

London Borough of Havering Lane Rental Scheme 2025

Evaluation Report

London Borough Lane Rental Scheme.

Reducing disruption on the borough road network.



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EXECUTIVE SUMMARY

The Proposed Lane Rental Scheme

The London Borough of Havering seeks to introduce a lane rental scheme on a proportion of its road network in accordance with the Street Works (Charges for Occupation of the Highway) (England) Regulations 2012 (the Lane Rental Regulations) made under Section 74A of the New Roads and Street Works Act.

The council seeks to introduce a lane rental scheme to achieve better control of roadworks and street works which take place on its network, with a core objective of reducing disruption to the most sensitive parts of the network, at the most sensitive times. The Borough successfully operates a Permit Scheme, however, feel that a Lane Rental Scheme will give better control of the durations of works, and provide an incentive for work to be undertaken quicker, and outside of peak times.

Traffic congestion is a blight which affects economic productivity (as people cannot move efficiently around), people's health and the environment, as well as being a frustration for those caught up in it. Havering is committed to providing healthy streets, travel and lives with a core value of the borough being to rise to the challenge of the climate and ecological emergency. Havering are committed to providing clean and green spaces, supporting strong, healthy and safe communities, delivering more and better homes, and maintaining an economy that works for everyone. Traffic congestion is a persistent barrier to these ambitions. It restricts economic productivity by slowing the movement of people and goods, undermines public health and air quality, and contributes to environmental harm, as well as causing daily frustration for residents and businesses.

The proposal to operate a lane rental scheme supports the London Mayor's election manifesto pledge to expand lane rental across London.

Since the summer of 2023 a number of London boroughs have been working in partnership and formed The London Borough Lane Rental Strategy Group, which consists of representatives from Transport for London, the London Boroughs of Enfield, Merton, Camden Lambeth, and the Royal Borough of Kensington and Chelsea, with occasional support from London Councils. The primary objective of the group was to establish a pan-London framework for operating lane rental on borough roads, together with a standardised approach for defining lane rental networks, applicable charges and the times when charges would apply should works be undertaken at peak travelling periods. The pan-London framework was produced in consultation with all London boroughs on key policy areas and was shared with utility companies and the Department for Transport for feedback. The proposed Havering scheme aligns with the Transport for London lane rental scheme. Havering form part of the tranche two London borough Lane Rental group, which subscribes to the pan-London approach and the set of rules that has been developed by the Lane Rental Strategy Group.

While it has been confirmed that Boroughs need to progress with individual applications and consultation, which Havering has done, the Scheme document remains consistent with the pan-London approach in its entirety.

Consultation

To seek the views of stakeholders, Havering undertook a four-week period of consultation, from the 15th August 2025 until the 19th of September 2025 with key Stakeholders. The consultation was preceded by a traffic sensitive review relating to the proposed Lane Rental streets, with notification provided to stakeholders on 8th July 2025.

4 responses were received to the consultation, including 3 from utility companies, and one from the Greater London Authority. All 4 of these responses contained a series of questions and comments relating to points of clarification and the costs and benefits of the proposed scheme.

There were several common responses raised by the consultees, these were in relation to:

- The charge free period for immediate works
- The categorisation of footways and cycle tracks
- The use of Street Manager terminology
- The Cost Benefit Analysis
- Waivers and exemptions
- Waivers for collaborative works
- The application of revenues
- The categorisation of weekends and Bank Holidays
- The benefits of a consistent pan-London scheme

Additionally a public consultation exercise was launched on 29th August and ran to 30th September 2025. Similar documents were made available as part of this consultation exercise. As part of both consultation exercises both stakeholders and members of the public were invited to send general comments via email. A total of 11 comments were received from this consultation.

All of the consultation comments received, along with Officer responses are listed in section 4 of this document.

Next Steps

Having considered every comment raised by respondents to the consultation and following discussion with the members of the London Borough Lane Rental Strategy Group, Havering have decided to amend the proposals consulted on to:

- Waive charges for all collaborative works

The responses made clear that consultees felt that collaborative works should be further incentivised by ensuring that the scheme made commitment to a full waiver for such works.

Summary of other points considered

Having considered the other themes, points and comments raised, Havering believe that:

The Scheme provides sufficient opportunity for charges to be avoided

The Scheme incentivises genuine immediate emergency works to be expedited on the lane rental network

The Waiver, Reduction and Exception Guidance Document that will be published prior to Scheme commencement will provide the clarity requested by the consultees.

The governance of scheme funds will be in accordance with the regulations. A further benefit of the pan-London approach to lane rental is the ability to utilise the established governance group, structure and processes implemented by Transport for London. This will assist the governance group members with their availability and ensure that the experience of its members is utilised with a fair and transparent process for the management and allocation of scheme funds.

Havering will now submit an application to implement a lane rental scheme to the Department for Transport (DfT). The DfT will need to consider whether to grant the application. A copy of this Consultation Report is included with the application. Havering will update its website with the outcome of the DfT's consideration of our application as soon as they announce it to us. Officers will also write to all those individuals and organisations who replied to the consultation.

ABOUT THE PROPOSALS

1.1 Introduction

Traffic congestion is a blight which affects economic productivity (as people cannot move efficiently around), people's health and the environment, as well as being a frustration for those caught up in it. Havering is committed to providing healthy streets, travel and lives with a core value of the borough being to rise to the challenge of the climate and ecological emergency. The council seeks to introduce a lane rental scheme to achieve better control of roadworks and street works which take place on its network, with a core objective of reducing disruption to the most sensitive parts of the network, at the most sensitive times. The Borough successfully operates a Permit Scheme, however, feel that a Lane Rental Scheme will give better control of the durations of works, and provide an incentive for work to be undertaken quicker, and outside of peak times. The Scheme is designed to limit the carrying out of works at specified locations by applying a daily charge, if a designated street is occupied by works during specified days and times. A Charge will not apply if works take place outside of the specified days and times.

Lane rental charges are proposed to apply at locations making up 12.1 per cent of the Havering Road Network. Charges will apply daily and are banded depending on the sensitivity of the location to congestion. The low band is proposed to be charged at £1,000 per day, the medium band at £1,500 per day and the high band at £2,500 per day. At the widest extent charges can apply from 07:00 to 19:00 in some locations, with reduced charging hours in other locations. This encourages companies to undertake their works at quieter times.

The Government has decided, following consultation earlier in 2024, to proceed with an amendment to regulations with the proposal that will require at least 50% of surplus funds to be spent on road

maintenance, which is expected to be effective from January 2026. Havering will use the remaining proceeds from lane rental charges to fund a range of projects which aim to reduce the adverse effects caused by roadworks.

ABOUT THE CONSULTATION

2.1 Purpose

The objectives of the consultation were:

- To give stakeholders and the public information about the proposals and how to respond.
- To understand any issues that might affect the proposal of which we were not previously aware of.
- To understand concerns and objections.

In planning our consultation, we paid regards to the latest version of the document ‘Lane Rental Schemes: Guidance for English Highway Authorities’.

2.2 Who we consulted

The consultation was open to anyone who had a view they wished us to consider although a range of key Stakeholder organisations were also targeted.

2.3 Dates and Duration

To seek the views of stakeholders, Havering undertook a four-week period of consultation, from the 15th August 2025 until the 19th of September 2025 with key Stakeholders. Additionally a public consultation exercise was launched on 29th August and ran to 30th September 2025.

2.4 Methods of Responding

Respondents were asked to submit their comments in writing via email.

2.5 Consultation Materials

Proposals were outlined via a designated page on the council website: [Proposed Lane Rental Scheme for Havering - London Borough of Havering Council - Citizen Space](#) and also via direct emails sent to stakeholders that we felt would have an interest in our proposals.

Officers published the following materials:

- The consultation Letter
- The proposed Havering Lane Rental Scheme Document
- The proposed Havering Lane Rental Network Maps
- The proposed Schedule of Locations
- The supporting Cost Benefit Document, including a finalised schedule of traffic sensitive designations relating to the proposed Lane Rental streets

- A Scheme Evaluation Plan

An interactive map of the proposed Lane Rental Network was also made available on the designated webpage.

Copies of the consultation materials that were published, the list of stakeholders that were invited to respond, and a copy of the consultation webpage are included as appendix A.

2.6 Meetings with Stakeholders

Throughout the development of the proposed Scheme Havering has met with and sought the views of stakeholders, including Transport for London, other London Boroughs, London Councils, the Department for Transport and representatives of utility companies.

The London Borough Lane Rental Strategy Group, consisting of representatives of other London Boroughs and Transport for London, has met regularly since Summer 2023 to collaborate on the design of the scheme. The scheme has been presented and shared with representatives of Boroughs that are not members of the strategy group at meetings facilitated by the London Joint Authorities Group and London Councils.

The views of representatives from Utility Companies were sought at a meeting held at the Kia Oval on the 21st of March 2024. The meeting provided a summary of the proposals for a pan London scheme, which Havering have decided to align with. A copy of the presentation delivered to attendees and the report of questions and answers is attached as Appendix B.

Changes made following consultations by the four tranche one London borough applicants have also been reflected in the consultation package.

2.7 Analysis of Consultation Responses

All responses to the consultation were read and analysed in detail. All comments and suggestions received were reviewed to identify common themes raised by respondents.

RESPONSES TO CONSULTATION COMMENTS

TABLE OF CONSULTATION COMMENTS FROM THAMES WATER AND HAVERING RESPONSE

Number	Comment	Havering Response
1	Please provide TWUL with the evaluation reports for the operation of the permit scheme that demonstrates that the permit fees were proportionate and record the circumstances in which discounts were made available to TWUL.	All of the evaluation reports have been completed in line with regulation 16a, copies of which will be made available on the Havering website and submitted to the DfT as part of our application.
2	Please explain why your scheme does not allow for caps for major works. TWUL has a substantial programme of lengthy capital works, the viability of which are put into question through any disproportionate Lane Rental Charges.	Section 7.3.1 of the Scheme Document makes provision for charges to be reduced for Major Infrastructure Improvements.
3	Please explain why, contrary to the Guidance, you propose a trial period of only 4 weeks, as opposed to the recommended 3 months.	Havering will comply with the DfT's guidance and provide stakeholders with a 12-weeks' notice period of our intention to commence the scheme. There is no recommended trial period stated in the national guidance.

4	The Scheme Document does not provide details of any incentives for high-quality performance, including right first time reinstatements. For example, there are no rebates offered if reinstatements are resilient and do not need further repair within a set period of time.	The Havering Scheme follows and mirrors the Transport for London Scheme and current guidelines. Where changes are made to regional and national guidelines and policies the Council will look to amend and keep consistent with those especially the Transport for London Scheme.
5	Please explain why you have chosen to apply the scheme to 12.1% of the your road network, as opposed to the top 5-10% of most congested streets?	Comments noted, however the proposed Scheme represents 12.1% of the borough network where works can be adjusted as demonstrated in other existing and successful Lane Rental Schemes such as on the Transport for London road network. The other 87.9% of roads can be worked on as per existing practices.
6	Please explain why you have chosen to apply the scheme to 12.1% of the your road network, as opposed to the top 5-10% of most congested streets?	The algorithm applied is based upon a 15% coverage pan London, with some boroughs having a higher or lower percentage than others. Havering believe the Lane Rental scheme network extent is robustly justified with data including an evaluation of the Traffic Sensitive Streets review and London Parking Permit Scheme evaluation. The data used for the algorithm will be made available to the Department for Transport if requested.

7	Please explain why you have allowed an exemption of only 24 hours and not adopted 48 hours as recommended by the Guidance.	The scheme aligns with the established arrangements that are in place as part of the Transport for London Lane Rental Scheme, operating since 2012, which has demonstrated that 97 per cent of all emergency works undertaken on the lane rental network do not incur a charge. This justifies that the 24-hour free period drives the desired behaviour
8	Please explain the justification for charging the maximum £2,500.	To ensure consistency with the TfL Lane Rental model and all other operational Lane Rental Schemes, we propose setting the maximum daily charge at £2,500, in line with the highest charging band outlined by the DfT.
9	The Scheme is silent as to whether reduced charges should apply when alternative arrangements are prohibited by another Local Authority Department – for example, the Environment Health department preventing night time works. This is particularly relevant to TWUL, as accessing its assets requires the deepest excavations. They are therefore likely to be noisier than that of other undertakers.	The Council's Environmental team have been informed on the proposals and both teams work very closely together. The Lane Rental scheme does not negate the requirement for a Section 61 Agreement under the Control of Pollution Act 1974 and responsibility will continue to rest with the works promoters.
10	Havering has not included two essential documents within the consultation pack– a full cost benefit	The DfT cost-benefit analysis form is not required at the consultation stage. DfT guidance confirms that the

	analysis (not just a document stating one will be sent off to the DfT when making the application), and a detailed evaluation plan. Without an evaluation plan, how can any scheme be classified as a success? As per the DfT guidance, both these documents must be part of the full consultation pack.	completed form does not need to be included in the public consultation materials. We have followed DfT Lane Rental Guidance in full, undertaking due diligence on street selection, traffic sensitivity, and charging structures. Our cost–benefit analysis, prepared using DfT methodology, provides a proportionate assessment of the scheme’s impacts.
11	There appears to be no mention of a governance group to be set up to monitor and evaluate the scheme as expected. Thames Water and the guidance expects that any lane rental scheme establishes joint working arrangements for deciding how surplus revenues are spent within their permit scheme document.	The initial participating boroughs will utilise the existing TFL Governance Board Framework. This arrangement will be periodically reviewed. As more London Boroughs join the scheme, new joint arrangements will be established under which both the highway authority and works promoters are actively consulted on how surplus funds are applied and demonstrate the governance arrangements that will be put in place to ensure compliance with the legislation.
12	Please confirm that LB Havering has ensured that the scheme is coherent with Control of Pollution Act times (8am-6pm Monday to Friday and 8am-1pm Saturday). Please confirm that LB Havering has gained the environmental departments consent/agreement for all noisy works to take place during the non lane rental times on the specified streets.	The Council’s Environmental team have been informed on the proposals and both teams work very closely together. The Lane Rental scheme does not negate the requirement for a Section 61 Agreement under the Control of Pollution Act 1974 and responsibility will continue to rest with the works promoters.

13	Has the selection of LB Havering proposed specified streets and times considered the H&S/Welfare of workers as working at nighttime is more dangerous & has a significant financial impact – setting non lane rental times to be only between 10pm and 6am do not offer any practical times for works to be done. When TFL were looking into introducing lane rental, their studies acknowledged that working outside normal hours would result in one additional death a year. Thames Water believes that no death should be an acceptable risk (as per 2.1.4).	At the widest extent charges can apply are from 07:00 to 19:00. This encourages companies to undertake their works at quieter times.
14	Has LB Havering completed a feasibility study to ensure that works with excavation and reinstatement can be done within the times that lane rental is not applicable?	Havering have not completed any feasibility studies relating to an undertaker's work methodology and practices. However, it is understood from TfL's monitoring report that ~86 per cent of London's water sector works have managed to avoid incurring charges.
15	The lane rental scheme will apply to every day including public holidays apart from Christmas day. As Easter is also a religious holiday why is that not also included in the exception?	Havering has attempted to align with the Transport for London Scheme as closely as possible in regard to non-chargeable days over the festive period. It is however noted that Boxing Day and Easter bank holiday, despite the latter being a religious holiday, has increases in

		traffic movement in the borough, as well as other bank holidays except for Christmas day.
16	We would like to know why LR charges will apply on weekends. Which streets will these apply to, and what is the justification for this? Please provide the calculations and data-led measurements of traffic flows which justify charging lane rental on weekends.	Havering do not wish to incentive weekend working, when there are other viable opportunities to work outside of peak times. This is consistent with the approach applied by Transport for London and Havering believe it will assist in encouraging works to be completed expediently.
17	Please explain how LB Havering will manage any crossover between differing lane rental schemes.	Waivers should be sought in such scenarios and Havering will work with their neighbouring authorities and stakeholders in order to treat promoters fairly. This shall be included within the waiver guidance document that will be published, notwithstanding regulations only allow an approved authority to levy charges for the streets within their authority designated as Lane Rental
18	Page 16/17 of the DfT lane rental bidding guidance (April 2025) states that the authority must have evidence to support the selection of streets (or parts of streets) for the scheme, the evidence will show that works in the highway of the selected streets cause the highest levels of disruption and require the greatest efforts to sooth the traffic flow.	The evidence to support the selection of streets is not required as part of the consultation but can be submitted to the DfT as part of the final Lane Rental submission if requested.

	Please provide this evidence for the consultees to review.	
19	Please explain the justification for charging the maximum £2,500.	To ensure consistency with the TfL Lane Rental model and all other operational Lane Rental Schemes, we propose setting the maximum daily charge at £2,500, in line with the highest charging band outlined by the DfT.
20	There should be no charge when works are carried out and full traffic flows are maintained. There should be recognition that a promoter has amended behaviour in order to minimise the disruption caused by works. Without an exemption/discount being offered for this type of action where is the encouragement to change behaviours?	All works that occur on a Lane Rental designated roads will be charged under the scheme to ensure consistency for all promoters.
21	LB Havering are seeking to apply lane rental charge on 12.1% of the network. This figure should include the extent of those streets already covered by the TFL lane rental scheme which are within the LB Havering.	Havering are not the Highway Authority for the Transport for London Road Network, even though it is within Havering, and those roads do not form part of the Borough road network therefore those roads cannot be counted as part of the percentage.
22	Please confirm that any 'tidal' record is visible on Street Manager as if it is not visible promoters will not be able to identify these.	Havering Council has not proposed any tidal charges as part of its scheme.

23	Thames Water objects to the exclusion of immediate urgent works from a lane rental free period. LB Havering should include all immediate activities in this section like all other schemes both in operation and in consultation. LB Havering seems to be penalising us for faults which are out of our control.	Comment noted. DfT's guidance states: In respect of genuine emergency (not immediate) works that must be carried out during the charging period to avoid significant danger to public safety or significant property damage, schemes will be expected to provide a charge-free period to enable the emergency to be dealt with and the road reopened to traffic. There is no specific timing field(s) that allow for planned works durations to be calculated on an hourly basis.
24	What has this got to do with a lane rental scheme? It is not necessary to duplicate existing rules documented elsewhere.	Comment noted. This is a standard reference in the pan-London framework document and is repeated within HAUC England's Lane Rental Framework Guidance document and in other scheme documents operational outside of London.
25	Thames Water objects to the exclusion of immediate urgent works from a lane rental free period. LB Havering should include all immediate activities in this section like all other schemes both in operation and in consultation. LB Havering seems to be penalising us for faults which are out of our control.	Comment noted. DfT's guidance states: In respect of genuine emergency (not immediate) works that must be carried out during the charging period to avoid significant danger to public safety or significant property damage, schemes will be expected to provide a charge-free period to enable the emergency to be dealt with and the road reopened to traffic.

		There is no specific timing field(s) that allow for planned works durations to be calculated on an hourly basis.
26	10.1.5. What is this system and how will it be managed to ensure fairness? What will the process be?	As stated in the policy the Council will have a fair and open system to consider representations. The process will be similar to the Transport for London representation process and take into consideration all the points made by works promoters against the schemes policy and guidelines.
27	There appears to be no mention of a governance group to be set up to monitor and evaluate the scheme as expected. Thames Water and the guidance expects that any lane rental scheme establishes joint working arrangements for deciding how surplus revenues are spent within their permit scheme document.	The initial participating boroughs will utilise the existing TFL Governance Board Framework. This arrangement will be periodically reviewed. As more London Boroughs join the scheme, new joint arrangements will be established under which both the highway authority and works promoters are actively consulted on how surplus funds are applied and demonstrate the governance arrangements that will be put in place to ensure compliance with the legislation.
28	1.5 This section does not comply with existing legislation and mentions surplus to be spent on pot-holes, until amended/new legislation is in place, this document must comply with the correct regulations.	Comment noted. The scheme will comply with all regulations applicable at the time the scheme is operational.

29	3.1 How has the algorithm been derived as it is hard to understand what this algorithm actually does. This whole section does not refer to LB Havering at all. Surely the scheme and this document should be specific to LB Havering rather than generic. There is also no mention that this algorithm only 'runs' on the TS streets in Havering as only streets that are correctly recorded as TS can be included in a lane rental scheme.	The algorithm applied by Transport for London categorises streets as low, medium or high. The algorithm combines vehicle movements (PCU flows) and vehicle occupancy to account for areas with reduced physical capacity and those with a high number of people travelling through them. Unplanned works are also included to incorporate the likelihood of works taking place in each location. In summary, the algorithm is sensitivity based with works on the most disruptive Lane Rental locations receiving a higher charge. It is not possible to apply lane rental to a street that does not meet the traffic sensitive criteria.
30	3.3 The last sentence seems to indicate that there are more buses in Havering than there are in central London which does not seem correct. Could the evidence of this be provided, or at least an internet link that we could go and review the details..	The total extent of London's bus route network is 18,523km.
31	What criteria is being used to determine 'higher' traffic sensitivity?	The determination of 'higher' traffic sensitivity on traffic-sensitive streets is based on a combination of factors designed to identify locations where roadworks would cause the greatest disruption. Key criteria include: Traffic Volume – Average daily and peak-hour vehicle flows. Congestion Levels – Frequency and severity of traffic

		delays in the area. Public Transport Impact – Presence of bus routes, tram lines, or other high-demand public transport services. Strategic Importance – Proximity to key infrastructure such as hospitals, schools, emergency services, and major junctions. Journey Reliability – Variability in travel times that could be affected by roadworks. These factors are typically combined into a scoring or ranking system to classify streets as having higher, medium, or lower traffic sensitivity. This approach ensures that charges under schemes such as Lane Rental are proportionate to the potential disruption caused.
32	4.1 which study estimated the increase in the overall amount of delay on greater London roads. Can this be provided?	This can be sourced from INRIX data.
33	5.2.10 We object to footway being included in the table of charges. Regulations do not allow footways to be included in a lane rental scheme and therefore any references to footways need to be removed.	The Council has not proposed the inclusion of footways to be designated as Lane Rental. However, the Council will follow all guidance in relation to updating its Lane Rental Scheme in the future.
34	Please also provide the cost benefit analysis form provided by the Department for Transport (DfT)	The DfT cost-benefit analysis form, is not required at the consultation stage. Although it forms part of our

	that must be completed by all authorities before submitting the application to the DfT. This form provides surety to any consultee that Havering has done due diligence in calculating the costs.	formal application to the Secretary of State, DfT guidance confirms that the completed form does not need to be included in the public consultation materials. It will, however, be submitted in full as part of the final application pack for the DfT's consideration. We have followed DfT Lane Rental Guidance in full, undertaking due diligence on street selection, traffic sensitivity, and charging structures. Our cost-benefit analysis, prepared using DfT methodology, provides a proportionate assessment of the scheme's impacts.
35	Again, as discussed above, there is no detail as to how reductions or waivers would operate and are all discretionary, in any event.	Detailed guidance on waivers and reductions will be published prior to the scheme being implemented. Waiver requests shall be treated on a case-by-case basis and the outcome recorded to ensure draft charges are raised specific to the circumstance.

TABLE OF CONSULTATION COMMENTS FROM THE GREATER LONDON AUTHORITY AND HAVERING RESPONSE

Number	Comment	Havering Response
1	The Mayor welcomes the London Borough of Havering's ambition to introduce a lane rental scheme and contribute towards realising his manifesto pledge to "Drastically reduce disruption on our roads by working with TfL and councils to extend the lane rental scheme to borough roads and reduce disruption to London's road network". Lane Rental schemes are a key tool to help improve journeys at peak travelling times on London's most traffic sensitive streets, whilst helping to reduce the disruption associated with streetworks to London's residents, the economy and environment. The London Borough of Havering's implementation of a Lane Rental fee on strategic roadways will encourage utilities to limit the impact of their streetworks and engage in collaborative delivery. It is hoped that this will in turn lead to a reduction in disruption and congestion, which is pan London-wide issue that the Mayor is committed to tackling, in collaboration with London's boroughs. However, as more Lane Rental schemes are introduced across Greater London, it is essential to maintain consistency across the different highway authorities overseeing London's road network by adopting the key principles established within the pan-London approach – or London Borough Lane Rental Scheme (LBLRS) – agreed by the London	Havering Council, are committed to exploring Lane Rental as an option to further incentivise improved working on its road network. Lane Rental is a proven way to reduce congestion caused by roadworks on its most sensitive routes. This aligns with the Mayor's manifesto pledge to create a pan-London Lane Rental scheme which will promote consistency in its application which is also supported by Havering. Recommendations around the 100% waiver for collaborative works and the integration of the ICS monitoring and evaluation tool are noted.

	borough strategic working group, ensuring the scheme reflected borough needs. Standardising the schemes will help provide clarity to industry, ensuring utilities and statutory undertakers have clear rules and regulations in place that are easy to follow. For these reasons, we support replicating the same conditions – including scope, methodology, the permit and waiver system – that currently exists, and is in operation, across Transport for London’s Lane Rental Scheme (TLRS). We call on Havering to align with the pan-London approach, including the need to offer 100% waivers for collaborative working and track their performance. To further reduce the impact of streetworks and improve collaboration, the GLA have identified two recommendations that we encourage Havering to adopt: 1) maintaining the 100 per cent charge discount for collaborative streetworks, which is in place on the TLRS; 2) integrating the GLA’s Monitoring and Evaluation Tool to validate collaborative streetwork projects and track the impacts of collaborative delivery. Lastly, the Mayor of London looks forward to continuing to work with the Havering and other highway authorities to establish best practice to administer Lane Rental schemes and surplus funding across Greater London.	
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TABLE OF CONSULTATION COMMENTS FROM OPENREACH AND HAVERING RESPONSE

Number	Comment	Havering Response
1	Openreach does not support the inclusion of footway charging in the scheme. London Borough of Havering has not identified any specific streets for this measure, nor provided a cost-benefit analysis to support approval from the Secretary of State for Transport	5.2 - The Council has not proposed the inclusion of any footway charging within this proposal.
2	6.2. Immediate Emergency Works Openreach expects a 48-hour charge-free period for immediate emergency works, in line with the Department for Transport's Lane Rental Schemes: Guidance for English Highway Authorities. Could you clarify the rationale for limiting this period to 24 hours? For the waived fee on immediate works, does the 24-hour period begin from the date only, or from the exact start time of the works (e.g. 04/08/25 at 10:15am, ending at 10:15am on 05/08/25)? 6.2.1 - Openreach seeks clarification on why charges would apply when making a site safe following incidents beyond our control—such as road traffic collisions involving our infrastructure (e.g., poles or cabinets). As the promoter is not responsible for the cause, it is unclear why such situations would incur charges. 6.2.3 – Why does the waived fee period exemption not extend to all immediate works, as is common practice in other Lane Rental schemes?	6.2 - The scheme aligns with the established arrangements that are in place as part of the Transport for London Lane Rental Scheme, operating since 2012, which has demonstrated that 97 per cent of all emergency works undertaken on the lane rental network do not incur a charge. This justifies that the 24-hour free period drives the desired behaviour. The Havering Scheme aligns with this to ensure consistency across London. TfLs scheme is based on actual start and end times on the basis the scheme specifies a free 24-hour period. The 2012 regulations only exempt street works whose impact: • is confined solely to the verge of a highway • are in a traffic-sensitive street, other than at a traffic-sensitive time • are in the footway of a traffic-sensitive street, at a traffic-sensitive time, so long as the works do not involve breaking up the street, or tunnelling or boring under it

		For its own infrastructure affected by road traffic collisions the Council would request its contractors to raise an immediate emergency permit to undertake make safe works to the infrastructure and clear of any carriageway incursion, and for any permanent repairs to then be undertaken outside of the Lane Rental working window. This process would minimise any Lane Rental charges. DfT's guidance states: In respect of genuine emergency (not immediate) works that must be carried out during the charging period to avoid significant danger to public safety or significant property damage, schemes will be expected to provide a charge-free period to enable the emergency to be dealt with and the road reopened to traffic. The scheme also aligns with the established and existing arrangements that are in place as part of the Transport for London Lane Rental Scheme operating since 2021.
3	<i>Collaborative works that are carried out concurrently and/or consecutively by two or more works Promoters at the same location can apply to have charges reduced for the period of collaboration.'</i> What is the range of discount available and the criteria to meet each of these? A full waiver for collaborative or joint works should be implemented in line with DfT guidance; without it, there is insufficient incentive to collaborate, and the scheme risks falling short of its objectives.	7.2 - DfT's guidance refers to 'additional' discounts rather than a 'full' waiver for collaborative work. Detailed guidance on waivers and reductions will be published prior to the scheme being implemented. In accordance with the guidance that will be published, Havering intend to waive charges in 'full' for collaborative works.

4	Could the London Borough of Havering confirm whether the Openreach fibre broadband rollout qualifies as a major infrastructure improvement and is eligible for applicable discounts?	7.3 - Consideration will be given to reducing charges for major infrastructure works, the definition of which will align with TfL's Lane Rental scheme.
5	The scheme document appears to lack provisions for environmental considerations when scheduling out-of-hours works to avoid lane rental charges. A formal process should be established between the London Borough of Havering's Streetworks and Environmental teams to ensure undertakers are not penalised if environmental constraints prevent out-of-hours completion, despite reasonable efforts. In such cases, Openreach would expect lane rental charges to be waived. Could London Borough of Havering please clarify the out-of-hours Environmental Health application process, including lead times and any waiver provisions for works that cannot be scheduled outside standard hours.	Environmental Impact -__Comment noted. Detailed guidance on waivers and reductions will be published prior to the scheme being implemented, as well as guidance on the environmental out of hours working process will also be provided.
6	Could London Borough of Havering clarify whether discounts and waivers will be applied automatically during the permit application process, or if undertakers will need to submit a separate request? Given Openreach's outstanding concerns regarding the incomplete TSS review and the concerns addressed in this Lane Rental consultation. Openreach considers the proposed Lane Rental scheme incomplete and non-compliant with DfT lane	Discounts and waivers -_Detailed guidance on waivers and reductions will be published prior to the scheme being implemented. Waiver requests shall be treated on a case-by-case basis and the outcome recorded to ensure draft charges are raised specific to the circumstance.

	rental guidance. Openreach respectfully requests that London Borough of Havering pause the consultation until all issues are resolved and agreed upon by the relevant stakeholders.	
7	Openreach has been unable to locate any evaluation reports for London Borough of Havering permit scheme, which are required for years one, two, and three, and every three years thereafter. If these evaluations have been completed, we would appreciate guidance on where they are published.	All of the evaluation reports have been completed in line with regulation 16a, copies of which will be made available on the Havering website. The Council adheres to the latest updates to the permit scheme.

TABLE OF CONSULTATION COMMENTS FROM CADENT GAS AND HAVERING RESPONSE

Number	Comment	Havering Response
1	DfT lane rental guidance that a lane rental scheme should only cover between 5 and 10% of it's network. There is conflicting network coverage of the scheme in the documentation and the cost benefit analysis, 12.1% and 12% respectively. What evidence do you have to justify coverage outside of the parameters of DfT guidance?	The algorithm applied is based upon a 15% coverage pan London, with some boroughs having a higher or lower percentage than others. Havering's coverage is based upon this model, less a further reduction for roads which Havering deemed as unsuitable, producing a finalised network extent of 11.9%. Havering believe the Lane Rental scheme network extent is robustly justified with

		data including an evaluation of the Traffic Sensitive Streets review and London Permit Scheme evaluation. The data used for the algorithm can be made available to the Department for Transport if requested
2	Can LBH confirm that they have submitted their permit scheme evaluation reports in line with Regulation 16a of the Permit regulations and if so could these please be provided?	All evaluation reports have been completed in line with regulation 16a, copies of which will be made available on the Havering website and submitted to the DfT as part of our application.
3	At only 24 hours why does the waiver for emergency works not follow the DfT Lane rental schemes: guidance for English highway authorities of 48 hours?	The scheme aligns with the established arrangements that are in place as part of the Transport for London Lane Rental Scheme, operating since 2012, which has demonstrated that 97 per cent of all emergency works undertaken on the lane rental network do not incur a charge. This justifies that the 24-hour free period drives the desired behaviour. The Havering Scheme aligns with this to ensure consistency across London.
A	Can the waiver for immediate works also include urgent activities?	Detailed guidance on waivers and reductions will be published prior to the scheme being implemented.

5	Please provide more guidance on waivers and how they will be applied, circumstances etc..	Detailed guidance on waivers and reductions will be published prior to the scheme being implemented.
6	Can you please share how congestion has been analysed and confirm if congestion is measured in line with DfT definition of total delay per link per road segment per vehicle per mile comparing average journey times with a free flow counterfactual? In the documents it is unclear how congestion has been measured.	This data will be provided to the DfT as part of our application.
7	The consultation document touches on discounts, but this is not very clear and transparent, can you please clarify these more?	Detailed guidance on waivers and reductions will be published prior to the scheme being implemented.
8	Can you please outline your reasoning for joint works to apply for costs to be waived, and not done automatically?	Detailed guidance on waivers and reductions will be published prior to the scheme being implemented. In accordance with the guidance that will be published, Havering intend to waive charges in full for collaborative works. Waiver requests shall be treated on a case-by-case basis and the outcome recorded to ensure draft charges are raised specific to the circumstance of the joint occupation period.

9	The documents provided by LBH does not include the full cost benefit analysis as per the DfT form and detailed evaluation plan (no metrics to be measured against). Without a detailed evaluation plan, how can the scheme be deemed a success?	The DfT cost–benefit analysis form is not required at the consultation stage. Although it forms part of our formal application to the Secretary of State, DfT guidance confirms that the completed form does not need to be included in the public consultation materials. We have followed DfT Lane Rental Guidance in full, undertaking due diligence on street selection, traffic sensitivity, and charging structures. The cost–benefit analysis, prepared using DfT methodology, provides a proportionate assessment of the scheme’s impacts. The pan-London data analytical approach is predicated on TfL’s approved scheme submission to the DfT, it establishes a proven methodology for producing the information referenced within the cost benefit document the borough produced for consultation. The evaluation plan was posted on our webpage with the other consultation documents. It should be noted the evaluation plan is a standard document that has been adopted from the London borough tranche one Lane Rental consultations.
10	Please can you elaborate how LBH differentiates between low, medium, and high carriageway-type?	The algorithm applied by Transport for London categorises streets as low, medium or high. The algorithm combines vehicle movements (PCU flows) and vehicle occupancy to account for areas with reduced physical capacity and those with a high number of people travelling through them.

		Unplanned works are also included to incorporate the likelihood of works taking place in each location. In summary, the algorithm is sensitivity based with works on the most disruptive Lane Rental locations receiving a higher charge
11	5.3.2 The only mandatory conditions for permit applications are listed in the statutory document. NCT02a is not a mandatory condition. A lane rental scheme must not conflict with existing statutory guidance or legislation.	This provision is consistent with section 5.2 of TfL's approved Lane Rental scheme. The national conditions guidance document sets out the mandatory and non-mandatory conditions. NCT02a is not a mandatory condition within the context of the permit scheme, however, for the purpose of a Lane Rental Scheme it is an appropriate condition to be applied and therefore it will be applied. The scheme document already clarifies the condition will be imposed rather than mandated.
12	6.1.3 The works stop notification can only hold a date and time in Street Manager, there is no free text field for anything else. All processes need to align with street manager functionality.	Comment noted. The arrangements are in accordance with the approved Transport for London Lane Rental Scheme.
13	Although LBH does not have any footways designated lane rental, the lane rental scheme gives provision for footways. Footways should only ever be included if very strong evidence is provided	The Council has not proposed the inclusion of footways to be designated as Lane Rental. However, the Council will follow all guidance in relation to updating its Lane Rental Scheme in the future.

	to the secretary of state is there a risk that some maybe added over time without this scrutiny?	
14	5.2.6 states sending a variation where charging band changes, will we need to pay for this as on application we should put all locations as per street manager functionality?	This is subject to Street Manager functionality. As per 5.2.6 the Council would expect the works promoter to make the borough aware of changes through the variation process especially if the charge band changes. The Council will also monitor variations.
15	7.3. Can you please confirm that this includes gas mains replacement?	Consideration will be given to reducing charges for major infrastructure works.
16	There should be no charge when works are carried out and full traffic flows are maintained. There should be recognition that a promoter has amended their behaviour to minimise the disruption caused by works. Without an exemption/discount being offered for this type of action where is the encouragement to change behaviours?	Discounts and waivers - Detailed guidance on waivers and reductions will be published prior to the scheme being implemented. Waiver requests shall be treated on a case-by-case basis and the outcome recorded to ensure draft charges are raised specific to the circumstance.

TABLE OF CONSULTATION COMMENTS FROM RESIDENTS AND HAVERING RESPONSE

Number	Comment	Havering Response
1	How is this scheme going to be implemented? Over the years I and thousands of other motorists have been inconvenienced and delayed by inconsiderate road workers who set up temporary traffic lights even when no work on the road is being actioned. Also, if pavements are being worked on, the health and safety mandarins insist on temporary traffic lights despite the road being ok. People working for the council may have high paying jobs as specialists in their field but decisions they make never seem to help the electorate. Theoretically, charging for excess road closures caused by incompetent road workers is good, but as usual, the practicalities will not be of use. These contractors will just hide the charges in their bills to the council for more easy handouts and the tax payers will pay as usual.	Thank you for your response, we appreciate the feedback. The Lane Rental scheme will be implemented to reduce traffic at the most sensitive times, in theory the new charges in place will encourage companies to work outside peak hours and keep the network running smoothly. We hope this will only effect the Borough in a positive way and will give us more authority over utility companies.
2	As a resident and employee of Havering I am fully in support of the Lane Charging Scheme, in my opinion this is something which is long overdue, and may even cut short the constant overrunning of utility works on our borough roads.	Comment noted. Thank you for your feedback.

3	Hello I fully agree with the intentions of this proposal by LB of Havering, with no further comments.	Comment noted. Thank you for your feedback.
4	Hi. Below is my response to the consultation for the implementation of a Lane Rental scheme in Havering: I am very much in favour of the implementation of a Lane Rental Scheme in Havering. However, the success, or otherwise, of such a scheme will depend on the amount of time a resources that the Borough is prepared to commit to the monitoring and inspecting of both the active works and the records/paperwork supplied by the works promoters. If such monitoring/inspection is mainly passive (relying solely on the immediate paperwork), then the scheme will degenerate and will be misused by promoters and will not achieve its stated aims. Inspections need to be proactive - regularly and vigorously inspecting works, works changes and works progress. Paperwork needs to be checked thoroughly to ensure that it a) matches the works as inspected, b) is correct and accurate and c) that there has been detailed thought and planning undertaken by the promoter to ensure that the works programme is undertaken in the most	Thank you for your response, we appreciate the feedback. The Lane Rental scheme will be implemented to reduce traffic at the most sensitive times, in theory the new charges in place will encourage companies to work outside peak hours and keep the network running smoothly. We hope this will only effect the Borough in a positive way and will give us more authority over utility companies. Site inspections will take place on a daily basis to ensure the Lane Rental Scheme is being followed by all utility companies, we will have a team in place to follow up on all paperwork and to ensure we are proactive in charging all utility companies the necessary Lane Rental costs. In regards to unattended works I would suggest the Lane Rental scheme will massively improve this as utility companies will want works to be cleared as soon as possible to avoid extra costs.

	effective manner in the circumstances with minimal disruption. The records of the applications from promoters needs to be vigorously interrogated, particularly around the use of emergency works, to ensure that the this provision is not being abused. Similarly, the use of emergency provisions should be cross checked against the number of recent incidents at a location, before planned works are proposed. This should be of particular interest where there is a Section 58 Notice on recently resurfaced carriageways. Although this next comment is strictly outside this consultation, it applies in regards to the level of resources that the Borough is prepared to commit. I would suggest that a major source of residents disquiet with highway works is that of unattended works i.e. excavations where there is no personnel on site. Many of such works will be on roads not included in the proposed Lane Rental scheme. There can only be a very limited number of reasons why there should not be any contractor attendance at an active site: (assuming the works have been planned to be efficient and effective) a) there is concrete curing and there are no other possible work that can be done. b) that the noise level of the works has been deemed unacceptable for that time of day/night.	
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	Example b) above has been included as I feel that the Borough should take the view that, on all carriageway works, that if there is a lane taken out, then there should be works going on - 24/7 to have the carriageway fully open as soon as possible. I hope this helps with your deliberations.	
5	Thank you for allowing us to respond If a job of repair goes over time - there should be cash penalties built into contracts. Residents have been seriously inconvenienced over the Gallows fiasco. None of the Councils fault but so insulting that when asked the contractors are not giving a completion date. Surely some roads can be used if there are major delays? Local shops around Gallows will go bust if this continues!!	Comment noted. Thank you for your feedback.
6	Dear Havering I support a lane rental scheme for the past two years we have seen a huge increase in works going on. North street has numerous works going on consistently sometimes it seems like the same part of the road over and over again. School children who take public transport are having to leave very early and are still arriving late to school. Bus journeys are taking too long often buses need to terminate earlier as they have been stuck in so much traffic very disruptive to the elderly and children trying to get to school. South street is another road that is consistently seeing road works.	Comment noted. Thank you for your feedback.

	I understand emergency works but surely some of these works can take place during school holidays? And now all these works are an extra headache with the monstrosity of delays due to gallows corner. Companies need to be more savvy or pay for the inconvenience they are causing	
7	Havering council are considering charging those carrying out road works. An idea dreamt up by Sadique khan. They suggest contractors will work quicker and more intelligently if they are charged for the time the road is unusable. I suspect all that will happen the contractors will simply pass the charges on to us with higher bills for utilities like water gas electricity, wi fi etc. Question how will the council stop companies passing the extra cost on to us in higher bills	Thank you for your feedback, your comment has been noted and will be discussed.
8	My suggestion is do not charge for lane rental but charge for overruns like Gallows Corner. In the 80s where practical major works had to run continuously, 24 hours, until completed.	Comment noted. Thank you for your feedback.
9	Does this mean we will have to use some roads? If so what roads, will they be signpost?	The Lane Rental Scheme will not affect any journeys for residents; it will only improve the journey times.

	This smacks of another scheme to squeeze money out of road using citizens	
10	Great idea Works well in Thurrock, will help to stop setting up lights etc. and no action for days afterwards	Comment noted. Thank you for your feedback.
11	Current practice has shown that this system will be abused by contractors. For example, work hours will be declared to minimise outlay but barriers and traffic control will be left in place thereby restricting traffic during non working hours. Many cases of this can be seen around the borough. Recently in Hall lane work was carried out in cornland close, not actually Hall lane, but there was needless disruptions because the work force had closed one lane with no reasonable explanation. Bloodyminded attitude and laziness in the workforce's involved needs to be addressed.	Thank you for your response, we appreciate the feedback. The Lane Rental scheme will be implemented to reduce traffic at the most sensitive times, in theory the new charges in place will encourage companies to work outside peak hours and keep the network running smoothly. We hope this will only effect the Borough in a positive way and will give us more authority over utility companies.

APPENDIX

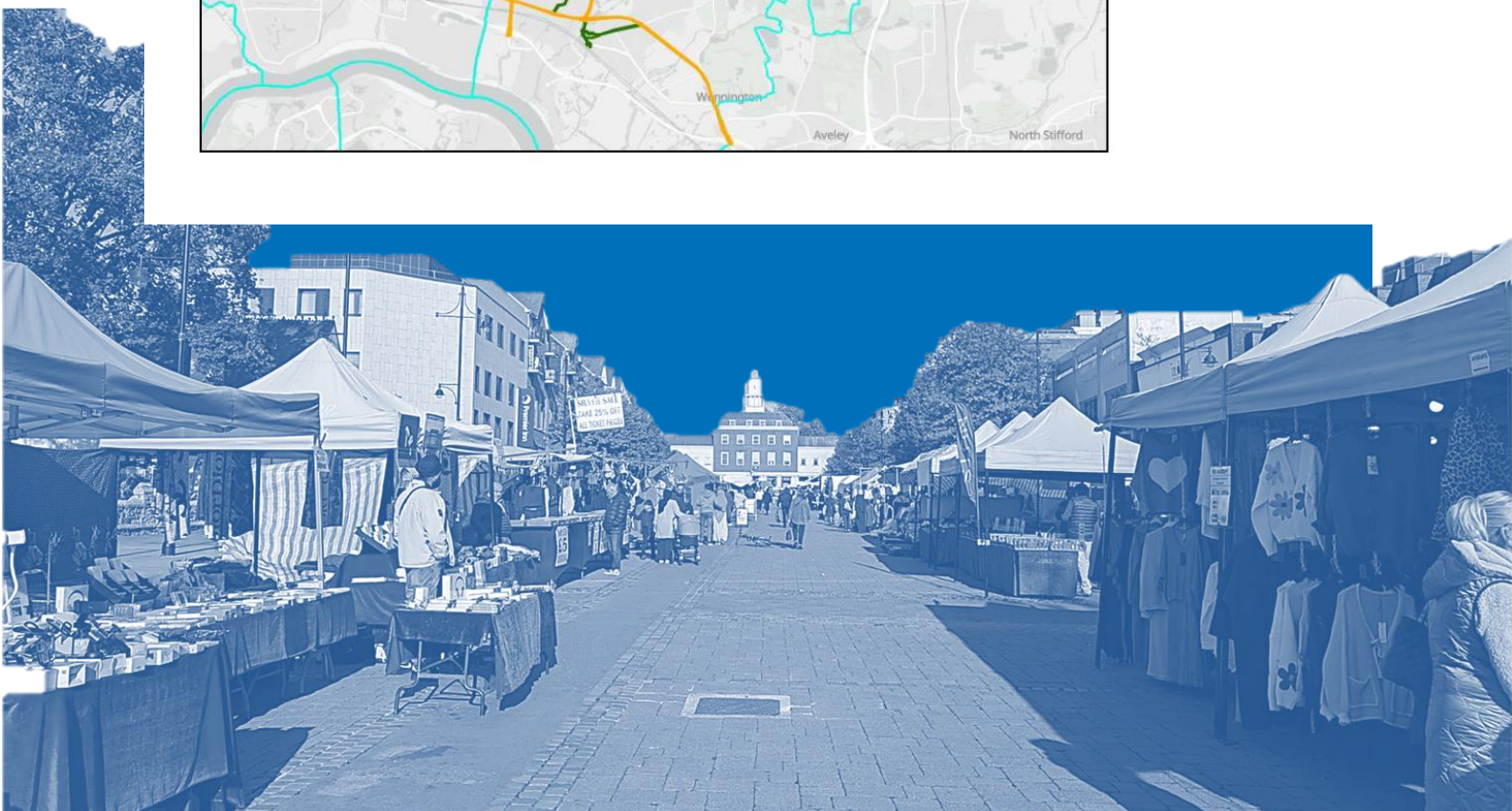
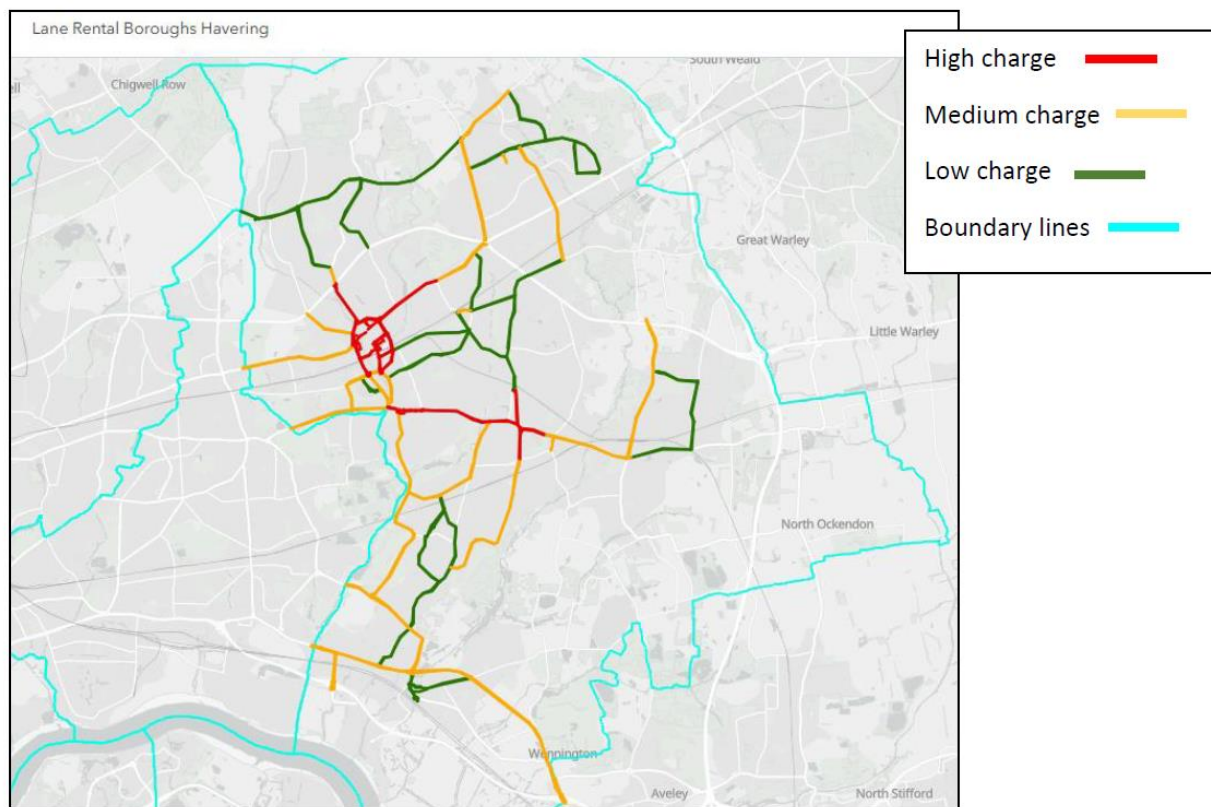
Appendix A - Consultation Material:

- The Consultation Letter
- The Proposed Havering Lane Rental Scheme Document
- The Proposed Havering Lane Rental Network Maps
- The Proposed Schedule of Locations
- The Supporting Cost Benefit Analysis
- The Scheme Evaluation Plan
- The Consultation Webpage

Appendix B – Utility Stakeholder Meeting Presentation and Q&A

Appendix C – Proposed Traffic Sensitive Designations

Lane Rental Map



London borough of Borough Name Lane Rental Scheme

2025

Evaluation Plan





**London Borough Lane Rental Scheme.
Reducing disruption on the borough road network.**



1. INTRODUCTION

- 1.1. This Evaluation Plan provides details of the measures that will be used in order to evaluate the performance of the Lane Rental Scheme.
- 1.2. The London Borough of Havering Lane Rental Scheme ('The Scheme'), which applies Charges determined by reference to the duration of works and is based on the Street Works (Charges for Occupation of the Highway) (England) Regulations 2012 (the Lane Rental Regulations) made under Section 74A of the New Roads and Street Works Act.
- 1.3. The Scheme seeks to limit the amount of disruption to the most sensitive parts of the Borough road network by encouraging the undertaking of works at the least disruptive time for road users, and the early completion of works. The Scheme is designed to limit the carrying out of works at specified locations by applying a daily charge, referred to as a Charge, for any part(s) of the day that the street is occupied by the works during specified days and times.
- 1.4. The objectives of the Lane Rental Scheme are to:
 - Apply the scheme to all Promoters on a consistent basis.
 - Promote behaviour change to minimise the duration of occupation of the street at the busiest locations at the most sensitive times on the network.
 - Minimise the number of works taking place during the most sensitive times.
 - Contribute to reducing disruption to all road users.
- 1.5. The London Borough of Havering is committed to operating a lane rental scheme that achieves the intended objectives, is operated efficiently and effectively, and demonstrates parity in its application. The purpose of the annual valuation reports that will be published is to demonstrate the Scheme is achieving these commitments and provide transparency on governance arrangements.

2. APPROACH TO EVALUATION

- 2.1 In keeping with Government guidance, the Council will undertake an annual evaluation of the Scheme. The Evaluation Report will address the following key questions:
- How effectively is the scheme being operated
 - Is the Scheme achieving its objectives
 - How well is the scheme governed, including the application of lane rental charges and surplus revenues?
- 2.2 The evaluation will be undertaken using data available from the Department for Transport's national Street Manager system.

3. PERFORMANCE INDICATORS

- 3.1 The annual Evaluation Report will be based around a set of performance indicators, which will relate to the objectives of the Scheme and the key questions listed above.
- 3.2 The performance indicators will include a target measure, which for the initial year of operation will be based on the estimates produced to support the submission to the Secretary of State. Once the Scheme is operational, these targets can be reassessed using observed behaviour changes and source data.
- 3.3 The Council recognise potential limitations in the data and information recorded for work within Street Manager, and the potential need to draw conclusions through assumptions. Any limitations or assumptions applied will be clearly identified within the Evaluation Report
- 3.4 The following key performance indicators will be used when evaluating the Scheme:

Table 1: Key Performance Indicators

KEY PERFORMANCE INDICATORS	
KPI Number	Details
1	The number of works that have taken place on the LR network
2	The volume of days saved through collaborative works
3	The volume of works that have avoided LR charges
4	The volume of remedial works undertaken to repair defects
5	The volume of days saved
6	The volume and number of waivers and reductions applied
7	The proportion of work with a lane rental charge, including mitigated charges (discounts) applied
8	Estimated reduction in carbon emissions through a reduction in peak time works and associated congestion impact

4. RESULTS OF THE EVALUATION

- 4.1 An evaluation report will be published on the council website within 6 months of the anniversary of each operational year.
- 4.2 The format and content of the annual Evaluation Report may vary. The key content will include:
- A review of the operational year(s) to date.
 - Results of the performance indicators; including base data for context, comparison with baseline figures and previous operational years (as appropriate).
 - A summary of the lane rental charges received.
 - The application of the surplus revenues.

5. BASELINE DATA

- 5.1 As the evaluation seeks to demonstrate the efficiency and effectiveness of the Scheme, compared to the Council not operating a Scheme, baseline data will be collected prior to the Scheme coming into effect wherever possible. It is expected that this data may include, but is not limited to:
- Work data from the DfT's digital service, Street Manager.
 - Traffic data from local and DfT traffic counts.
- 5.2 It is accepted that there may be limitations on the availability of data. This may limit or prevent evaluation of a specific timeframe to meet the timescale set out above, should this be the case it will be made clear in the Evaluation Report.



Havering

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We are a clean, green, sustainable borough, where
it is safe and easy to get around.

