to DfT as follows:

**Table 4.1: Timetable for LTP Steering Group CTDTP matters**

| Meeting     | LTP Steering Group                            | DfT Progress Report |
|-------------|---|---------------------|
| January 10  | Progress Report for interim 10/11 budget work |                     |
| February 10 | CTDTP Update Report                           | Submit to DfT       |

\* LTPSG meeting schedule agreed by WYPTA

Progress on proxy key indicators (including traffic flows on key corridors and public transport patronage) will be reported via the LTP Overview Group to the LTP Steering Group 4 times per year. Urban Congestion Target data collection is annual. Other (proxy) data, e.g. traffic flows, can be collected more frequently (though there is not a straight correlation with congestion) and these will be used to influence decisions on programme changes.

In order to avoid “knee jerk” reactions to deviations from agreed trajectories for targets trends will be considered in terms of a 4 quarter rolling average and contextualised with relevant information.

The process effectively results in 2 dates in each year to make changes to the programme of interventions. This is classed as more than adequate because of;

- the lag between implementation of an intervention and ability to locally judge the effectiveness of many of the interventions;
- the variability in the data collected and the ability to assess changes in the trends because of this; and
- the time taken to develop additional or alternative initiatives.

Many interventions have a long lead in time (e.g. legal and consultation processes) others are relatively short. It is usually not possible to speed up the implementation of the larger schemes.

### 4.3 Management of the target

#### 4.3.1 Risk ownership

As part of the overall programme and risk management process it is important we understand who will be responsible for managing the risks. We envisage the risks being managed at two levels;

- at an individual authority level; or
- as a partnership.

Table 4.2 summarises where responsibilities will fall.

**Table 4.2 Management of key risk groups**

| Risk management group<br>(See Table 3.1) | General tools/ actions  | Ownership                      |
|--|---|--------------------------------|
| General                                  | <ul style="list-style-type: none"> <li>• Effective programme and performance management</li> <li>• Reviews of programme priorities</li> <li>• Scheme effectiveness</li> </ul> | Individual Authority           |
| External                                 | <ul style="list-style-type: none"> <li>• Reviews of programme priorities</li> <li>• Scheme effectiveness</li> <li>• Target monitoring and review</li> </ul>                   | West Yorkshire LTP Partnership |
| Partnership                              | <ul style="list-style-type: none"> <li>• Reviews of programme priorities</li> <li>• Scheme effectiveness</li> <li>• Target monitoring and review</li> </ul>                   | West Yorkshire LTP Partnership |
| Programme                                | <ul style="list-style-type: none"> <li>• Effective programme and performance management</li> </ul>  | Individual Authority           |
| Monitoring                               | <ul style="list-style-type: none"> <li>• Target monitoring and review</li> </ul>  | West Yorkshire Partnership     |

### **4.3.2 Performance monitoring framework**

In order to maintain a high level of performance we intend to continue with proven practices from LTP1 within an enhanced performance management framework. As part of the overall LTP2 process the West Yorkshire authorities have developed a performance management system which will monitor progress towards all targets.

Within this process are the tools for managing the programme, target and risks. These include;

- reallocation of resources between partners to ensure that spend is maximised;
- the use of over-programming as a management tool, particularly in those programme areas where delays to schemes are common; and
- the use of framework contracts for consultants and contractors to cover for lack of resources particularly at peak times in scheme development and implementation.

Some areas of risk will be in our direct control, in particular those associated with the delivery of the capital programme. Others risks, particularly when external factors are involved, may require more radical approaches and may mean that the Partnership needs to revisit its priorities and predicted outcomes.

The performance monitoring framework includes assessments of;

- delivery against planned expenditure;
- delivery against planned schemes;
- progress towards targets and trajectories; and
- delivery against policy.

#### Expenditure monitoring

Each Authority produces their own annual spend profiles for their capital programmes. Progress against these are reviewed at least quarterly to identify where spend is slower than anticipated against the forecasts. The reasons behind the divergence from the planned profile are investigated. This either results in an action plan to address the divergence or a potential re-allocation of funding.

#### Programme delivery

At each reporting period, each Authority reviews how delivery of schemes compares with that set out in the programme at the beginning of the year. This identifies key scheme slippage and is used to assess the potential impact on achieving targets.

The Quarterly information gathered by the monitoring group informs the Overview Group and Steering Group as to the likely impact of the slippage and whether further action needs to be taken to ensure targets are met.

#### Policy delivery

A matrix of key policy areas is being developed to track progress by each authority. Work will be undertaken to assess the relationships between traffic levels and car parking charges in each of the main centres.

#### Targets and trajectories

The target monitoring information is used to compile a detailed report each year summarising:

- progress against the target trajectories;
- if the target is failing, suggestions for the action needed to bring the target back on track and the implications for the capital and revenue programmes;

- factors likely to influence future progress; and
- if there is the need to revise the target.

The report is considered by senior officers within each Authority and by the LTP Overview Group. A summary of key issues and recommended actions is prepared and presented to the LTP Steering Group.

Whilst the review of targets is seen as an important part of the risk management process, the re-evaluation of the targets will ensure that individual targets will be stretched when monitoring indicates that the target level will be achieved earlier than indicated.

### ***4.3.3 Dynamic programme management***

There is an annual review of each part of the programme. Informed by the performance monitoring framework, the reviews will take into consideration specific local and external influences.

Reviews will be undertaken jointly between the Partners and take into account other policy areas such as economic development and land use planning. The key players include the relevant Traffic Managers and UTC staff as well as bus and rail operators. This will ensure that the full range of policy levers can be addressed.

For those risk areas which are not directly programme related this process is a key management tool allowing programmes to be reprioritised accordingly.

### ***4.3.4 Funding flexibilities***

There are two objectives associated with greater funding flexibility:

- to maximise use of LTP funding and ensure 100% spend in any given year; and
- to reward good performance (in terms of delivery of schemes and policies).

Where a high risk of under-spend is identified, a transfer of funding between authorities will take place to ensure we maximise spending potential, as we did during LTP1. The programme management process is intended to ensure that transferred funds are spent on appropriate projects to achieve relevant targets.

## **4.4 Monitoring progress towards the target**

### ***4.4.1 Overview***

Monitoring progress towards all our LTP2 objectives relies heavily on a robust and efficient system of data collection and analysis.

We developed a comprehensive monitoring regime that has been adapted to take account of the new objectives and revised indicators in LTP2. At present we have 24 indicators which are used to measure our local targets. We also have 22 background indicators which are used to measure broader trends such as economic growth, retail values or unemployment. The background indicators are an integral part of understanding how the LTP contributes to the wider agenda e.g. economic growth that has an impact on congestion.

### ***4.4.2 Monitoring programme and reporting***

Whilst some data is collected on a continuous basis, for example, traffic flows on key routes and public transport patronage, other areas require carefully programmed surveys to ensure that the indicators and targets can be updated.

For the 'Person Journey Time' indicator the main areas are traffic flows, vehicle type and occupancy and public transport occupancy. In order to minimise variability this data is collected annually for 3 days and averaged. However as can be seen from the trajectories on

some of the corridors (See Appendices) there can still be significant variation from year to year and the data collection process needs to be kept under review.

For CTDTP bus numbers, patronage and speeds are obtained through roadside observations. Other vehicle speeds are obtained through the data provided by DfT. Because of the complexity of the processing involved the timescale for the delivery of this data slows down any reaction to changes in the trend.

#### **4.4.3 Review of scheme effectiveness**

The Partnership has established a system to review the impact of selected schemes and to assess the benefits of individual measures. This is disseminated in the form of Impact Reports and through working groups.

By utilising up to date best practice we will be able to ensure that the schemes we choose to go into our programme and any alterations to the programme can deliver the maximum outputs.

#### **4.4.4 Reviewing targets and indicators**

An important part of the overall process of monitoring is to continue to assess the appropriateness of our indicators and targets both in terms of the range and type of indicator but also the level at which each target will be set. This will be carried out on an annual basis as part of our performance management framework.

### **4.5 Impact on other targets**

Despite the fact that this target is relevant to a limited a number of sections of 13 routes it cannot be seen in isolation from other LTP2 targets. The main ones with a direct link being:

- M6 Peak Period traffic flows to town centres.
- L3 AM peak period mode split to town centres.

More tenuous links exist with the following targets:

- M7 Mode share of journeys to school.
- M8 All day public transport patronage.
- M13 Change in area wide traffic flows.
- L2 Cycle trips to urban centres.

Full details of the targets and the rationale behind their development can be found in LTP2 Part 4 and Appendix F.

### **4.6 Preliminary Performance Assessment**

During the autumn 2008 the DfT assessed the overall performance of the West Yorkshire Congestion Target Delivery Plan (CTDP). This was done because the initial results for 2006/07 did not match expectations; the actual preliminary personal journey time indicator was 2 seconds above the trajectory, although provisional results for 2007/08 were more promising with the actual result being 2 seconds below the trajectory. The assessment covered a wide range of processes covering the governance, performance and monitoring of the Plan. The Action Plan, agreed with DfT as a result of this assessment, is set out in Table 4.2. Since October 2008 the key changes relating to the governance of the Plan have been implemented to strengthen the effectiveness of our active performance management arrangements. Work continues on a number of detailed and technical matters relating to route inventories and the use of real time bus journey data for monitoring.

Since this assessment the DfT has published revised base trajectory and target values for the person journey time indicator using TrafficMaster rather than ITIS data. On this basis our

performance for 2006/07 matched the trajectory and for 2007/08 performance has improved, with the actual indicator being 3 seconds below the trajectory. The provisional figure for 2008/09 is some 21 seconds below the trajectory . Although some of this reduction is due to the effects of the recession – throughput has reduced by 4.1% since the baseline, In addition anticipated delays on the A65 due to the start of works on the A65 QBI have not materialised due to revised scheme start dates.

**Table 4.3 ACTION PLAN: For Active Management Of Congestion Target Delivery Plan**

| Issue  | Proposed Action  | Timescale                  | Lead authority     | Lead officer   |
|--|--|----------------------------|--------------------|--|
| Progress monitoring mainly within individual authorities.<br><br>Central focus tends to have been on data with a number of parties involved with confused lines of contact | A single officer has been designated to; <ul style="list-style-type: none"> <li>• co-ordinate all data issues</li> </ul> make progress reports on behalf of all partners                 | Completed<br>July 2008     | Leeds City Council | Ray Heywood,<br>Policy Monitoring Manager                  |
|  | A single officer has been designated to: <ul style="list-style-type: none"> <li>• co-ordinate all policy issues</li> </ul> make progress reports on behalf of all partners               | Completed<br>July 2008     | Metro              | Jeff English<br>Assistant Director<br>Integrated Transport |
| Monitoring of delivery of CTD milestones embedded in overall performance management  | Specific quarterly report on progress against congestion milestones to be prepared for LTP Overview Group  | To commence<br>Autumn 2008 | Metro              | Jeff English<br>Assistant Director<br>Integrated Transport |
| CTDP review process to date has not followed a specific timetable  | Formal 6 monthly review to be established<br><br>To include at least 2 reports per session to LTP (Members) Steering Group   | To commence<br>Autumn 2008 | Metro              | Jeff English<br>Assistant Director<br>Integrated Transport |
| Examples of good practice (e.g. Metro and Kirklees) not yet adopted by all districts   | Revised process for monitoring and review to be agreed and adopted by LTP Overview Group<br><br>To include bi-monthly circulation of revised Progress Pro-forma by Metro to all partners | October 2008               | Metro / all        | Jeff English<br>Assistant Director<br>Integrated Transport |
| Greater ownership of the plan by senior officers   | Metro Matrix district liaison to be used to focus strategic directors on congestion plan   | October 2008               | Metro              | Jeff English<br>Assistant Director<br>Integrated Transport |
|  | Highlight the profile of the congestion target across West Yorkshire through the LAA process *   | October 2008               | All                | Jeff English<br>Assistant Director<br>Integrated Transport |

**PART 4**  
**GOVERNANCE AND REPORTING**

|   |   |                        |       |  |
|---|---|------------------------|-------|--|
| Overall structure for LTP delivery            | Review underway (- Outline report already tabled at AWYA Chief Executives meeting)                            | April 2009             | Metro | David Hoggarth<br>Director<br>Development<br>Department    |
| Review of the basis of the CTD <sup>P</sup> * | A re-assessment of the CTD <sup>P</sup> routes (up date route inventories)                                    |                        | All   | Jeff English<br>Assistant Director<br>Integrated Transport |
|   | Sensitivity analysis of the data used in calculating the Person Journey Time Indicator and Congestion Target. | Completed<br>June 2009 | Leeds | Ray Heywood,<br>Policy Monitoring<br>Manage                |

\* Identified in the LTP Progress Report 08