

LONDON PERMIT SCHEME

For Road Works and Street Works



First Year Evaluation Report



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1 Foreword

“The London Permit Scheme is a new way of working in managing both road and street works. At the heart of the scheme is the desire for all authorities to deliver consistency and parity in coordinating works, but equally to deliver real changes for all road users as well as being accountable for the decisions that are made.

The first year has been hard work but there have been some real successes in terms of increased levels of collaborative working, increased registration of highway authorities’ own works, and has led to major culture changes in authorities themselves and a willingness to work with all works promoters and stakeholders to deliver real improvements to works on the highway.

There is more work to be done but the foundations have been set to sustain and enhance the permit scheme for years to come in London.”

Ian Hawthorn
Chair of London Permit Scheme Operational Committee



2 Executive Summary

The London Permit Scheme (LoPS) was the first permit scheme to be introduced nationally and has had a very successful first year. The purpose of this report is to set out those successes and to provide an evaluation of the scheme.

Road works are a vital part of delivering essential utility services and also facilitating much needed development and improvements to the road network, to ensure that the infrastructure remains in a fit and proper state of repair. However, road works also cause significant delay and disruption to the road network and frustration to drivers and pedestrians alike.

There are almost 10 million car trips, over half a million cycle trips, and around six million bus passenger journeys on London's roads every day. Almost all freight is carried on the roads. Overall, four out of every five journeys in London depend entirely on the smooth operation of its road network. The average daily traffic flow in London is 40 per cent higher than average flows in other urban areas of England (e.g. Tyne & Wear, Greater Manchester, Merseyside, etc).

There are 34 Highway Authorities in London, managing around 13,000 km of road. In addition, there are approximately 100 utilities licensed to carry out road works.

The introduction of the scheme was made as smooth as possible by the close working of both permitting authorities and utilities in the Joint Permit Testing Group, which was established in May 2009. Such was the success of this group that it continued following the introduction of the permit scheme and was rebranded as the Joint Permit Group, continuing to discuss and resolve issues affecting the operation of the permit scheme. This work has been instrumental in developing better relationships, and led to the production of a number of jointly agreed Permit Advice Notes (PANs) and agreed processes to improve efficiency for all parties.

On 11 January 2010 LoPS was introduced in 15 boroughs, the City of London and TfL with a further two boroughs joining the scheme on 1 April 2010. The new permitting rules currently apply to both utility and highway authority works covering over 7,700 km and approximately 55% of London's roads.

During the first year of operation (January 2010 to January 2011) some 335,000 permits have been granted and 44,000 permit applications have been refused for varying reasons.

The new permitting rules allow for greater control over works taking place on London's streets, with LoPS Authorities able to refuse consent for works considered to have the potential to cause unnecessary disruption. The new powers have also allowed permitting authorities to agree conditions to ensure that works are expedited and are undertaken in the most efficient manner. The combined effect of these powers has been to contribute to improved



coordination and reduced disruption. Permit authorities have made effective use of the new powers and have worked closely with the utility companies and their own highway authority promoters to ensure that those powers have been applied in a reasonable and competent manner.

The increased discipline required under the permitting rules has improved existing processes within works promoter organisations, which has enhanced the quality of information relating to proposed works received by permit authorities. The permitting rules have also served to further highlight the importance of providing early and detailed information in regard to proposed works to assist in the coordination process.

The introduction of permitting was justified in the Cost Benefit Analysis for LoPs on the basis that the introduction of the scheme would reduce the direct delay attributable to works by 10% (section 2 of LoPs CoBA Version 7.0, 23 October 2009). TfL have provided data on Average Journey Time and Journey Time Variability across London, which indicates that permitting has delivered a large portion of the expected levels of benefits for these two indicators. However this analysis is only based on five months worth of available data, as this was the only data available at the time of writing this report.

The successes of the first year of operation include;

- An increase of 147% in the number of recorded days of disruption saved through joint working and collaboration from 726 in 2009 to 1793 in 2010, corresponding to a benefit of approx £2.7 million in congestion saved in 2010.
- An increased discipline amongst highway authorities in recording their own works. This has led to a 237% increase in the proportion of works that are formally recorded by highway authorities, providing more opportunity for collaborative working and enhanced public information on road works via the LondonWorks Public Register (<http://public.londonworks.gov.uk>).
- A reduction in the total number of works undertaken by utilities of 17% within permitting authorities as compared to only 7% in non-permitting authorities, saving approximately 149,136 days of streetworks within those authorities.
- Better quality of information available to make considered coordination decisions.
- LoPS has delivered a large portion of the expected levels of benefits for average journey time and journey time reliability.

One of the significant successes has been around the increase in the number of collaborative works and resulting days of disruption saved. However some authorities did not have a formal method of recording this information and many of these successes may be under-reported by those authorities. A more formal



method of collating the data has been developed to consolidate future recording.

As the Permit Scheme developed over the first year it became apparent that there were more difficulties in collating the data than originally anticipated due to the fact that the software systems used by all Highway Authorities could not produce all of the relevant information for both the nationally agreed Key Performance Indicators (KPIs) and the Draft Objective Measures. It also became apparent that each of the four software systems used across the Highway Authorities had slightly different rule sets about how the information was extracted and these difficulties have affected the LoPS members' ability to accurately provide the KPIs and associated measures; every effort has been made to ensure that all of the data has been obtained in as consistent a format as possible across all authorities. These difficulties have been set out in more detail within the report, and the LoPS members have provided additional measures outside of the KPIs to demonstrate the benefits of LoPS.

Following the valuable experience gained in the operation of both the scheme and the associated software it has been agreed that the KPIs and Objective Measures should be reviewed to take on board this experience. This work is being pursued through the National Permit Forum and the National KPI working Group.

Moving forward, LoPS members are committed to continuous improvement of the scheme by promoting closer working relationships between permitting authorities and all promoters. It is the intention of the permitting authorities to closer align their processes and also to continue to work with the utility promoters to address issues as they arise. It is anticipated that this will lead to a reduction in the number of permit applications refused for reasons that can be easily avoided e.g. unclear or insufficient information.

Whilst there are still areas for improvement, particularly in the fields of the associated permitting software and agreed national reporting standards there is progress on these issues and a commitment from all sides to address these issues.

The achievements of the first year have been as a result of the real commitment of all parties involved; permit authorities, utility and highway authority promoters. However it is recognised that there is still much work to be done and the LoPS members will continue to work closely with the all promoters to further drive the success of the scheme and hope to welcome onboard new boroughs in 2011. This will assist in delivering the wider benefits across London.

3 Background

3.1 Introduction

The Traffic Management Act 2004 (TMA), Part 3 Sections 32 to 39, and the Traffic Management Permit Schemes (England) Regulations 2007, make provision for Permit Schemes to be introduced in England.

The London Permit Scheme (LoPS) was adopted on 11 January 2010 by 15 London boroughs, City of London and Transport for London. Two further boroughs adopted the scheme on 1 April 2010.

Highway Authority	Date of adoption
Barnet	11 January 2010
Brent	11 January 2010
Camden	11 January 2010
City	11 January 2010
Ealing	11 January 2010
Enfield	11 January 2010
Hackney	11 January 2010
Hammersmith and Fulham	11 January 2010
Haringey	11 January 2010
Hounslow	11 January 2010
Islington	11 January 2010
Lewisham	11 January 2010
Redbridge	11 January 2010
Wandsworth	11 January 2010
Westminster	11 January 2010
Royal Borough of Kensington and Chelsea	11 January 2010
Transport for London	11 January 2010
Croydon	1 April 2010
Bromley	1 April 2010

Table 1

This report sets out an overview of LoPS performance in its first year. The report provides detailed scrutiny of the available data as a whole and, where possible, on an individual authority basis. The benefits that permitting has delivered, the challenges faced and lessons learned, and the future direction of the scheme are also set out.

3.2 Objectives of the London Permit Scheme

The objectives of LoPS were laid out in Section 2 of the Scheme. These are summarised below along with how they have been met within the first year of operation. A number of task forces and groups were established to take ownership of these through a series of Draft Objective Measures which were also submitted with the Scheme. Details of the task forces are provided in Section 5 of this report.

- 1) Provide an environment to help each of the Permit Authorities operating LoPS to meet their Network Management Duty (NMD);



The LoPS Operational Committee has provided support and guidance to all LoPS members to assist them in delivering the permit scheme and contributed to their ability to meet the Network Management Duty.

- 2) Support those seeking to minimise disruption and inconvenience across London by encouraging good practice, mutual and collaborative working arrangements, and a focus on coordination and getting it right;

The LoPS scheme has delivered a 147% increase in the number of days of disruption saved and a 130% increase in the number of collaborative work sites across London in its first year. In addition its members have encouraged all promoters to engage as early as possible with the permit authorities to help to identify potential collaborative works. The members have committed to seek to increase the levels of collaborative works further in future years and additional guidance will be provided to all members on this.

- 3) Encourage a high emphasis on safety for everyone including site operatives and all other road users with special emphasis on people with disabilities;

The LoPS Works Task Force has developed a joint inspection exercise that will allow areas of best practice to be identified in relation to site safety. The group will use this as a mechanism to promote best practice and to encourage works promoters to learn from each other whilst also seeking views and input from the wider community, particularly people with disabilities. The Site Planning Task Force which includes a representative from Guide Dogs for the Blind, has an ongoing project to further highlight mobility issues around works sites through additional training programmes.

- 4) Encourage a sharing of knowledge and methodology across the industries working within the London Permit Scheme;

The LoPS scheme has provided a forum for sharing knowledge and information through the LoPS Operational Committee and the Joint Permit Group which has resulted in a better understanding across the industry and the development of jointly agreed Permit Advice Notes (PANs) to provide clarification on issues.

- 5) Emphasise the need to minimise damage to the structure of the highway and all apparatus contained therein;

The LoPS Works Task Force has developed a protocol for coordinating utility service works to large developments in an effort to prevent repeated excavation of the public highway to minimise the long term damage of the road structure and to minimise disruption to road users.

- 6) Provide a common framework for all activity promoters who need to carry out their works in London;

A common framework has been developed through the PANs and the Joint Permit Group. The increase in registration of permit authority own works has demonstrated that this common framework is applicable to all works promoters. As well as providing further PANs the Operational Committee is committed to continuous



improvement in the operation of the scheme and is seeking to drive further consistency across the scheme.

7) Treat all activities covered by the scheme and activity promoters on an equal basis.

The LoPS scheme places a high importance of promoting parity and treating all activity promoters on an equal basis. The LoPS members have sought to apply parity in its dealings across all promoters and will continue to work with the promoters to develop the aspirations of the scheme.

LoPS has been successful in meeting its first year objectives, but there is still scope for improvement. The new environment created through the Task Forces and the Joint Permit Group has been very useful in developing new relationships and forging new understandings within both sides of the industry. It is hoped that these developments will continue to expand and both permit authorities and activity promoters can continue to improve the scheme for the benefit of London.

3.3 Measures – KPIs and Draft OMs

In applying to operate a permit scheme the participating authorities had to select Key Performance Indicators (KPIs) from a set developed by the DfT and laid out in the Permit Code of Practice. As LoPS is a common scheme the same KPIs apply to all members.

LoPS applied the two mandatory KPIs (1 and 2), plus the optional KPIs 4 and 5 from the Code of Practice to demonstrate parity of treatment between their own road works and streets works undertaken by statutory undertakers.

- KPI 1 - The number of Permit and Permit variation applications received, the number granted and the number refused.
- KPI 2 - The number of conditions applied by condition type.
- KPI 4 - The number of occurrences of reducing the application period.
- KPI 5 - The number of agreements to work in Section 58 and Section 58A restrictions. (Details of Section 58 and 58A restrictions will be provided as required under Section 8.3 of the TMA Code of Practice for Permits.)

In addition to the KPIs, a number of Objective Measures (OMs) were drafted to be used as part of the evaluation of LoPS. These measures were derived prior to the launch of LoPS and were purposely left as draft as the members could not be confident of their ability to provide data until the scheme was in operation. The OMs are summarised below.

- OM 1 – Average Journey times
- OM 2 – Journey time reliability
- OM 3 – Number of days of Section 74 overruns
- OM 4 – Average duration of works by work type
- OM 5 – Inspections
- OM 6 – Number of collaborative works



- OM 7 – Number of deemed permits
- OM 8 – Number of conditions applied by condition type
- OM 9 – Number of times that works have been undertaken on a road with S58 or S58a restrictions.

Further analysis and summary details on both the KPIs and OMs are set out in sections 7 and 8 below.



4 LoPS Task Forces

In order to ensure the smooth operation of LoPS and to assist in the evaluation process, four task forces as outlined in Section 22.7 of LoPS were set up to undertake that function. Further details on these task forces and the outputs from them can be found below. It should be noted that following the launch of LoPS two of the Task Forces (Site Planning and Asset Planning) were subsumed into a single Task Force.

Part of the function of the Task Forces was to enable discussion of LoPS objectives by permit authorities and stakeholders, and to assess whether LoPS objectives were being met.

In addition the LoPS Operational Committee was established to evaluate the overall objectives of the scheme. This Committee consists of representatives from all permitting authorities. The Joint Permit Testing Group, which had undertaken extensive testing of the permitting software prior to the launch of LoPS, was developed into the Joint Permit Group. This group consists of both permit authority and utility representatives.

4.1 The LoPS Operational Committee

The LoPS Operational Committee is the main decision making body for the scheme and the guardian of the common approach the scheme embodies.

In the last 12 months the committee has been a robust forum for both ensuring the effective management of the scheme and promoting consistency in the interpretation and operation of the scheme across all members.

All the task forces report to the Operational Committee and issues arising from the Joint Permit Group are discussed to ensure a common approach across all LoPS members.

The Operational Committee is also the forum where PANs are agreed by all the permit authorities before being ratified by the Joint Permit Group.

Data collected by the Business Task Force is discussed by this committee in order to ensure that the data has been collated in a consistent manner. Each authority is encouraged to review and assess all the data to ensure quality control within the data provided. Through challenging each other the group has ensured that the data provided has been collated in the most consistent and accurate manner, given the different systems used by each authority. Best practice is shared amongst the group to ensure that lessons are learnt and clear processes have been developed.

The committee also developed working groups for each of the street works software systems. These groups focus on consistency of the use of each of the systems to drive best practice amongst users and to share problem solving and to act as a driver for enhancements.



4.2 Business Task Force

This Task Force consists of representatives of permit authorities operating LoPS. It provides an environment to help each of the permit authorities operating LoPS to meet their Network Management Duty. It also encourages the sharing of knowledge, best working practices and methodology of approach across all members of LoPS. This task force has a leading role in collating the KPI/OM data and ensuring it is being captured consistently by all permit authorities.

The membership consists of representatives from the following authorities;

- London Borough of Brent
- London Borough of Camden
- London Borough of Croydon
- London Borough of Hammersmith and Fulham
- Transport for London
- Royal Borough of Kensington and Chelsea
- Westminster City Council
- London Borough of Wandsworth

The LoPS Business Task Force is responsible for the collation of Objective Measures 1 and 2.

In the first year, the main role of this task force has been to take the lead on the collection of the KPI and OM data. The task force has taken on the role of compiling the first year report, analysing the data, providing feedback to the LoPS members and drafting the final report. Representatives of the task force have liaised with the DfT, the EToN Strategy Group and the EToN Developers Group, highlighting the issues with the current data provisions.

The task force has provided guidance to LoPS members to ensure that the data collected is accurate. This has involved providing a detailed explanation of the individual measures and scrutinising the subsequent data they provided.

An important part of the task force's role is to challenge the data provided to ensure that it has been collated in a consistent manner and it has used the Operational Committee as a conduit for achieving this. The task force has provided feedback and sought clarification from all members in regard to their data on a regular basis.

4.3 Works Task Force

This task force consists of representatives of Permit Authorities operating the LoPS and London utility representatives. It supports those seeking to minimise disruption and inconvenience across London by encouraging good practice, mutual and collaborative working arrangements and emphasises a focus on getting it right. This Task Force particularly considers whether all activity promoters are being treated in a fair and equitable way.

The task force's membership is made up of representatives from the following organisations:



Thames Water
National Grid
UK Power Networks
Cable and Wireless Worldwide
Royal Borough of Kensington and Chelsea
City of London
London Borough of Enfield
London Borough of Lewisham
London Borough of Haringey
London Borough of Barnet.

The LoPS Works Task Force is responsible for the collation of Objective Measures 6, 7 and 8.

The task force has done some initial work on developing a protocol for promoting more collaborative working. This has included producing suggested text that can be included in the early stages of the planning consent process. Standard templates have also been developed to try to actively encourage collaborative works in roads where road closures have been organised.

As a means of trying to demonstrate that all activities are being treated on an equal basis the group have developed a Joint Inspection Regime. This will involve representatives from both utility companies and permit authorities carrying out specific LoPS based inspections on both highway authority and utility works. The group have also secured input from the Metropolitan Police and London Buses. The aim of the exercise is to demonstrate parity is being applied across all works promoters. The first exercise is due to commence in May 2011 and then further ones on a regular basis thereafter. The task force will continue to develop the scheme as they see fit during the course of the exercise.

4.4 Site Planning and Asset Task Force

The Site Planning and Assets Task Forces were merged for greater consistency.

The task force's membership is made up of representatives from the following organisations:

London Borough of Hammersmith and Fulham
London Borough of Bromley
London Borough of Ealing
London Borough of Redbridge
London Borough of Islington
London Borough of Hounslow
London Borough of Hackney
London Borough of Barnet
UK Power Networks
Veolia Water
Southern Gas Network
Thames Water
Guide Dogs for the Blind
TfL London Buses
London Cycling Campaign



The LoPS Site Planning and Asset Task Force is responsible for the collation of Objective Measures 3, 4, 5 and 9.

It is a unique Task Force in that it seeks to engage third party stakeholders. The scheme was influenced during the consultation phase by Disabled Groups and this Task Force will continue to work with these stakeholders to ensure their needs are considered when planning works. The group intend to expand representation to ensure an even broader range of stakeholders are engaged through the development of the scheme.

The Task Force has focused on three main areas:

- Provision for the Disabled

The scheme was drafted to enable conditions to be attached to permits ensuring ramps are utilised if works block the footway, 1.2 metres is maintained and sites are well maintained. To develop this further the Task Force has agreed to develop a London Training Scheme for inspectors and operatives using Guide Dogs for the Blind to give demonstrations and training on problems the blind and disabled face at work sites.

- Needs of Cyclists

Examine the needs of cyclists when works take place in the carriageway and ensure that cyclists are catered for in the works planning process. To enable this forum will be set up to explore ideas on how street works can be designed with cyclists in mind, considering the increasing number of cyclists on London's roads.

- Temporary Reinstatements

Develop a protocol around temporary reinstatements ensuring tactile paving is replaced as a priority.

The task force intends to expand representation because it is a key part of the scheme that a broad range of stakeholders are engaged in the development of these work areas.

4.5 Joint Permit Group

The Joint Permit Group membership is made up of representatives from the following organisations:

Thames Water
National Grid
UK Power Networks
Cable and Wireless Worldwide
Veolia Water
Virgin Media
Southern Gas Network



Transport for London
Royal Borough of Kensington and Chelsea
Westminster City Council
City of London
London Borough of Hammersmith and Fulham
London Borough of Enfield
London Borough of Hackney
London Borough of Haringey
London Borough of Camden
London Borough of Croydon

This group was formally known as the Joint Permit Testing Group and was originally formed in the summer of 2009 to prepare and test the various IT software systems in readiness for the introduction of LoPS in early 2010. The group were instrumental in making sure the switch over from the noticing regime to permits was as smooth as possible and this was reflected by the fact that the scheme became operational with very few technical issues.

Now that the IT systems have firmly been established the group meets every 6 weeks to discuss relevant operational issues that arise out of LoPS. The group provides an open and frank environment where both sides are able to put their own points across with a view of finding an acceptable way forward to both parties.

The group is also responsible for signing off the PANs which provide guidance or advice about certain operational issues associated with LoPS that need clarity. The advice notes are agreed by the Joint Permit Group and, once ratified, are published on the One Road Network website (www.oneroadnetwork.org)

Since the commencement of LoPS eight PANs have been produced. These have covered the following subjects:

PAN	Topic
1	Purpose of Permit Advice Notes
2	Display of Permit Number on Site for Emergency Works
3	Display of Permit Number on Site
4	Conditions Matrix
5	Permit Applications - Works Comments
6	Permit Invoicing Arrangements
7	Permit Model Conditions Arrangements
8	Invoicing arrangements for works on Cat 3 and 4 Traffic Sensitive Streets

Table 2

The Joint Permit Group will continue to meet over the coming year to discuss issues of importance and look to build on the good relationships and work the group has done.



5 Data Collection Approach and Limitations

The LoPS members have contributed to this report and have supplied the relevant data to assist in its production. This is a common report but the data provided by each authority and the associated comments remain the responsibility of that authority.

Specific approaches and limitations are noted alongside the presentation of the data later in this report, but these are some general considerations.

Each permit authority maintains its own Local Register and operates their Register to process permit applications. There are four major suppliers of Local Register software, and authorities have customised their systems in different ways. All of the LoPS permit authorities feed data from their Local Registers into the LondonWorks Central Register, which aggregates this data into one comprehensive database.

At the time of drafting LoPS it was assumed that the Local Register software used for dealing with permit applications could also be used to produce data for the national KPIs and the LoPS draft OMs. Unfortunately, none of the four Local Register software suppliers made the necessary upgrades to their software to enable the easy and consistent capture of this information. Participating authorities have therefore had to make every reasonable effort to obtain the data using various other means. It is important to note that LoPS members could not provide the same level or quality of data from their Local Register; this is dependent on their particular software provider.

For some measures, data contained within the LondonWorks Central Register was utilised, with the agreement of all LoPS members. There may be slight discrepancies between this data and the data contained within Local Registers due to different loading and validation methods, but these discrepancies are consistent across the systems and time periods, so therefore the data and resultant analysis should also be consistent and statistically reliable. It is further hoped that by using a single source of data (i.e. LondonWorks Central Register), the data analysis for all London authorities will be more reliable.

The difficulties in obtaining data from software systems has been acknowledge by DfT and is being progressed through the National KPI working Group in order to ensure that future reporting is much less problematic.

Sections 7 and 8 provide a summary and analysis of both the KPI and OM data, further information on these areas is available in Appendix 1. In addition the raw data from which the tables and analysis is drawn are available on;

<http://www.oneroadnetwork.org/library/permitting/lops/>



6 Summary of Key Performance Indicator data

6.1 KPI 1

6.1.1 Indicator

The number of permit and permit variation applications received, the number granted and the number refused.

6.1.2 Interpreting the Data

This data has been collated by all participating permitting authorities. A summary of collated data is shown in Appendix 1.

The following considerations must be noted in relation to this data.

- 1) Different permitting software systems provided slightly differing interpretations of the permitting arrangements. In particular, existing permit applications which had not been granted or refused could only be modified by the submission of a permit variation. However the receipt of this variation was dealt with differently by the different systems. Some systems treated the variation as updating an existing application, while others treated the variation as an entirely new record. In the latter case, both the original application and the variation needed to be processed by the authority to ensure neither became deemed (granted by default) within their system; however in the early days of operation many of these subsequently varied permit applications became shown as deemed even though the later variation had been granted or refused. This affects the results in two ways.
 - a) The statistics show high levels of received applications when compared to the number granted or refused.
 - b) Once this issue had been identified, affected authorities show increased levels of refusals as they needed to refuse the earlier versions of any modified permit application.
- 2) Each application has an appropriate response period which means that the number of applications received in any one period does not correspond to the permits granted and refused within that same period. In other words, a permit application received in one period may be responded to within the next period.
- 3) In the early period of the operation of the scheme a particular issue was identified with “Immediate” permit applications where a works stop was received before an authority could respond to the initial application. The systems did not allow the authority to progress the application and those applications went deemed. This was particularly prevalent where works were undertaken at weekends or out of normal working hours. This was raised with the software developers, the majority of whom updated their systems to allow authorities to deal with this scenario.



6.1.3 Summary Results

Permits Granted and Refused

The table below shows a breakdown of permit applications received, granted and refused for the first year of operation.

Permits Received/Granted	Number
Total permit and permit variation applications received by the 19 LoPS members during first year of scheme operation:	424,086
- Total permits with status that cannot be determined: *	46,140
= Total permits granted or refused:	377,946
Total granted:	333,837 (88%)
Total refused:	44,109 (12%)

Table 3

* please refer to S7.1.2 above for further detail

This data was further broken down into applications received from highway authorities versus utility promoters. On average, permit authorities granted 94% and refused 6% of all applications from highway authorities (see below).

Permits Granted and Refused – Permit Authority

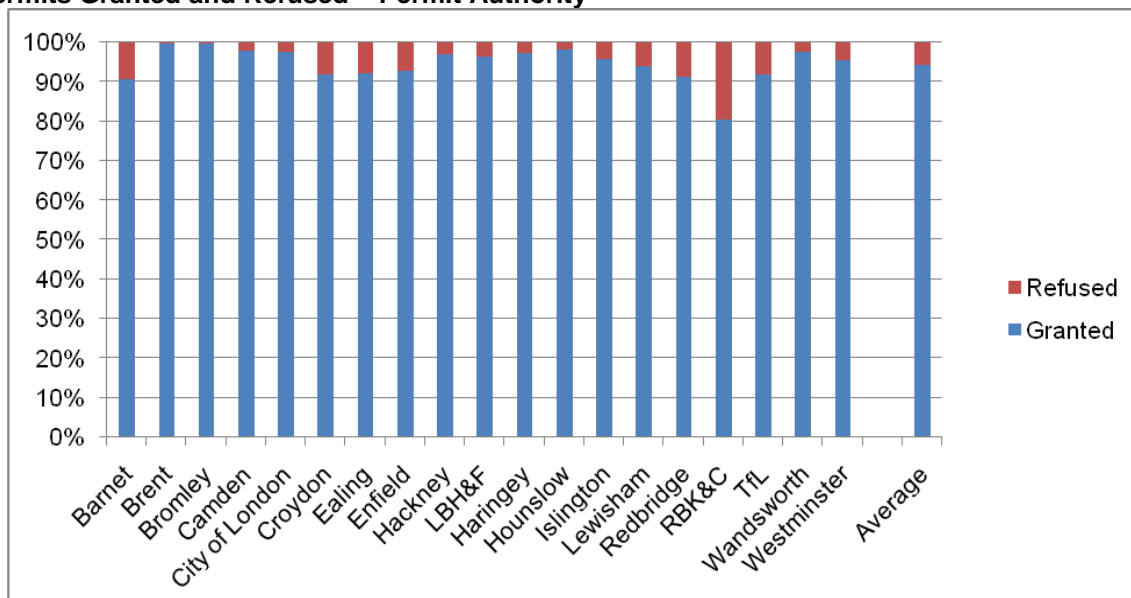


Chart 1

On average, permit authorities granted 85% and refused 15% of all applications received from utility promoters (see below).



Permits Granted and Refused - Utility

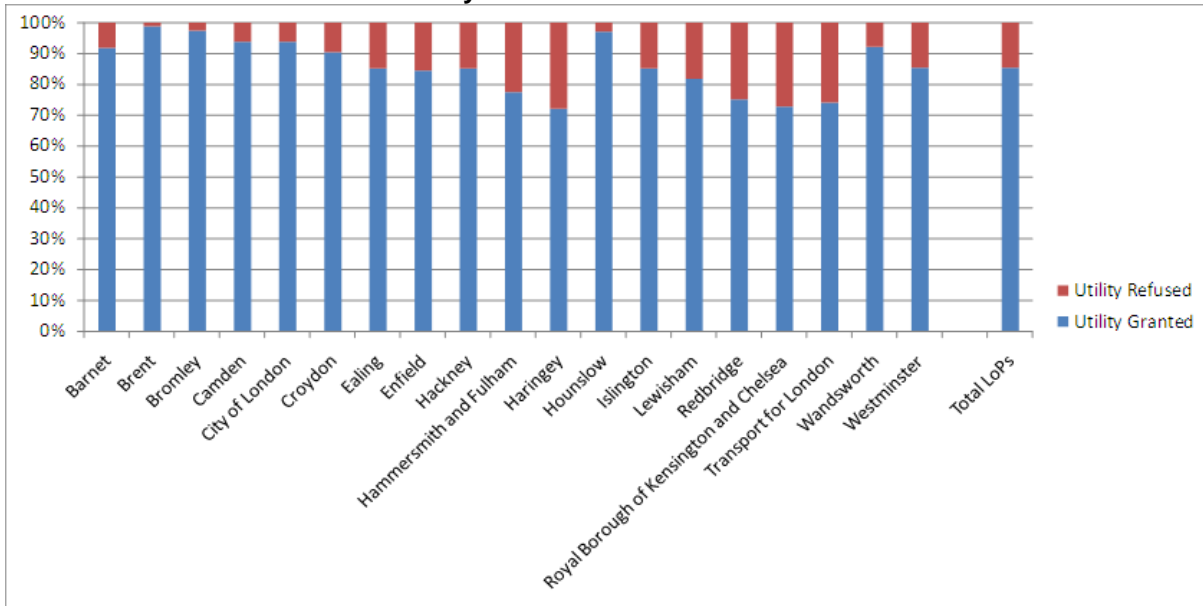


Chart 2

Number of Permit Applications

The following graph shows the split of permit applications received from both highway authority and utility promoters. On average, highway authorities generated 36% and utility promoters 64% of the applications received. Where authority levels differed significantly from this average they were challenged and requested to provide additional detail on the number of permit applications received. The feedback from authorities is detailed within Appendix 1.

Number of Permit Applications

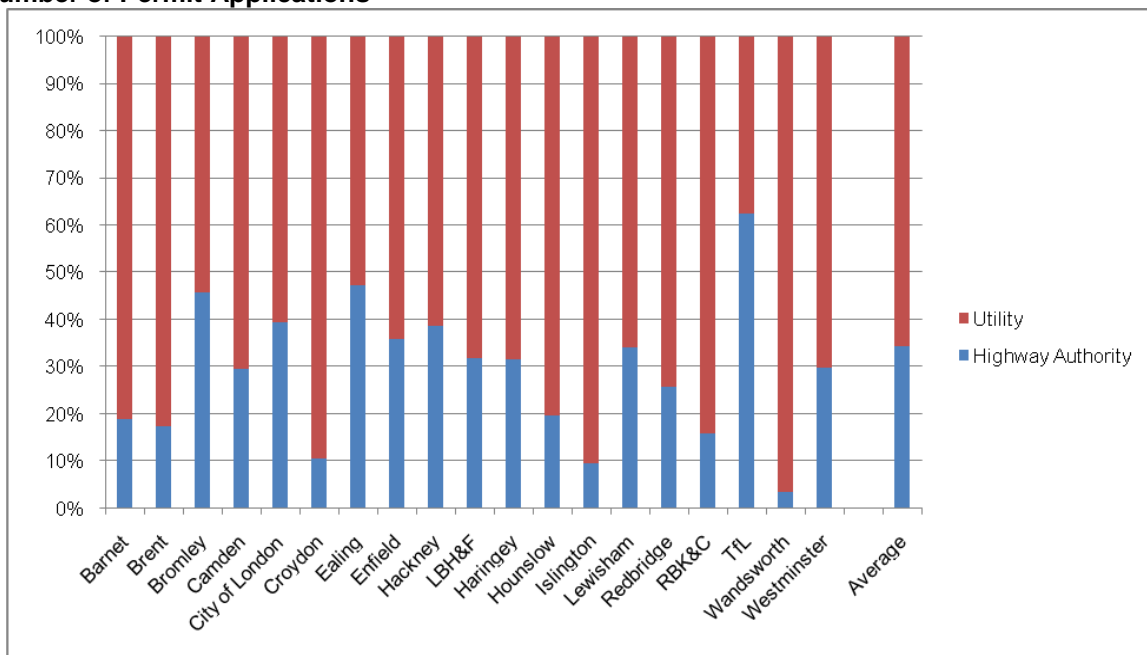


Chart 3



6.2.1 Analysis

Permits Granted and Refused

There was a significant difference in refusal rates between highway authority applications and those of utility promoters. The LoPS Business Task Force, as part of its remit, challenged each of the permit authorities on these differences and their detailed responses are contained within Appendix 1.

In general the main reasons for the difference in refusal rates identified were:

- Several authorities undertook permitting trials or enhanced training with their internal promoters prior to the start of the permit scheme which provided their internal promoters with a much better appreciation of the new permitting arrangements, leading to the receipt of more detailed applications.
- There was a better understanding and closer liaison within permitting authorities of the internal promoters' work, allowing potential issues for refusal to be identified and addressed in advance of a permit application.
- Further analysis of data from LondonWorks Central Register, undertaken by the Business Task Force, revealed another contributing factor in the higher levels of refusal of utility promoters' permit applications. Immediate Emergency works accounted for 22% of all works promoted by highway authorities as opposed to just 7% of all works promoted by utility companies within the scheme (see table below). This is because of the nature of highway authority works e.g. removing immediate dangers from the highway. Applications for Immediate works can be received up to two hours after the works start on site – it is unusual for permit applications for works of this type to be refused, and this contributed to the higher refusal rates for utility applications.

Percentage of permit applications	Major	Standard	Minor	Immediate - Urgent	Immediate - Emergency
Highway Authorities	4%	12%	50%	14%	22%
Utilities	2%	12%	56%	23%	7%

Table 4

However it is clear that further investigation is required to determine why a difference in refusal rates between promoters exists. It is intended that the LoPS members will continue to work closely with all promoters with particular emphasis on this issue, as discussed later in Section 11. This will build on the works already commenced by the London Confirm Users Group on addressing refusal rates with utility promoters. The group plans to bring together those responsible both for the assessment of Permits



and the issuing of Permit Applications, so the right people are involved in discussing in detail those issues that cause inconsistency between schemes and a higher rate of refusal than necessary.

Number of Permit Applications

The figures for permit applications received show a higher proportion of utility applications to compared to highway authority applications. It must be recognised that the lower rates of applications for highway authorities are due to a number of reasons, depending upon specific circumstances within individual authorities and further details of these are provided by each borough in Appendix 1.

However over the course of the first year a number of authorities significantly improved their internal processes for registering works and there was a noted increase in the number of internal promoter applications as a result. For example the London Borough of Redbridge increased the number of their internal promoter applications from an average of 55 for the first three months of operation to an average of 1103 for the last three months.

6.2 KPI 2

6.3.1 Indicator

The number of conditions applied by condition type.

6.3.2 Interpreting the Data

Section 11.4.2 of the TMA Code of Practice for Permits provides guidance as to which conditions may apply to permit applications, but it is acknowledged that permit authorities may apply specific local conditions. Appendix D of LoPS sets out the suggested models of acceptable conditions for use within the scheme, following the guidance in the Code of Practice.

The EToN technical specification sets out 13 permit condition types which can be applied to any permit. Using the provisions within the Permits Code of Practice, LoPS sets out 16 permit model conditions. The permit conditions from both documents broadly correspond and an early Permit Advice Note was agreed by the permit authorities and the works promoters which mapped the LoPS model conditions to the 'permit conditions type look-ups' within the technical specification. This allowed data to be provided for this KPI showing the numbers of conditions applied by the permit conditions look-up types in accordance with the technical specification.

This data has been difficult to collate due to software issues, however some software suppliers have provided the ability to export the condition types and a summary of the collated data is shown in Appendix 1.

6.3.3 Summary Results

Eight of 19 Permit Authorities were able to supply this data due to system issues, using a variety of techniques; Bromley, Hammersmith and Fulham, Haringey,



Hounslow, Redbridge and Westminster have used a purpose built report, the Brent data was manually collected and Hackney drew their data from their software system.

The table and chart below show the percentage of Permits each EToN condition has been applied against for every Authority that was able to provide data based on the 13 Standard Conditions held in EToN.

Condition		Percentage Number of times conditions applied							
		Brent	Bromley	Hackney	Hammersmith & Fulham	Haringey	Hounslow	Redbridge	Westminster
1	Date Constraint	94.63%	33.92%	67.24%	50.79%	93.35%	52.32%	83.98%	54.53%
2	Time Constraint	85.88%	13.72%	43.16%	32.24%	34.93%	32.34%	71.43%	19.19%
3	Out of Hours Work	94.34%	8.97%	18.05%	9.71%	16.59%	17.86%	22.58%	13.87%
4	Material & Plant Storage	94.34%	4.71%	7.14%	7.96%	9.67%	9.90%	37.04%	3.98%
5	Road Occupation Dimensions	0.00%	1.00%	9.13%	12.26%	13.98%	13.32%	39.47%	8.44%
6	Traffic Space Dimensions	0.00%	9.01%	21.82%	37.19%	80.54%	31.79%	53.18%	20.79%
7	Road Closure	0.48%	0.28%	1.60%	2.17%	1.05%	0.50%	1.25%	2.04%
8	Light Signals	5.23%	0.64%	0.77%	1.03%	3.04%	1.58%	2.97%	0.86%
9	Traffic Management Changes	79.28%	2.36%	1.92%	15.25%	1.38%	4.10%	37.59%	3.28%
10	Work Methodology	0.00%	20.50%	14.82%	20.11%	33.38%	26.83%	17.02%	17.32%
11	Consultation & Publicity	0.00%	16.63%	4.61%	10.20%	6.93%	8.99%	6.67%	27.19%
12	Environmental	0.00%	0.01%	1.62%	4.64%	1.93%	1.20%	4.47%	2.65%
13	Local	0.00%	22.33%	46.86%	43.64%	76.86%	41.93%	81.93%	39.74%

Table 5



Percentage number of times conditions applied

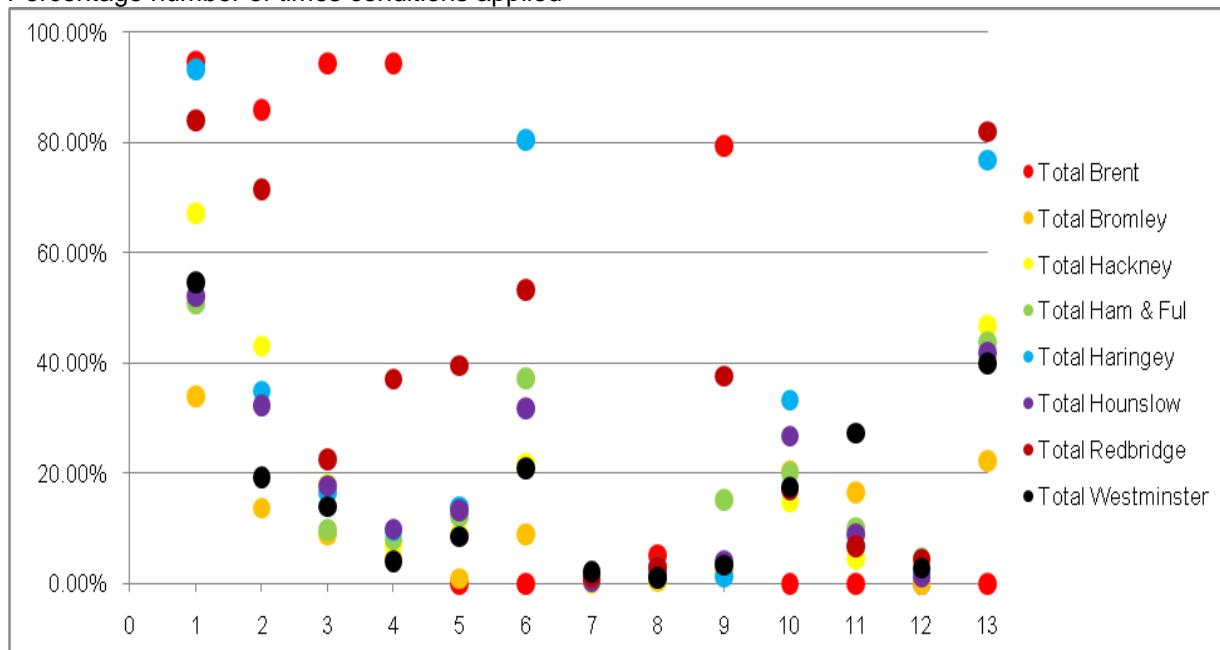


Chart 4

6.3 KPI 4

6.4.1 Indicator

The number of occurrences of reducing the application period (early starts).

6.4.2 Interpreting the Data

This data has been collated by all participating permitting authorities and a summary of the collated data is shown in Appendix 1.

6.4.3 Summary Results

All Permit Authorities were able to supply this data.

This KPI was considered to be in relation to the number of times promoters were allowed by permit authorities to start their works without having to comply with the minimum permit application lead-in period, commonly known as early start agreements. There is no nationally established early start agreement process and indeed many early starts will be verbally agreed prior to the submission of a permit application. This made the reporting of this KPI from within the software system difficult as in most cases this data was being collated outside of the ETON systems.



In the first year of LoPS 17,721 early starts were agreed across all LoPS members, with 9,876 agreed for utilities permits representing 4.7% of the total granted and 7845 agreed for highway authorities permits representing 6.4% of the total granted.

6.4.4 Analysis

One of the main aims of LoPS is to provide a common framework for all activity promoters who need to carry out works in London. An essential part of this is the need to treat all activities and activity promoters covered by the scheme on an equal basis. KPI4 measures the number of occurrences of reducing the application period, commonly known as an early start agreement and compares the number of early start agreements given to utilities with those given for permit authority works. The above data shows that largely to be the case.

Early start requests are considered individually on their own merits by all LoPS authorities and are never refused without a valid reason.

6.4 KPI 5

6.5.1 Indicator

The number of agreements to work in Section 58 and Section 58A restrictions. (Details of Section 58 and 58A restrictions will be provided as required under Section 8.3 of the TMA Code of Practice for Permits.)

6.5.2 Interpreting the Data

This data has been difficult to collate due to software issues and no authorities have been able to provide any meaningful data in regard to this KPI. It should be noted that text relating to this KPI within the Code of Practice for Permits indicates that this KPI is not supported by the EToN systems.



7 Summary of Objective Measures Data

This section outlines the draft Objective Measures (OMs) set by LoPS. The OMs were drafted with the expectation that the data could be collated in an efficient and consistent manner. Experience has demonstrated that this has not been the case and, as outlined in Section 6, this is being taken up at a national level to improve the effectiveness of measures in the future.

7.1 OM 1 - Average Journey Times

It is expected that one of the key benefits of the LoPS will be an increase in speeds, i.e. a reduction in journey times per unit distance travelled on the network resulting from a reduction in the direct delay contributed to road users by disruption from road works.

The introduction of permitting was justified in the Cost Benefit Analysis for LoPs on the basis that the introduction of the scheme would reduce the direct delay attributable to works by 10%. By first calculating the expected theoretical magnitude of this level of reduction on journey times for the road user, the level of journey time benefits we would expect to see in OM 1 can be determined by comparing journey times in LoPS authorities with non-LoPS authorities.

To achieve this it is first necessary to examine the expected level of delay attributed to specific causation types. In a dense urban network such as London, across 12 hours of operation, 10% is estimated to be due to Road Works, 10% unplanned incidents and 5% control devices, such that the total non-recurrent delay on roads sums to be one quarter of the total delay in London. Assuming the recurrent delay stays constant then a 10% reduction in the road works portion of delay translates into a reduction in total delay of 1% across all categories. **

Using data supplied by Traffic Master, TfL has determined that on average, between 07:00 to 19:00 across the network, delay accounts for about one third of journey times, the remaining two thirds approximates to the free flow or unhindered journey component. Therefore a reduction of 1% in total direct delay should, in principle, translate into an improvement in expected journey time of 0.33% for a LoPS HA compared to a non LoPS HA.

Using Traffic Master GPS journey time data a comparison of LoPS and non-LoPS HAs has been performed and a summary of the data is provided below. This data arrives several months in arrears and takes a further couple of months to process. Therefore data has only been processed until August 2010, although an update will be possible soon. To account for initial bedding in of LoPS and some authorities starting their schemes in April, it was decided to do the analysis from April. Table 6 below shows the top level results.



Year on year change in journey times (mins/km) for permitting and non-permitting highway authorities			
	April to August 2009	April to August 2010	% Change
Permitting	2.368	2.371	0.1%
Non-Permitting	2.532	2.540	0.3%
Total	2.407	2.410	0.1%

Table 6

It can be seen that journey times increased marginally year on year for the period studied across both permitting and non-permitting authorities. Assuming that all other things are equal in terms of network outcomes, than it can be surmised that any difference in outcomes between both sets of HA's can be attributed to the establishment of permitting. The data shows that there was a 0.2% smaller increase for LoPS than non-LOPS authorities. These results demonstrate that the scheme has attained a large portion of the benefits expected. There are two major caveats to be applied to this analysis. Firstly, the analysis does not cover the first full year of establishment and secondly, the assumption that all other things apart from permitting in terms of network outcomes are equal across the two groups of HA's may not hold.

The evaluation has only been conducted based on only 5 months of data, covering the first year of operation. It is expected that the benefits will increase over time as permitting authorities get to grips with establishing and bedding in their individual schemes. When more data becomes available and the analysis is extended over a greater period a clearer picture of the full year benefits

The chart below shows the results broken down by individual LoPS authorities.

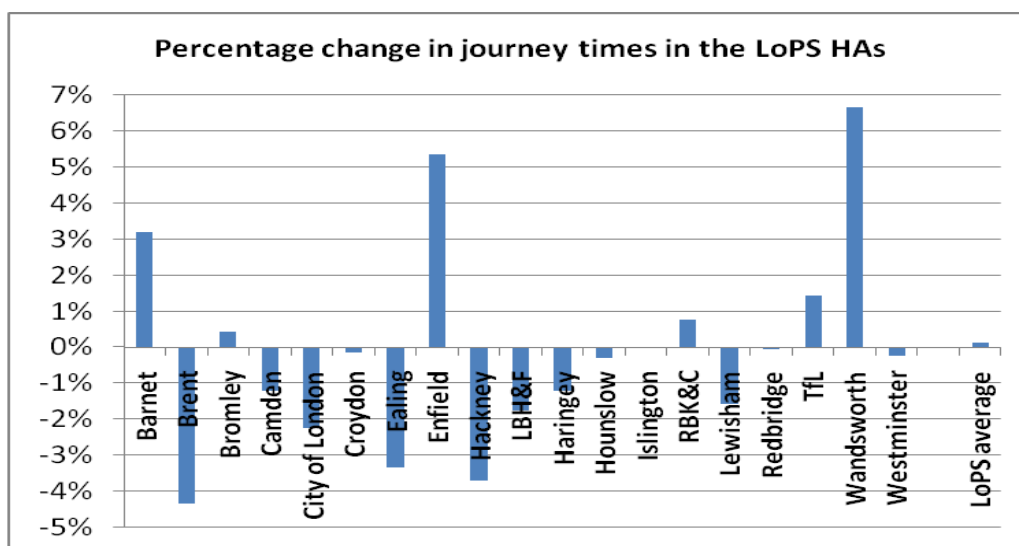


Chart 5

Whilst there has been an improvement in the average journey time across 13 of the 19 authorities some authorities have seen an increase. It is considered that average journey time was affected by a number of significant major works being undertaken



during 2010. It should be recognised that while permitting authorities will always use their best endeavours to minimise disruption, it is inevitable that some works will create an element of disruption due to the nature and scale of those works and some of these examples are listed below:

Examples of the type of disruptive works are;

In Wandsworth there were a number of substantial major projects including key strategic locations on the network. Southern Gas Networks undertook mains replacement in Trinity Road (A214) and Upper Richmond Road (A205). Both of these roads form part of the Transport for London Road Network and the traffic management included temporary lights on Trinity Road and an eastbound closure on Upper Richmond Road with a four mile diversion. It was decided jointly with Wandsworth, TfL and the Metropolitan Police to allow both of these works to take place in a 16 week period either side of the summer holidays in order to seek to mitigate the impact.

Also in Wandsworth there were major EDF works on Garratt Lane (A217) that required four way lights at a very busy junction near Earlsfield Station. The impact locally was severe because of the geography of the roads and railway line – there are no easy routes to take to avoid the immediate area and so the combination of four way four phase lights added substantially to journey times in this area.

In Kensington and Chelsea over the last 12 months there has been a considerable number of major utility works along the A4 Cromwell Road. This forms part of the Transport for London Road Network and is the main east/west thoroughfare in the borough. These substantial works have had major traffic management employed for most of their duration. This included the total closure of the A4 for a 5-6 week period resulting in major diversions having to be employed. This subsequently led to increased traffic on surrounding borough principal roads.

Ongoing works at Knightsbridge to facilitate the construction of the One Hyde Park Development and the commencement of a major environmental improvement scheme in Exhibition Road/South Kensington also resulted in increased traffic disruption in both areas.

Whilst the level of major water and gas main replacement works dropped in 2010 compared to 2009 there were still a number of schemes delivered on the authorities principal road network involving extensive traffic management which contributed to traffic disruption in the area.

TfL carried out essential maintenance and refurbishment works to Staples Corner Flyover, commencing in mid June, and completing in mid October. To facilitate these works, a series of lane closures and contra-flows were implemented, often with two lanes closed at any one time. As eastbound traffic was the dominant flow, priority was given in the form of two lanes eastbound, with only one lane open to westbound traffic, this, along with the fact that much of the work was undertaken during the school summer holiday period ensured that the disruption was kept to a minimum, however there was clearly still an impact.



There were also major works on the TLRN at the following locations, which, despite every effort to minimise disruption, due to the nature of the works also would have had an impact on journey times:

- Blackwall Tunnel Refurbishment (TfL)
- Bounds Green Scheme (Barnet, Enfield and Haringey)
- Cambridge Road (Enfield)
- Elephant & Castle (Southwark)
- Albert Bridge (Wandsworth/ Kensington and Chelsea)

7.2 OM 2 - Journey Time Reliability

It is expected that another key benefit of the LoPS will be an improvement in journey time reliability on the network. As for journey times (OM 1), road works are only one of multiple factors impacting on network journey time reliability. In order to try and isolate the impact of LoPS, a comparison of LoPS and non-LoPS authorities has been performed and a summary of the data is provided below.

TfL's approach to measuring journey time reliability is based on using ANPR (Automatic Number Plate Recognition) camera data. Unfortunately coverage is relatively sparse on the borough roads, so it was felt that an alternative approach would have to be taken for monitoring the LoPS authorities, as described below.

Work modelling the relationship between journey time and standard deviation (one measure of journey time variability) has been done for the DfT based on GPS data. The proposed relationship is given on the DfT's WebTAG site. As might be expected, lower mean journey times are associated with lower standard deviations (variability), in other words higher reliability. Using this relationship, changes in journey time variability for a thirty minute journey have been inferred from changes in journey times.

Year-on-year change in journey time variability (mins/km) for permitting and non-permitting highway authorities			
	April to August 2009	April to August 2010	% Change
Permitting Authorities	1.810	1.818	0.4%
Non-Permitting Authorities	1.971	1.992	1.0%
Total	1.856	1.865	0.5%

Table 7

As these results are derived from journey times results (OM 1), which increased, it can be seen that the variability has increased marginally too, i.e. overall reliability deteriorated slightly. The key result is that the variability deterioration was smaller in the LoPS than non-LoPS authorities, so it can be stated that reliability has worsened less where permitting has been introduced.

7.3 OM 3 - Number of days of Section 74 overruns

This data has been collated by all participating authorities and a summary of this data is shown in Appendix 1.



In the majority of cases this data is being collated outside of the EToN systems. It is understood that there is a national KPI proposed which relates to S74 information and LoPS members will incorporate this as and when it becomes available.

The measure for this OM was considered to be the number of works where an actual over-run was identified on site by the permit authority rather than any system generated over-runs indicated within the street works register. Some permit authorities had structured S74 over-run inspection regimes in place, whilst others relied on identifying works through site investigation and third party reports. However the approach taken by all the authorities was reasonably consistent pre and post LoPS implementation so it is possible to say that the results were consistent for each authority.

When the number of works which overran are expressed as a percentage of the total number of recorded works sites in permitting authorities there is a slight increase from 1.13% in 2010 to 1.45% in 2011. The lack of significant change is indicative that there has been a consistent approach by Permit Authorities in agreeing works durations following the implementation of LoPS.

It could be argued that the effectiveness of this measure is more in relation to the management of durations by works promoters through the S74 over-run process rather than the permit scheme. Whilst this measure sheds light on the effort of works promoters to complete works within agreed timescales it is not considered that it is a measure that is reflective of the success or failure of permitting.

7.4 OM 4 - Average duration of works by work type

The data for this OM was derived from the LondonWorks Central Register system which is a repository of works data held within each authority's Local Register. The data from LondonWorks Central Register allowed comparison across all of the London authorities, both permitting and non-permitting.

The data in table 8 below indicates that the overall average duration of works for all works promoters has decreased by 2% across all LoPS members.

Average Duration (days) - All Promoters						
	Major	Standard	Minor	Immediate - Urgent	Immediate - Emergency	Average Duration
2009	56.5	8.6	2.8	3.6	5.3	4.8
2010	42.1	8.4	2.7	3.8	3.1	4.7
% Change	-25%	-3%	-3%	7%	-42%	-2%

Table 8

The data in table 9 below indicates that the overall average duration of highway authority registered works has decreased by 18% across all LoPS members.



Average Duration (days) - Highway Authorities						
	Major	Standard	Minor	Immediate - Urgent	Immediate - Emergency	Average Duration
2009	49.8	12.7	3.5	4.2	1.5	5.6
2010	39.9	9.5	2.7	3.1	1.4	4.6
% Change	-20%	-25%	-22%	-27%	-5%	-18%

Table 9

The data in table 10 below indicates that the overall average duration of utility registered works has increased by 4% across all LoPS members.

Average Duration (days) - Utilities						
	Major	Standard	Minor	Immediate - Urgent	Immediate - Emergency	Average Duration 2009
2009	59.0	8.1	2.7	3.5	7.7	4.7
2010	44.8	7.7	2.7	4.2	7.0	4.9
% Change	-24%	-6%	1%	19%	-10%	4%

Table 10

The slight increase in the average duration of utility works is only manifested in the immediate urgent category.

7.5 OM 5 – Inspections

This data has been collated by all participating permitting authorities and a summary of the outputs are shown in Appendix 1.

When this OM was devised it was envisaged that a new type of inspection, permit condition checks, would be implemented nationally to agreed standards for collation and transmission of this data. Unfortunately this was not the case and permit authorities do not currently have the facilities to undertake permit condition checks. Therefore this OM can only be based upon the existing 'Sample A' inspection regime.

This measure was intended to provide two separate performance indicators

- 1) Number of failed Sample A inspections shown as a percentage of the total undertaken within a period
- 2) Number of failed permit conditions check (where one or more permit conditions have been breached) shown as a percentage of the total undertaken within a period.

The consideration was simply a comparison of the first year of LoPS inspection data (2010) to the baseline data provided by the previous year (2009). The intention of this comparison was to look at authority inspection regimes and consider whether the introduction of the LoPS has affected the failure rates and if so to help identify if



this were a result of different approaches to the inspections by the authorities, or due to a difference in the way works were carried out on site.

The results are shown below:

Authority	2009	2010
Barnet	4.1%	15.9%
Brent	1.8%	5.1%
Bromley	18.2%	7.0%
Camden	17.3%	10.5%
City of London	0%	0%
Croydon	4.0%	3.7%
Ealing	2.1%	1.8%
Enfield	28.0%	52.5%
Hackney	11.2%	3.1%
Hammersmith & Fulham	24.2%	27.6%
Haringey	15.4%	16.8%
Hounslow	4.2%	6.5%
Islington	2.5%	21.4%
Lewisham	1.8%	1.4%
Redbridge	15.9%	15.5%
Royal Borough of Kensington & Chelsea	8.9%	23.9%
Transport for London	19.7%	13.3%
Wandsworth	-	-
Westminster	10.0%	14.80%

Table 11

This data, whilst providing some insight into the levels of failure under the Sample A inspection category across LoPS members, unfortunately cannot provide any figures on permit conditions compliance. However, it has been agreed by the LoPS members that they will seek to further align their sample inspections process as set out in Section 11, below.

In addition an agreed format and standard for permit condition compliance checks are required and it is the intention of LoPS members to raise this with the National Permit Forum.

7.6 OM 6 - Number of collaborative works

This data was not possible to collate from any of the software systems, however permitting authorities have collated this data outside these systems and a summary of the output is shown in Appendix 1.

All the LoPS members were requested to submit data in relation to collaborative works. Of the nineteen members only thirteen were able to submit a return for this measure.



Since the introduction of LoPS, there has been an increase of 130% in the numbers of collaborative works sites and an increase of 147% in the days of disruption saved through collaborative works as recorded by the LoPS members.

Collaborative work sites			
	2009	2010	% increase
Number	135	311	130%
Days of Disruption saved	726	1793	147%

Table 12

It should be noted that the City of London provided data for number of collaborative works but did not supply data with regards to days saved. It is therefore likely that the total of days saved could be higher.

During the first year of operation of LoPS, a total 1793 days of traffic disruption were saved through collaborative working. TfL have calculated the economic benefit to the London from these days of disruption saved and estimate this benefit to be in the region of £2.7 million. This is based on an average benefit of £1,500 per day. This average accounts for the fact larger works on busier routes have more opportunity for such collaboration and is based on the total duration of works taking place on busier routes within LoPS authorities and estimated total congestion associated with these works. For any given works the value can vary considerably, but across a large number like this it is not unreasonable to assume an average value.

Some notable examples include:

- Kenworthy Road, Hackney
Early engagement between TfL's internal promoters and its permitting team presented a collaborative opportunity to minimise the disruption and inconvenience to road users, which was especially important due to the close proximity of two hospitals and a fire station. In total nine works promoters were involved and a total of 18 days of disruption were saved.
- A10 Bishopsgate, City of London
TfL took advantage of a series of weekend closures of Bishopsgate, which were required to facilitate development works, to coordinate multiple additional activities. On the weekend of the 6/7 November 2010 three utilities carried out work at six sites within the closure, together with window cleaning works using mobile apparatus. Between 20 November and Christmas National Grid, Abovenet, Verizon, Thames Water, and UK Power Networks all worked within the weekend closures. In addition TfL also carried out highway maintenance activities. Overall, over 78 days of disruption to the area were saved by having all the works carried out at the same time.



- North End Road, Hammersmith
Over the weekend of 8-11 October 2010, the London Borough of Hammersmith and Fulham arranged for 13 additional works to be undertaken within agreed lane closures and coordinated sites on Lillie Road and North End Road. During this time, both Thames Water Utilities and BT Openreach undertook various activities including essential maintenance of their apparatus. Overall, 15 days of disruption were saved by having all the works done together.

- Holland Park Avenue, Kensington
Holland Park Avenue is part of the borough's Sensitive Road Network. British Telecom and National Grid Gas both identified required infrastructure upgrades near the junction with Ladbrooke Grove. To facilitate the works, lane closures and junction closures were both required. Both organisations carried out their works sharing traffic management. Whilst the works were in progress RBKC's own contractors took advantage of traffic management deployed to complete planned maintenance works. In total five different work sites were completed saving a total of 25 working days.

- Heath Street, Camden
Heath Street in London NW3 is part of the borough's strategic road network, and any works on it has a significant wider impact in the surrounding area. Camden identified with TWU that this road would benefit from being part of the Victorian Mains Replacement Programme. As a result the road was closed for the works during the period 26 July and 30 September 2010, with 4 internal promoters within LB Camden and three utilities (EDF Energy, Thames Water and BT Openreach) all undertaking separate work to their assets, culminating in LB Camden undertaking a full resurfacing of the carriageway. The works were scheduled for 15 weeks, however they were completed in 11 weeks saving an initial 20 days of disruption. However the collaborative working with the utilities saved an additional 74 days of disruption on the network.

The significant increase in both the numbers of collaborative work sites and the days of disruption saved has been achieved through permit authorities and works promoters working closely together. Also the enhanced information on permit applications and a willingness by promoters to have early engagement with authorities has resulted in improved opportunities for collaborative works to be identified.

Whilst permit authorities try to encourage collaborative works as much as possible, it is the experience of some authorities that there is still a certain amount of reluctance from utility promoters to work collaboratively. It would appear that the main reason for this revolves around Health and Safety issues (i.e. traffic management, insurance liability, defects and S74 over runs).

There is a general need for all permit authorities to keep written records of collaborative works outside of their existing street works registers. Of the records received for this measure it was apparent that not all authorities maintained records



in the same format for collaborative works. It has been agreed by LoPS members that a common format would be used to record this data going forward.

7.7 OM 7 - Number of deemed permits

This data has been difficult to collate due to software issues as some software suppliers incorrectly count superseded applications as having been deemed (see also KPI 1 above). However some software suppliers have provided the ability to identify the deemed permits and the outputs are shown in Appendix 1. For some authorities the collation of this data has been a manual process requiring a physical count of deemed applications from their systems.

Of the nineteen LoPS members only twelve were able to provide data in regard to this measure.

The table below shows the total numbers of permit applications which became deemed in the first year of operation of LoPS. This is also broken down by borough and by promoter type and shown as a percentage of the total applications. The total number of permit applications which became deemed is 4,476 applications, or 1.2% of all applications received. In terms of promoter split, 2,601 (1%) of utility applications received became deemed compared to 1875 (1.4%) of highway authority applications.

Borough	No of deemed applications					
	Utility	%	HA	%	Total	%
Barnet	610	3.8%	152	4.0%	762	3.9%
Brent	250	2.3%	35	1.5%	285	2.1%
Bromley	45	0.3%	190	1.4%	235	0.8%
Camden	-	-	-	-	-	-
City of London	47	1.1%	125	4.7%	172	2.5%
Croydon	-	-	-	-	-	-
Ealing	252	1.5%	184	1.2%	436	1.4%
Enfield	365	2.4%	233	2.7%	598	2.5%
Hackney	161	1.8%	103	1.8%	264	1.8%
H & F	-	-	-	-	-	-
Haringey	150	1.0%	256	3.8%	406	1.9%
Hounslow	-	-	-	-	-	-
Islington	-	-	-	-	-	-
Lewisham	34	0.2%	15	0.2%	49	0.2%
Redbridge	82	0.5%	14	0.3%	96	0.5%
RBKC	100	0.8%	27	1.2%	127	0.9%
TfL	505	1.9%	541	1.3%	1046	1.5%
Wandsworth	-	-	-	-	-	-
Westminster	-	-	-	-	-	-
Total	2601	1.0%	1875	1.4%	4476	1.2%

Table 13

However it must be recognised that in the initial stages of the scheme there were software issues which contributed to permit applications becoming deemed. As the software has developed these issues have been addressed and the numbers of deemed application have fallen accordingly. A comparison was made of the permit applications which became deemed in the first three full months of operation of LoPS (Feb – April 2010) and the last three months to which the report applies (Nov 2010 -



Jan 2011). The overall percentage of permit applications which became deemed has dropped dramatically from 3% to 0.5% of applications received over the course of the first year. This has been as a result of permitting authorities working with their software systems to address the software issues and the authorities improving their working practices to better manage the permit applications process.

7.8 OM 8 - Number of conditions applied by condition type

Please see Section 7.3 - KPI 2.

7.9 OM 9 – Works undertaken on a road with S58 or S58a restrictions

Please see Section 7.5 - KPI 5.



8 Additional Measures

A series of additional measures, which were not considered when compiling the draft Objective Measures, were examined by the LoPS Business Task Force to see whether they could be provided with confidence to illustrate additional benefit from the scheme. A number of sources were used to derive this data, including the permit authority Local Registers, other authority databases, and the LondonWorks Central Register.

8.1 Number of recorded works

Data from LondonWorks Central Register shows that the numbers of works being registered by highway authorities increased by 162% between 2009/10 and 2010/11, with a 237% increase in permitting authorities as compared to 62% in non-permitting authorities.

Using the same data, the numbers of utility works has reduced by 14% across London; this can again be broken down further to show a reduction of 17% in permitting authorities and a reduction of 7% in non-permitting authorities.

Number of Recorded Works			
	2009	2010	% Change
Total	334,222	383,311	15%
HA	53,772	140,882	162%
HA Permitting	30,786	103,728	237%
HA Non-Permitting	22,986	37,154	62%
Utility	280,450	242,429	-14%
Utility Permitting	175,936	145,500	-17%
Utility Non-Permitting	104,514	96,929	-7%

Table 14

The positive effects of permitting can be seen in both the increase in the recording of highway authority works and the reduction in recorded utility works.

The apparent increase in highway authority works is unlikely to be due to an actual increase in the numbers of works being undertaken on the road network but is very likely to be as a result of the discipline introduced by the new permitting rules. A number of authorities have used the introduction of permitting to streamline their existing processes for registering highway works and feedback from the permitting authorities indicates that has greatly improved the recording of these works.

The reduction in utility works is also seen as a positive effect and may be due to a number of reasons including better planning of utility works programme to more closely align their programmed works to enable them to be undertaken under a single permit thus minimising the cost of permits.

The considerable improvement in the registration of highway authority works in permitting authorities makes comparison from previous years difficult, however, the utility figures are considered to be a more reliable year on year comparison.



Therefore, using the average duration for utility works in 2009/10 of 4.9 days (see Section 7.4 above), this reduction in numbers of works will have saved approximately 149,136 days of streetworks on London's streets in permitting authorities. The reduction in the number of utility works recorded in permitting authorities is more than double that recorded in non-permitting authorities.



9 Individual Authority Feedback

LoPS is a common permit scheme operating across 17 London Boroughs, the City of London and TfL and this section focuses on the feedback from individual authorities. Each authority was asked to provide their own individual feedback on how the scheme has operated in their area, highlighting the successes and the failures of the first year of operation.

Barnet

The introduction of the Permit scheme has shown a significant improvement in the co-ordination and of Street works. We have seen

- An increased in the permitting of our own works considerably over the past 12 months,
- Reduction of Notices /permits cancelled due to cost
- Increase in permits with accurate information.
- Improved and increased communication and greater cooperation in all areas
- Reduced Requests for early 'Early starts'
- Reduced Requests for Section 58 overrides
- Improved compliance with highways legislation by works promoters

London Borough of Barnet considers the introduction of the permit scheme has been beneficial to both the permit authorities and works promoters for the coordination of Street works.

Brent

Some KPI's OM's tend to be challenging in order to obtain the data requested. This tends to be an issue with the Symology system that prevents certain reports to be run with ease. Data collated manually tends to be more reliable.

Bromley

The best thing from the permit scheme is that there seems to be much better communication between all parties and it has also allowed the permit authority to have more control over all the works in the borough to ensure that disruption is to a minimum. The quality of the information within the permits has improved also, as the permit can be refused if the information supplied within the permit is incorrect.

There have been quite a few issues with collecting the data as the software is not as good as it probably should be and I'm not as confident as I'd like to be with the information Confirm is pulling out.

Camden

Although SUs retain the legal right to access the public highway the implementation of the London Permit Scheme has given Camden the ability to have a much tighter control over activities taking place on the public highway, in particular in relation to the timing and direction of such activities. Furthermore, it has allowed the permitting



team to more effectively manage our own contractors. This has not been without challenge as historically they have not worked in such a controlled environment. The scheme has ensured that dialogue now takes place between the Permit Team and the other sections within the authority and a far more holistic approach to road and street works is now being taken as a result. The introduction of the permit scheme has proved a much improved, and effective, planning tool, allowing the authority to coordinate planned works to minimise disruption and ensure journey time reliability. Importantly it also puts street works in a place of recognition, and drives effective coordination. The coordinated street works in Heath St, involving multiple utilities and the authority's own highways maintenance and improvement schemes to be carried out in concert, was the most obvious high profile achievement and was much appreciated locally.

City of London Corporation

In our experience, the scheme has greatly increased communication chains. Coupled with the already excellent working relationships we have built up through our Considerate Contractor Scheme, it has been very helpful in planning and coordinating works, reflected in no small part by the number of collaborative works we have been able to arrange.

Croydon

The implementation of the LoPS has greatly assisted in improving the quality of the registration of works due to the ability to refuse an application if it is incomplete or incorrect. The requirement to provide conditions also assists in the coordination of works and their identification on site due to the requirement to display the permit number. It has enabled the Council to fund the additional resources required to improve their coordination processes.

The current ETON software is unable to produce reports to provide accurate information for all of the required KPI and OM data. I understand that discussions with the ETON Developer's Group are ongoing.

Ealing

We believe the Permit Scheme has been successful and registering works are no longer a reactive but proactive process and it has produced the following results.

- We believe our network is less disrupted.
- The level of complaints against works on the highway has reduced.
- Better quality of information received and a more robust street register
- Opened up better dialogue channels with work promoters.
- Inspections more tailored to sites due to conditions applied to permits.
- Better coordination of works have been achieved
- Other Council departments are now talking to the Permit Team - hitherto this was not the case.



In conclusion we believe that the Permit Scheme has been a powerful tool in managing our network and thereby meeting our statutory obligation under the Network Management Duty

Enfield

Overall the permit scheme has allowed the Council to direct more resources towards monitoring and regulating activities taking place on the public highway. This has led to greater attention being paid to coordination, making sure promoters are following the regulations and on site safety. There is tighter control over planned and ongoing activities.

We have received much more information/applications for highway authority works, again increasing ability to coordinate works. The quality of information provided has improved, especially for Highway Authority works.

We have also found that more documentation is being provided before works commence such as traffic signal application forms, TM plans and evidence that residents have been informed of works as well as other evidence of consultation with relevant third parties. There is better communication with works promoters.

Hackney

Since the introduction of Permitting, we have developed a better communication link with the works promoters and also we receive more timely responses from the SU. We have also noticed that we receive more information attached to the permits in terms of model conditions and TM arrangements on-site. This enables us to foresee any potential disruption to the network and coordinate works better. Also, the systematic way of processing the permits by carrying out all necessary permit validation checks, has greatly improved the confidence of the permitting staff.

We started with internal noticing in September 2008 and since then the quality of the notice data of our PA works has significantly improved. We record all Internal works of other service areas including minor patching works, highways maintenance, major projects, street lighting, parking, CCTV, traffic & transportation works. When we compare our PA permits with SU permits, it is clear that there is room for improvement in the former. The issue of imitation FPNs for non-compliance by PA works is addressing this aspect and ensures that we treat SU and PA works on an equitable basis.

We had several issues obtaining the data for KPIs and OMs. Some data was obtained manually and some using system reports. We worked together closely with the software provider explaining the requirements of the reports and verifying all the system reports. It has been difficult, challenging and time-consuming to get the system reports from the software provider, as the software was not capable of producing them in the first place.

Our LoPS processes have now been certified by BSI (British Standards Institution) to ISO 9001:2008. This is seen as a key milestone which endorses the professionalism and competence of our staff in operating LoPS.



Haringey

KPIs and OMs

Collection of data has been much more time consuming than was envisaged. The original allowances made for the production of performance data within the cost matrix submitted to the Department for Transport with the application to operate the scheme were based on the supposition that the street works software would be able to produce this data with minimal manual analysis and this has not been the case. The inconsistencies between the permit regulations and the EToN technical specification has resulted in considerably more officer time being devoted to production, analysis and verification of performance data.

Conditions

The application of conditions to permits has greatly increased the ability of highway authorities to control the times and days on which works are undertaken and thereby minimize disruption.

The application of conditions has also given the ability to address the requirements of specific parts of the highway network, such as schools, elderly people's residential homes and disabled peoples facilities. For example where works are being undertaken in proximity to a school working hours can be limited to avoid the arrival and departure times of pupils and parents. The use of temporary light signals can now also be better controlled by specifying a requirement for signal timings to be "tidal" to reflect different am and pm traffic flows or where necessary that signal be manually controlled during peak traffic flow periods to enable changes in traffic flows to be compensated for and so that any equipment failures can be dealt with instantly.

Fixed start dates on traffic sensitive streets

The fixed start and end dates on permits for works on traffic sensitive streets has given greater certainty when coordinating works. Also the removal of the variable starting window has in effect freed up time on the network for other works to be undertaken, for example; a Standard works of 6 days duration would previously have occupied an 11 day window on the network when allowance was made for a 5 day window of opportunity to start works.

Permit authority works

The introduction of LoPS has raised the profile and importance of street works within local authorities and this has assisted in driving improvements in the noticing/permitting of highway authority works as is in many cases demonstrated by the KPI and OM data.

Permit application data quality

With the ability for permit authorities to refuse applications where there are significant errors or omissions in information this has driven improvements in the quality of data provided and this in turn has improved our ability to assess the impact of works on the network and the degree of coordination required. This improvement



in permit application data has also led to improvements in the information we are able to provide to the public by means of both our own publicly accessible version of our local street works register and by the publicly accessible version of LondonWorks central register.

Financial

While only the aspects of LoPS that relates to utility company works and is over and above that which was already a statutory requirement for highway authorities to undertake is an allowable cost the increased certainty of income has resulted in our having additional resources in place to deal with utility company works. Some of the benefits of this are that coordination of works is improved as resources are more readily available, early start requests, duration extensions and site meetings can be more readily dealt with.

Hounslow

Prior to the permitting we had only major highway works on the register and since the implementation of the scheme we now have all types of highway works on the register which has led to a significant improvement in the coordination of all works on the highways.

The LoPS has provided the avenue to improve the control of works involving traffic management thus reducing traffic delays. The scheme has also enabled better works coordination, avoid clash of works and provide adequate answers to queries from the public, elected members and the traffic police etc.

It has increased communication between us and the utilities which in turn has helped to build a better relationships compared to the past where it was kind of a 'us' verses 'them' attitude. It has forced them to communicate with us more as they don't want to incur heavy fines and we don't want disruption to the network.

The opportunity to stipulate conditions for the works before granting permit has enhanced traffic management standards and quality of reinstatement to the benefits of road users including cyclists, pedestrians and people with disabilities.

Restrictions during special events and during festive seasons are more readily enforced now.

It is easier now to identify illegal works. It is also easier to determine the person/organization responsibility for the works and the quality of reinstatement.

Since the introduction of LoPS, LB Hounslow has combined Category A with checking of the information board that is displayed on site. This has encouraged SUs to provide the correct information about the work to public and all other work promoters.

Overall we now have better quality of data on the works register.



Hammersmith and Fulham

The introduction of the Permit Scheme has provided us the ability to manage our network and has helped us achieve our Network Management Duty. Being able to specify dates and conditions for works has helped keep disruption to a minimum throughout the Borough. The information provided during the application process has improved, which in turn enables us to have a greater appreciation of what is taking place on the network at any one time.

We worked closely with National Grid Gas through their Bespoke Noticing Trial. The trial was based on National Grid Gas submitting immediate applications to suit the actual job they were completing with specific durations, rather than just the same duration for every site. This helped us coordinate works by knowing from the outset how long the works will be open on the network and enabled us to make alternative arrangements for other works which would have been affected by the emergency. The trial was a success with the average duration of works reducing, something that all utilities should look to implement; reducing the estimated duration by one or two days frees up the network for other promoters to programme works.

We have continued to promote collaborative working, encouraging promoters to work together to minimise disruption in the future. We would like to develop our processes to expand collaborative works for new supplies, as it is very common for all four major utilities to complete supplies into new properties, and if all of those can be completed with one excavation that will help minimise disruption.

The first year has been challenging, particularly in relation to the EToN specification not corresponding with the Permit Code of Practice. Although the utilities have continued to work with us to develop temporary workarounds, to ensure the scheme is a success, it has created unnecessary and prolonged manual processes.

Our own internal works promoters have adapted their processes to meet the requirements of LoPS. They work with the Permit Team to identify possible collaborative works and attempt to plan their works to accommodate other promoters. When asked about the Permit Scheme Mike Masella a Hammersmith and Fulham Engineer said -

"The Permit Scheme has focused the minds of engineers, we are much more aware of what other works are taking place and are encouraged to work together with utilities to reduce disruption on the network".

Overall the scheme enables us to coordinate works effectively and has improved the communication and relationships with utilities, as we all have a common focus in getting it right.

Islington

Permits have improved communication between Authority and Utility and forced a discipline on the authority for their 'in house' works.

Transport for London works along the A1 corridor (particularly the Angel Town Centre Improvements) over the year have had a significant impact on journey times



as well as Gas and Water mains replacement works which have been extensive within the borough. The implementation of LoPS has improved our ability to coordinate all registerable works and minimize the inevitable disruption they can cause.

Lewisham

The London Permit Scheme has provided Lewisham with a much more effective method to overall coordinate works on the network than was previously available under noticing.

Under LoPS there is now a higher degree of accuracy and quality to the data contained in our street works register, for both utility and authority works.

The quality of data and control permitting provides has enabled us to promote and see better opportunities for collaborative working as well as the general simplification of works coordination on our network.

We also believe that communication between ourselves and utility companies has improved as a direct result of the permit scheme. For example consultation on large works now begins at an earlier stage as both utilities and our own works promoters both recognise our requirements to manage the network. The regular coordination meetings have been augmented by frequent informal meetings and discussions on both schemes and system interoperability.

We consider the first year to generally have been successful and expect this to continue as systems and software improve particularly in respect to data collection and reporting.

Royal Borough of Kensington and Chelsea

The permit scheme has allowed the Council to manage and coordinate works more effectively than the previous noticing regime. The scheme has provided the Council with the opportunity to specify the best available dates and times for works to be carried out for coordinating works and avoiding clashes of interest. In addition the street works team has also been able to attach certain conditions on how the works should be carried out taking into account local circumstances and considerations. For example the street works team instruct works on busy streets to be carried out outside or peak hours or at weekends.

The permit scheme has also allowed the Council to arrange a number of joint working projects where more than one works promoter have worked at the same time to avoid future disruption to the same stretch of road. In the first 12 months of operation the Council saved the equivalent of 154 days of disruption to our road network. This has included joint working on a number of smaller minor works in addition to major works. This would not have been possible under the old noticing scheme. The number of days of disruption saved is without doubt the biggest success in the last 12 months.

The permit scheme has also helped install discipline within internal works promoters who carry out works for the Council. Whilst the transition to permits was made smoother by the fact that the Councils contractors previously submitted notices under



the old regime, the change in having to wait for official approval was one which was quickly adjusted to.

The boroughs engineers who commission most of the internal schemes have become increasingly more aware of the importance to plan their works correctly and the effect their works have on others. The following is a direct quote from an engineer within Kensington and Chelsea which helps demonstrate this:

'Permits have helped to make us more aware of the need to coordinate works with other bodies as the system highlights conflicting works in the area and helps all of us to plan works better. It also makes us more aware of traffic management issues which need to be considered.' – Anne Sexton, Special Projects Engineer

The inability of Exor to automatically produce the required KPI/OM data has caused the Council a great deal of problems over the last 12 months. This has resulted in a high level of resource being invested in making sure the information was accurate and collated in the correct manner. Five of the KPI/OM data records had to be maintained manually outside of Exor system, two were unable to be captured at all, the results of two others had to be filtered and manually adjusted in order for them to be accurate and only one was able to be accurately produced directly from the software. This process of collating and analyzing this data was extremely time consuming and resource intensive and the main disappointment of the first 12 months. It is hoped and expected that the software developer is able to accurately produce the required data for all KPI/OM data directly from their system for the second year of LoPS.

Redbridge

It has taken longer than originally anticipated to establish internal mechanisms to maximise the opportunities presented by LoPS, but good progress has been made in fine-tuning processes and increasing benefits are envisaged.

Transport for London

The TLRN comprises 580 kilometres (or 5%) of London's road network. However, it carries over 30% of London's traffic and, because of the greater proportion of freight and business traffic, represents an estimated 40% of the gross value added (GVA) of road traffic movement across London.

The introduction of the permit scheme has allowed TfL to better manage and control all promoters' work on this very busy network. The permit scheme also gives authorities specific powers to refuse or re-time works to minimise disruption and has provided better information on the sort of works being undertaken and how long these should take.

The London Streets Traffic Control Centre (LSTCC), as part of its role to 'Keep London Moving', records information relating to the identification, assessment, classification, investigation, progress, management and conclusion of event and incidents across London's streets. This information is recorded within the London Traffic Information System (LTIS).



The information held includes a classification of the traffic congestion severity at a particular location, and the criteria for Serious and Severe disruption. Serious disruption is classified as where there is traffic congestion that is unusual for the time of the day at the location or in an area, and traffic has been stopped for less than 5 minutes but in excess of the red signal time displayed on the traffic signals operating on the road and where there is traffic queuing that is longer than normal for the time of day and incidents that do, or will within a short space of time cause inconvenience to road users.

Severe disruption is classified as where there is traffic congestion that is unusual for the time of day at the location or in an area, and traffic has been stopped for more than 5 minutes and where there is traffic queuing that is longer than normal for the time of day, more than for Serious disruption and also incidents that do, or will within a short space of time, cause significant inconvenience to road users

The table below show the causes of Severe and Serious disruption across London as recorded by the LTIS system for two 2009 and 2010

All Serious and Severe Roadworks Disruption (Hours) Planned and Unplanned						
2009/10			2010/11			% Difference in disruption due to road works
Road works	All causes	% disruption due to road works	Road works	All causes	% disruption due to road works	
995	2344	42.4%	673	2177	-30.9%	-32.4%

The LTIS data shows that there was a reduction of 32% from 995 hours in 2009/10 to 673 hours in 2010/11 in the number of hours attributable to road works. This is a significant reduction and coincides with the introduction of permitting across a substantial percentage of London's streets.

TfL has been particularly successful at increasing collaborative working with the number of days of disruption saved more than doubling under permitting.

Some examples of collaborative works are set out below:

A4 Knightsbridge

Between 17 November and 23 December various works were coordinated to take place simultaneously on the A4 Knightsbridge south of Hyde Park. Work to repair a sewer connection required closure of one eastbound lane from the Mandarin Hotel to the junction with Wilton Place. TfL permitting team arranged with National Grid to bring forward major gas mains replacement work in order to share the lane closure and minimise disruption to the area. WC&P also coordinated various smaller scale works to be done at the same time: TfL lighting scheme works, repairs to two water mains, work to reset a manhole cover, a camera post installation, and cabling and drainage works. Over the same period, four utilities also shared a lane closure in the



westbound carriageway. Overall, over 60 days of disruption to the area were saved by having all these works done together.

A10 Bishopsgate

TfL took advantage of a series of weekend closures of northbound Bishopsgate, which are required for works for the Pinnacle development, to coordinate multiple additional activities to be done at the same time. On the weekend of the 6/7 November 2010 three utilities carried out work at 6 sites within the closure, together with window cleaning works using mobile apparatus. Between 20 November and Christmas various works promoters including National Grid, Abovenet, Verizon, Thames Water, and EDF will be working within the weekend closures, and TfL Roads will be undertaking highway maintenance activities. Overall, over 78 days of disruption to the area were saved by having all these works done together.

Wandsworth

In general routes in an out of Wandsworth are heavily reliant on our neighbouring authorities (and vice versa), on the five Thames crossing points, and on the central Wandsworth gyratory system. The remainder of borough roads are less strategic, but are severely impacted should anything cause congestion on the primary networks

The scheme has been beneficial in that proposed works can be closely examined before the permit granted, ensuring best possible timings of works are agreed and providing the opportunity to ensure additional information is provided when required.

In general terms there has been a definite improvement in works planning and communication, as well as in the levels of information being provided.

Data collection has been a problem. Non of the SWR software suppliers have suitably addressed this issue and so even on KPIs and OMs where figures are provided, there is no certainty that this data is completely accurate, or if it was collected in a similar way to another software supplier.

Westminster

The Permit Scheme has substantially improved our ability to meet our Network Management Duty. The cost-recovery mechanism allows us to fully assess and coordinate all jobs, where the impact on the public purse meant this was simply not possible before. There are numerous examples available of works on the network, particularly in the West End being coordinated to a far more detailed degree than would have been possible before the start of the scheme. Minor works that would have caused significant traffic disruption previously if carried out while nearby works were taking place can be postponed or brought forward as necessary.

We have seen numerous other benefits as the Scheme has bedded in, including but not limited to: increased opportunities for coordination of works, greater mutual understanding of processes and drivers, better day-to-day communication, greater visibility of work programs, greater parity between all work promoters.



Other Local Authorities thinking of starting a Permit Scheme should not underestimate the input required to realise the full benefits of the scheme with desk top and on-site assessments being required on many occasions.

Collecting the data has presented a challenge with EToN just not being in a position to collect certain data (KPI5, OM6.) Just as difficult has been keeping the data consistent across software houses. Any small difference in the way data is recorded can make comparisons across Boroughs very difficult. The City Council is of the view that this underlines the need for the EDG to agree standard procedures for the production of this data.



10 Looking Forward

Following the success of the London Permit Scheme, a number of additional London authorities have now agreed to sign up to introduce a permitting scheme. Southwark, Greenwich, Richmond, Waltham Forest, Lambeth, Newham and Harrow have recently written to the Department for Transport (DfT) for permission to introduce the scheme, with a decision expected shortly.

This would take the total number of London authorities operating permitting schemes across London to 25, which, together with TfL's network, would cover 10,773 kilometres, or 76 per cent of all roads in the Capital.

Two more authorities have completed their consultation, Hillingdon and Barking & Dagenham. They will be submitting their applications to DfT implement the London Permit scheme at the end of April 2011.

One of the big successes of the LoPS first year has been the significant increase in number of days of disruption saved through collaborative working. This is an area which the members are seeking to further improve and it has been agreed that guidance and support will be given to assist members in bringing about this improvement. This work has already started and draft guidance is being produced to ensure that the data on collaborative works is collated in a consistent manner.

Another priority will be to increase consistency across all members. There are often valid reasons why there are differences between authorities, every network has different characteristics, but there are areas where differing processes can be aligned. The benefits of this would be to reduce the number of small differences between schemes that works promoters are currently asked to comply with, therefore reducing the administrative burden on all sides.

There has been agreement by the LoPS Operational Committee to seek, where possible, to further standardise the cross-authority working practices in the areas of;

- Early start processes
- Agreement of works durations
- Refusal processes
- Cat A inspections
- Collaborative works

One of the main areas that all the LoPS members are extremely keen to move forward on is the introduction of standard KPIs and reporting measures across all different software systems. This will allow both permit authorities and promoters to actively monitor their own performance and assist in improving performance across London.

The group is keen to share its experiences on a national platform and will work with the National Permit Forum and the National KPI working group to ensure adequate and appropriate KPI and other reporting measures are agreed and implemented. Additionally it is intended that the LoPS members will use this forum as a conduit for



agreeing a standard process and format for undertaking permit condition checks through its membership as this is considered to be a vital part of the future of permitting schemes across the Country.



11 Glossary

EToN system – The Electronic Transfer of Notices, the nationally agreed format for the transmission of notice information.

EToN developers – representatives of the main software developers involved in street works and particularly in relation to the EToN system

KPI – Key Performance Indicator as developed by the DfT and set out in the Permit Code of Practice

LoPS – London Permit Scheme for Road Works and Street Works

NMD – Network Management Duty, a legal obligation created by the Traffic Management Act 2004 for highway authorities to secure the expeditious movement of traffic

OM – Objective Measure

PAN – Permit Advice Note

PIN – Permit Information Note

TfL – Transport for London

TMA – Traffic Management Act 2004

Sample A – An inspection undertaken during the progress of the works as defined in Section 2.3.1 of The Code of Practice for Inspections 2002

Appendix 1

KPI 1 – Data

The number of permit and permit variation applications received, the number granted and the number refused.

Borough	Applications Received			Granted			Refused		
	Authority	Utilities	Total	Authority	Utilities	Total	Authority	Utilities	Total
Barnet	3759	15977	19736	2915	13220	16108	297	1184	1481
Brent	2337	10968	13305	2244	10293	12537	7	144	151
Bromley	13775	16214	29989	13728	15765	29493	47	452	499
Camden	5298	12610	17908	4962	10967	15929	110	739	849
City of London	2667	4101	6768	2601	3850	6251	66	263	329
Croydon	2192	18624	20816	1728	16415	18143	155	1732	1887
Ealing	16202	16827	33029	14778	14066	28844	1240	2509	3749
Enfield	8722	15456	24178	7793	12180	19973	601	2249	2850
Hackney	5812	9187	14999	5534	7675	13209	175	1354	1529
H & F	8213	17545	25758	3940	11353	15293	150	3337	3487
Haringey	6805	14700	21505	6152	9331	15478	164	3601	3765
Hounslow	2785	11382	14167	2567	8067	10634	45	238	283
Islington	1064	10137	11201	899	7968	8861	40	1410	1450
Lewisham	8069	15469	23538	6600	9862	16462	423	2198	2621
Redbridge	5385	15538	20923	3837	9885	13722	362	3307	3669
K & C	2288	12020	14308	1969	8413	10382	264	3149	3413
TfL	43173	25928	69101	33873	14870	48743	2956	5238	8194
Wandsworth	567	15280	15847	448	13366	13814	11	1153	1164
Westminster	8095	18915	27010	5762	14199	19961	280	2459	2739
Grand Total	147208	276878	424086	122330	211745	333837	7393	36716	44109

Permit Authority Comments on Data:

Barnet: KPI 1 has shown an increase, post LoPS, of PA Notices/Permit applications by 206% and an increase Utility works by 7.5%. Of Permit applications received, Barnet refused 7.95% of PA applications and 7.4% of Utility applications.

Brent: Extracting this data at the beginning of the project proved difficult with the system providing different data for different operatives. However, with the introduction of the Crystal report we believe that the data now provided is accurate.



Bromley: In total there were 29,989 permit applications received, of which 1.6% were refused. Breaking this down further, 2.78% of utility applications were refused compared to 0.34% of permit authority applications. The London Borough of Bromley works closely with both the utilities and their own works promoters to resolve any discrepancies that arise, generally mitigating the necessity to refuse permits. The permit is only refused as a last course of action if a response can not be obtained from the applicant. Regular meetings are held between our highway maintenance section and utilities so that major works can be coordinated effectively prior to the start of the application process. The London Borough of Bromley applies parity between the utilities and their own works promoters when assessing permits and this is clearly reflected in the statistics.

Camden: For the first 6 months running the scheme the contractors were unable to see rejected permits and associated comments. Their percentage of refused applications was therefore low, as we were unable to refuse these. However where issues did arise with permit applications these were expressed verbally to the contractors or Engineer. In August 2010 the process was changed and applications were refused where applicable. The successive decrease in the refusal of authority permits after November 2010 is mainly due to engineers and contractors speaking with the Network Coordinators before issuing permit applications, reducing the potential for refusal. There was an increase in permit refusals in late 2010 into 2011 as a result of a particular project which commenced, and a number of planning irregularities were apparent. These have since been eradicated.

Croydon: Due to change of ETON software and archiving of data Permit Authority's own works data is not available prior to 27/07/2010. Permit Authority's figures do not include works not involving excavation in non traffic sensitive streets or carried out in traffic sensitive streets outside traffic sensitive times e.g. pothole repairs.

Ealing: Applications received total includes variations, deemed, granted and refused permits and excludes TfL roads.

Refusal rates as a percentage of works for PA are lower due to majority of the Council works being immediate registerable category.

In latter half of 2010 our contractor was experiencing problems with sending permit applications due to software problems. This problem has now been resolved.

Applications for own works were high as our contractor was mistakenly advising all works and not those under registerable criteria. They have now corrected this and are just permitting for registerable works.



Enfield: Looking at our data it is evidential that LBE figures show a difference between the numbers of granted permits for our own works and works undertaken by utilities. This figure must be taken into context of LBE's internal communications and planning of its own schemes. When a permit application from our own contractor has been submitted it has generally been coordinated in advance of a permit being issued.

Again with regards to the permits being refused the figures also show favour to our own works. This is largely due to up front conditions being applied in the first instance as well as previously mentioned coordination.

These figures also show a significant difference between the applications received between LBE and the Utility companies. Again, highway works by nature are undertaken in one phase along a single street such as pothole repairs or paving repairs, whereas a utility works is generally at isolated locations in a single street.

Hackney: KPI1 is partly a system report. We have excluded TLRN permits. Applications Received include Permit Applications, Permit Variations and also deemed permits. Granted Permits does not include deemed permits.

We record all Internal works of other departments including minor patching works, highways maintenance, major projects, street lighting, parking, CCTV, traffic & transportation works.

We have refused more SU works because we trained our internal colleagues in other service areas for about 18 months before the implementation of LoPS, and therefore the details of their internal permit applications were comparatively better.

The impression we got from some of the SU permitting administrators was that they did not train their permitting staff in advance of the introduction of permitting.

Hammersmith & Fulham: Until the end of March 2010 our contractors were submitting minor works notifications for all highway safety defects. However on reviewing our policy, it was determined that these in fact were covered by emergency works in Section 52 of the NRSWA, as they were to put an end to imminent circumstances which are likely to cause danger to persons or property. We changed our processes and our contractors commenced submitting immediate applications. Following this new process the permit is raised on site for immediate works to repair safety defects and as the majority of the works are of a minor nature, they are, in most circumstances, closed down before the permit can be assessed. Any works not classified as emergency or urgent are raised as minor, standard or major. This change of process is reflected in the number of granted and refused HA applications reducing significantly.



We do refuse more SU applications than that of our HA works. In most circumstances SUs applications are refused due to lack of response to a request for further information, however as the majority of our own Permits are submitted by a team that sits within the same office as the Permit Team discussions regarding works are frequent and lack of response is not an issue.

Haringey: The volume of highway authority works is low due to severe budget restrictions.

Disparity between the numbers of permits being refused for utility and highway authority works. This is due to the following factors:

The officers submitting permit applications for highway authority works have been trained by the staff operating the scheme in Haringey.

The officers submitting permit applications for highway authority works are based in the same office as those granting permits giving the opportunity for applications to be discussed and agreed prior to being submitted.

Hounslow: The number of PA applications is low due to the budget constraints being imposed on the Highways Department thus reducing the amount of notifiable works being undertaken. Works of a larger scale have since been reduced and more focus has been placed on reactive maintenance works. Jobs that are small in nature, i.e. making pot holes safe, are generally not notified.

SU are afforded the opportunity to amend any issues of non compliance within the permit validity period, and will only be refused if the permit has not been amended. There is also a small issue with SU's resubmitting refused permits with the same shortcoming as the originals thus being refused for a second time.

The main cause for a permit to be refused is either the model conditions attached are insufficient or no model conditions are attached at all. The secondary cause is poor traffic management considerations or not submitting traffic management plans in a timely fashion.

Members of staff raising permit applications for LB Hounslow are located in the same office area as the Permit Officers. This allows greater communication and close coordination in advance of a permit being raised and thus resulting in a lower refusal rate.

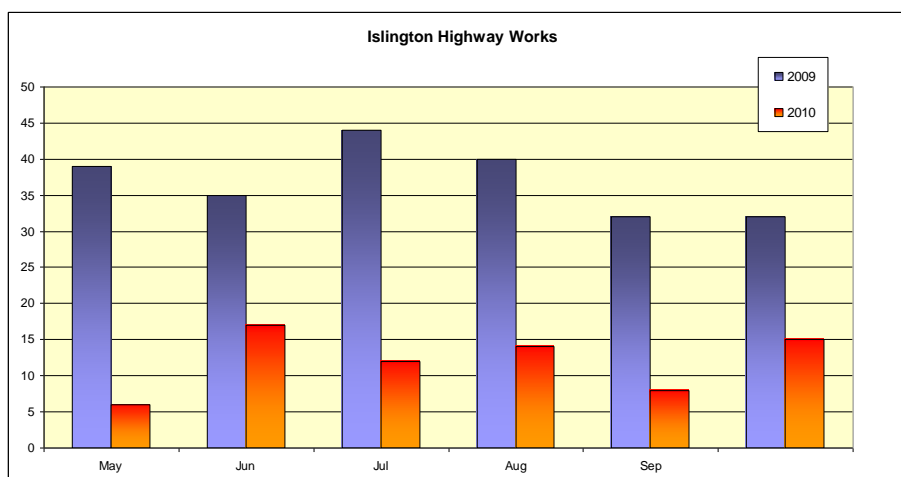
All types of internal works, where registerable are permitted, this includes not only highways maintenance works but also street lighting, major projects, tree pruning, drainage schemes and implementation of traffic schemes.

Islington: The budget constraints in Islington have resulted in a dramatic reduction in highway works. The capital budget has been more than halved and a new political administration has added an extra layer of scrutiny to all works.



The impact of both reducing the amount of works and delaying starting dates is illustrated in Figure 1. This shows the reduction in works this year compared with 2009/10

Figure 1



Authority permits are issued by officers with close local knowledge, in turn reducing the number of permits that would be refused.

There are various reasons why permits are refused and this should not be seen as a negative action for the utility. If Utility permits were granted prior to them making a variation the permit charge would include a permit application charge as well as a variation charge. When refused and reissued only the permit application charge is applied.

If a street or estate is not listed on the NSG the works are registered to the nearest possible street, this has an impact on the number of permits received/issued although not necessarily incurring a cost.

We have also encountered problems with utilities continually reissuing the same permit without providing requested information; therefore adding to the number of refused permits issued that could be avoided.

Lewisham: The London Borough of Lewisham data shows a slightly higher proportion of refused permits for utility works than authority promoted works; 6% authority, 14% utility. The main reasons for this will be pre planned coordination and the extensive local knowledge applied on our own works. Plus, some authorities when asked to add conditions to a permit application seem to prefer to wait for the permit to be refused then submit a new application with the correct information. This obviously increases the refusal rate.

Royal Borough of Kensington & Chelsea: RBKC invest heavily in their capital works programme each year, more than most Council's, and this has a direct link to the number of minor/urgent works required on our network. It is widely known that RBKC have some of the best maintained roads in London, if not the



country, because of our level of investment and therefore the number of day to day maintenance issues that other Councils are faced with is not as common in the Royal Borough.

In addition the Royal Borough also do not carry out many minor scheme works as we tend to concentrate on one or two large scale environmental improvement schemes each year like Exhibition Road and Hans Crescent instead. This coupled together with the fact that the Council is one of the smallest authorities in the country all lead to justified reasons why our figures may appear on the face of it to be low compared to others.

The borough's Traffic Manager has constantly monitored the level of our own works and has discussed the subject with the Councils contractors on a regular basis where some issues have been highlighted and addressed.

Refusals of Permits

On average the number of permit applications that have been refused for Permit Authority works is 19% compared to 27% for utilities for works within Kensington and Chelsea.

The most common reason for refusals on applications for utility works during the first 4 months of the permit scheme was the fact that no conditions were being added to the initial permit application at all. This was also a problem for our own Permit Authority works initially but through close working, regular on the job training and progress meetings we were able to help our contractors gain a better understanding of the applications process and improve on the quality of applications being received.

The level of refusals of utility applications now tends to be related to the fact that the conditions being added to the permit applications are inadequate or are not appropriate, although some are still being sent without any conditions added at all. Whilst this is also sometimes the case for our own works it is not at the level for utility applications. Once again constant on the job training and regular progress meetings have helped to drive the correct behaviour. Other common reasons for refusals include:

- Insufficient information – location description and works description inadequate
- Conflicting or incorrect information
- No reference for early start//extension agreement
- No TM plans submitted
- Duplicate permits submitted

Refusals have also been issued where there are coordination issues and clashes of work where joint working is not possible. It is recognised that the number of refusals for this instance is likely to be higher for utility works than our own works but this can be justified by the fact that a lot of coordination work



is carried out prior to the issuing of the permit applications. We hold regular internal coordination meetings to discuss works programmes and how they fit in with planned/ongoing utility works and other activities that happen on the highway. In addition to this the permit team sit within the same office as most of our internal works promoters and they are able to offer day to day advice face to face, again prior to the formal application process.

The refusal rate for both utility and highway authority works demonstrate that the Royal Borough is applying parity to both sets of works promoters by applying robust assessment criteria for each permit application received.

Redbridge: The number of permit and permit variation applications received between January and September 2010 are very low compared to the figures for October to December 2010 due to lack of agreement as to the type of permit application for 'Reactive Works' between us (Street works and Engineering Section) on one hand and our Work Promoters / Contractor on the other hand. This meant that Reactive Works were not permitted until October 2010. In addition, there were training, software and contract revision agreements not reached between work promoters and contractors until October 2010.

SU higher refusal rate- SU have a higher number of immediate permit applications compared to HA and in actual fact when site is visited, we normally find that there are no activities on site hence we refuse the permit applications.

Transport for London: TfL's data shows a high percentage of refused permit applications. The foremost reason for this is the way in which the software used by TfL deals with permit applications by permit promoters that are modified before TfL has had an opportunity to make a decision on those applications. The system records the status of the previous version of the application as "deemed" even though no decision is required. TfL are therefore having to refuse these earlier applications to prevent them from being recorded as deemed and leading to potential confusion as to the correct status.

It can be seen that TfL refused a greater percentage of utilities applications as compared to their internal promoter applications; this is attributable to a number of reasons:

- TfL's permitting trial in 2009/10 with its internal promoters
- Closer liaison with internal promoters allowing potential issues for refusal to be identified and amended prior to submission
- Slightly greater numbers of immediate works for internal promoters

TfL's own promoters have been operating under a permit scheme since 2009 when they agreed to undertake permitting on a voluntary basis. This has greatly assisted them in understanding the permitting requirements and the conditions they need to include on their permit applications thereby reducing the potential for refusals.



Wandsworth: All planned schemes are permitted. Many reactive repairs are not permitted currently since Wandsworth considers that most pothole and 'urgent' responses are not 'excavating' or do not fall under the additional definitions of 'registerable'. Wandsworth is working to develop the processes to ensure those reactive works that might be registerable (i.e. working in the c/w of a traffic sensitive street at a TS time, or where TM is required) are properly scheduled and permitted.

Westminster: These figures are lifted directly from the KPI1 report in our Confirm System. Westminster shares a floor with the service provider who raises the majority of the City Council's Permit Applications. This affords the opportunity to verbally discuss applications without recourse to refusal and means that we can keep them closely informed of works that may clash with theirs.



KPI 2 – The number of Conditions applied by condition type

Authority	Promoter	Permit Conditions Type												
		1	2	3	4	5	6	7	8	9	10	11	12	13
Barnet	HA	-	-	-	-	-	-	-	-	-	-	-	-	-
	SU	-	-	-	-	-	-	-	-	-	-	-	-	-
Brent	HA	2348	1961	2348	2348	0	0	0	5	1942	0	0	0	0
	SU	9541	9541	9541	9541	0	0	63	697	8892	0	0	0	0
Bromley	HA	64	78	15	5	1	1	42	43	7	2	1	0	0
	SU	9941	3968	2630	1384	295	2657	41	146	688	6044	4903	4	6585
Camden	HA	-	-	-	-	-	-	-	-	-	-	-	-	-
	SU	-	-	-	-	-	-	-	-	-	-	-	-	-
City of London	HA	-	-	-	-	-	-	-	-	-	-	-	-	-
	SU	-	-	-	-	-	-	-	-	-	-	-	-	-
Croydon	HA	-	-	-	-	-	-	-	-	-	-	-	-	-
	SU	-	-	-	-	-	-	-	-	-	-	-	-	-
Ealing	HA	-	-	-	-	-	-	-	-	-	-	-	-	-
	SU	-	-	-	-	-	-	-	-	-	-	-	-	-
Enfield	HA	-	-	-	-	-	-	-	-	-	-	-	-	-
	SU	-	-	-	-	-	-	-	-	-	-	-	-	-
Hackney	HA	3597	3803	504	13	34	42	112	18	36	18	9	9	1146
	SU	5334	2018	1925	868	1152	2703	81	80	213	2002	620	194	4899
H& F	HA	1764	1566	109	549	574	1417	198	38	1410	500	270	456	1180
	SU	6004	3365	1376	669	1301	4271	134	119	922	2576	1290	253	5494
Haringey	HA	5796	139	60	43	822	5033	46	381	51	2194	70	21	4903
	SU	8653	5267	2508	1454	1342	7433	117	90	163	2972	1002	278	6994
Hounslow	HA	248	125	1	167	168	122	1	1	0	0	0	2	3
	SU	5764	3581	2051	971	1362	3531	57	181	471	3083	1033	136	4815
Islington	HA	-	-	-	-	-	-	-	-	-	-	-	-	-
	SU	-	-	-	-	-	-	-	-	-	-	-	-	-
Lewisham	HA	-	-	-	-	-	-	-	-	-	-	-	-	-
	SU	5331	4325	3915	2792	1378	2276	1281	1299	1489	4631	2883	1290	4138
Redbridge	HA	3789	3753	1163	3122	3184	3056	111	313	3208	279	86	301	3766
	SU	7735	6048	1935	1960	2232	4242	61	95	1950	2056	829	313	7477
K & C	HA	-	-	-	-	-	-	-	-	-	-	-	-	-
	SU	-	-	-	-	-	-	-	-	-	-	-	-	-
TfL	HA	-	-	-	-	-	-	-	-	-	-	-	-	-
	SU	-	-	-	-	-	-	-	-	-	-	-	-	-
Wandsworth	HA	-	-	-	-	-	-	-	-	-	-	-	-	-
	SU	-	-	-	-	-	-	-	-	-	-	-	-	-
Westminster	HA	4013	187	40	9	18	359	173	39	179	126	3670	0	683
	SU	6872	3644	2728	786	1667	3791	235	133	475	3332	1757	528	7249



Condition Types

For reference the Permit Condition Type numbers are listed below:

- 1 - Date Constraints
- 2 – Time Constraints
- 3 – Out of Hours Working
- 4 – Material and Plant Storage
- 5 – Road Occupation Dimension
- 6 - Traffic Space Dimension
- 7 – Road Closure
- 8 – Light Signals
- 9 - Traffic Management Changes
- 10 - Work Methodology
- 11- Consultation and Publicity
- 12 – Environmental
- 13 - Local

Permit Authority Comments on Data:

Brent: Obtaining this information from the Symology software is problematic. Brent automatically applies conditions 1-4. However, there are some conditions that the system cannot produce.

Bromley: There is a discrepancy with the data for KPI2. When the LoPS initiated last year there were standard conditions set out which applied to all notices, these being MC1, MC2, MC3, MC4 and MC4a. As these were standard conditions utilities did not include them on their permits as they believed it was not necessary and would save them time not having to include them. The report for KPI2 is system generated and does not add the conditions stated above unless they have been included on the permit, so in reality all permits that have been issued include these but the data does not reflect this. Also, the system can only pull out the types of conditions and not the model conditions that are in the LoPS. The London Borough of Bromley's minor works contractor use the Confirm system as well and creates permits via the job screen within Confirm, which does not allow for conditions to be applied. This is why the figures are low for permit authority works.

Camden: The Symology system does not facilitate the extraction of this data for reporting purposes.

Ealing: We have run the report on conditions and use many different parameters unfortunately we are not happy with the result. In running the report it has highlighted that there is bug in the internal noticing IT system of which we are now aware. We also discovered that we were not running on the latest version and data was therefore corrupted. We now await our ICT department to update the software.



We therefore have decided not to submit data until the bugs are removed from the system.

Enfield: Although Enfield has no specific IT reporting mechanism within our Exor software to breakdown each category, a brief observation can be made from our working methods.

All agreed standard conditions are attached to each permit such as MC1 (Display Permit Number), MC4 (Work within dates and times of permit), MC9a (Ramps edged in yellow) and MC9b (Minimum footway available at all times). This has ensured that works are easily identified by a permit number being displayed. A further positive culture change has occurred around MC9a with regards to our own works as ramps edge in yellow are the norm and not the exception. On our Strategic Road Network where temporary portable traffic signals are required we place a condition on major permits to manually control the signals at peak times. (MC11).

This has seen a major improvement with bus journey times on key roads such as the A1010 which runs from Bruce Grove (Haringey) through Enfield up to the junction of the A10 which leads on to the M25. London Buses have acknowledged this is the case and request that we continue to implement it.

Hackney: This is a system report. For some of the PA and SU works conditions were sent as works comments, which are not included in the report. SU give more data when attaching permit conditions.

Hammersmith and Fulham: Although we are able to produce this data from Confirm, we focus on ensuring the condition text stipulates the conditions, rather than ensuring the DfT conditions are selected. Therefore the data produced for Hammersmith and Fulham may not accurately represent the actual number of conditions attached.

Haringey: This data is as produced by our Street works software and this can only indicate which condition types have been applied and not the individual model conditions. Any further detail would be inaccurate as it would be reliant upon searching the conditions text field on individual applications and each utility and operational district thereof use slightly different phrasing to indicate the same model condition.

Hounslow: This information has been produced using a bespoke report created by our Confirm Administrator and is based on information from the Condition check boxes. LB Hounslow has placed more emphasis on SU and PA permits to have all relevant model conditions in the conditions text.

Lewisham: The data for permit conditions on authority works are not available. Although submitted by our contractor our own software is unable to count them at present.

Redbridge: The conditions are low for LBR works as we were not receiving permits for Reactive Works (Immediate) until October 2010.



Westminster: These figures are lifted directly from the KPI2 report in our Confirm System. We have not placed any emphasis on Works Promoters ticking the Condition check boxes; rather we have placed great weight on all relevant model conditions being attached in the condition text.



KPI 4 - The number of occurrences of reducing the application period.

	2010	
	Authority	Utility
Barnet	141	540
Brent	151	115
Bromley	555	690
Camden	328	454
City of London	34	253
Croydon	20	198
Ealing	40	304
Enfield	3298	663
Hackney	206	151
Hammersmith & Fulham	242	441
Haringey	285	792
Hounslow	121	273
Islington	116	311
Lewisham	405	1333
Redbridge	244	475
Kensington & Chelsea	160	299
Transport for London	129	66
Wandsworth	41	125
Westminster	1329	2393
Grand Total	7845	9876

Permit Authority Comments on Data

Brent: The system is unable to produce data for this KPI. Therefore, London Borough of Brent keeps written records.

Bromley: The London Borough of Bromley will grant early starts providing that there are no conflicting works. In some instances, providing an early start can be of benefit to all parties involved and can ensure that works is carried out expediently.

Camden: A spreadsheet is kept of all early start requests which are granted to PA teams and SUs. Whilst this spreadsheet details the number of early starts issued, it does not detail the number requested or refused, nor does it detail whether the works actually ever commenced on site. Also, it may be in some months that an SU simply requests more, and therefore more are granted, and in another month it may be that the PA requests more, and again more are granted. All requests are assessed on their merits, and where they are determined to have no significant adverse affect on street, they will be generally agreed.



City of London: These are granted on a case by case basis. Records were not maintained in 2009.

Croydon: Due to change of ETON software and archiving of data Permit Authority's own works data is not available prior to 27/07/2010. Currently there is no report within the ETON software for extracting this information by activity type.

Ealing: We work closely with the utility companies and our contractor and where possible we will always consider reducing the application period.

As the majority of our own works are immediate we would expect a higher early start agreement to be with the statutory undertakers who make more planned work applications.

Enfield: This KPI indicates that a disproportionate number of LBE permits are given early starts compared to utility works. Due to the mechanism under which LoPS and the Councils highway maintenance duties differ, the full use of the Permit tools need to be implemented. This is not just a case of letting our works start at the expense of utility works but a practical way of ensuring highway repairs are carried out in a coordinated manner which ensures that the council are fulfilling their duties under the Highway Act 1980.

Hackney: This is not a system report and the data was collated from manual records. Requests for early starts increase during March (end of financial year) and also during summer holidays, when schools are closed.

Hammersmith and Fulham: Although this data can be extracted from Confirm, we keep a record of all early starts requested outside of ETON to ensure we can show parity. All early start requests are treated on merit.

Haringey: Application periods are reduced when they are requested by works promoters and are granted only when there are no conflicting activities or other occurrences.

Hounslow: Due to the version of Confirm LB Hounslow are using, this information cannot be filtered by work type and has been obtained using a bespoke report created by our Confirm Administrator. Due to this limitation only a total figure can be provided at present. A software upgrade to the latest version of Confirm is expected in early May 2011.

Early starts are only agreed through close consultation between the Works Promoter, Permit Officer and the Highways NRSWA Inspector; ensuring that no conflicting activities are taking place. Early starts are also granted where it is deemed to be beneficial to the network and when disruption and inconvenience to the general public can be greatly reduced.



Islington: All early starts are considered as per individual request and never refused without good reason. The data provided relates solely to early starts that have been granted as an agreement reference is given to the works promoter. Data is not available regarding the number of early starts that are actually requested and/or refused.

Lewisham: Early start notices are assessed on an individual basis and only refused if the highway is already occupied. Authority data is not available prior to January 2010.

Royal Borough of Kensington & Chelsea: The numbers of agreed early starts for highway authority works are slightly more than those agreed for utility works. This is mainly because that the Council have to cancel planned major footway/carrageway schemes at short notice after learning that utility works are being proposed along the same stretch of road or in the same area and then either reschedule them to follow the works or find alternative schemes to carry out. Over the last 12months the Royal Borough have had to reschedule a number of major works on roads that run parallel to the road on which the utility is looking to carry out work in order to maintain an efficient road network. This was particularly evident along the central zone of the borough where ongoing gas works along the A4 were a particular problem.

Redbridge: Due to high refusal and in the subsequent variation applications, Promoters gave justification for wanting to start at the originally scheduled date hence early start. The number of permit and permit variation applications received between January and September 2010 are very low compared to the figures for October to December 2010 due to lack of agreement as to the type of permit application for 'Reactive Works' between us (Street works and Engineering Section) on one hand and our Work Promoters / Contractor on the other hand. This meant that Reactive Works were not permitted until October 2010. In addition, there were training, software and contract revision agreements not reached between work promoters and contractors until October 2010.

Transport for London: As stated in section 6.4 there is no agreed method of recording early start agreements. The figures provided are taken from the early starts which were recorded by officers and it is not considered that these reflect real volumes of early starts which are considered to be much higher. Moving forward TfL are developing better reporting measures for this data.

Wandsworth: Wandsworth are quite happy to agree "early starts" to assist Utilities when required. However should it seem that this request is being used to cover up poor works management then the utility is advised of this.

Westminster: These figures are lifted directly from the KPI4 report in our Confirm System. Westminster has a high percentage of early starts compared to the LoPS average, however in all cases these early starts are of a benefit to the network and numbers are roughly consistent between internal and external



works. The internal works percentage is pushed up by the 'Neat Streets' project which involves a high volume of very minor works to improve the cosmetic appearance of the Street Scene.



OM1 and OM 2

The following two tables show journey times (OM 1) and journey time variability (OM 2) for all HAs in London. The LOPS HAs are shaded purple for ease of reference.

Year on year change in journey times (mins/km) by highway authority

Highway Authority	Average Journey Time (mins per km) April to August		% Change
	2009	2010	
Barking & Dagenham	2.63	2.57	-2%
Barnet	2.64	2.72	3%
Bexley	2.04	2.04	0%
Brent	3.03	2.89	-4%
Bromley	2.12	2.13	0%
Camden	4.09	4.04	-1%
City of London	5.36	5.24	-2%
Croydon	2.46	2.46	0%
Ealing	3.18	3.07	-3%
Enfield	2.42	2.55	5%
Greenwich	2.42	2.41	0%
Hackney	3.75	3.61	-4%
Hammersmith & Fulham	3.76	3.70	-2%
Haringey	3.02	2.99	-1%
Harrow	2.30	2.30	0%
Havering	2.18	2.14	-2%
Hillingdon	2.03	2.16	7%
Hounslow	2.87	2.86	0%
Islington	3.72	3.72	0%
Kensington & Chelsea	4.25	4.29	1%
Kingston upon Thames	2.56	2.70	5%
Lambeth	3.19	3.15	-1%
Lewisham	2.91	2.86	-2%
Merton	3.00	3.00	0%
Newham	3.04	3.03	-1%
Redbridge	2.72	2.72	0%
Richmond upon Thames	2.65	2.65	0%
Southwark	3.22	3.15	-2%
Sutton	2.40	2.53	5%
Tower Hamlets	3.46	3.46	0%
Transport for London	1.95	1.98	1%
Waltham Forest	2.83	2.75	-3%
Wandsworth	3.29	3.51	7%
Westminster	4.34	4.33	0%



Year on year change in journey times (mins/km) by highway authority

Highway Authority	Estimated Standard Deviation (mins) for a 30 Min Journey April to August		% Change
	2009	2010	
Barnet	2.05	2.29	12%
Bexley	1.37	1.36	-1%
Brent	2.33	1.95	-16%
Bromley	1.53	1.55	2%
Camden	4.07	3.91	-4%
City of London	5.88	5.44	-8%
Croydon	1.86	1.85	-1%
Ealing	3.09	2.78	-10%
Enfield	1.89	2.25	19%
Greenwich	1.76	1.75	-1%
Hackney	3.58	3.14	-12%
Hammersmith & Fulham	4.17	3.96	-5%
Haringey	2.72	2.61	-4%
Harrow	1.58	1.60	1%
Havering	1.53	1.41	-8%
Hillingdon	1.12	1.46	31%
Hounslow	2.42	2.40	-1%
Islington	3.62	3.62	0%
Kensington & Chelsea	3.70	3.81	3%
Kingston upon Thames	1.98	2.38	20%
Lambeth	2.81	2.69	-4%
Lewisham	2.62	2.49	-5%
Merton	2.99	2.99	0%
Newham	2.65	2.60	-2%
Redbridge	2.34	2.33	0%
Richmond upon Thames	2.31	2.30	0%
Southwark	2.78	2.59	-7%
Sutton	1.88	2.21	18%
Tower Hamlets	2.84	2.85	0%
Transport for London	1.34	1.41	5%
Waltham Forest	2.52	2.27	-10%
Wandsworth	3.07	3.77	23%
Westminster	3.82	3.79	-1%



OM3 - Number of days of Section 74 overruns

OM 3 - Number of works over-running		
Authority	Works over-running	
	2009	2010
Barnet	68	87
Brent	59	38
Bromley	55	35
Camden	346	267
City of London	0	1
Croydon	143	110
Ealing	32	68
Enfield	257	259
Hackney	94	108
Hammersmith & Fulham	262	269
Haringey	466	486
Hounslow	74	90
Islington	316	319
Lewisham	62	72
Redbridge	149	226
Royal Borough of Kensington & Chelsea	363	261
Transport for London	248	391
Wandsworth	55	130
Westminster	102	294
Grand Total	3151	3510

Permit Authority Comments on Data:

Barnet: The Monitoring of Sec 74 has shown a reduction in figures post LoPS. We believe the use of the Duration Variation Application permit and increased understanding of the 20% or 2day application period has helped to focus and improve communication between the PA and utility companies and their sub contractors.

Bromley: The London Borough of Bromley did not start the permit scheme until 1st April 2010 and therefore 'not applicable' has been applied to the months prior to the start (January – March). Since the start of the permit scheme the amount of section 74 overruns does appear to have decreased considerably.

Camden: Camden has a resilient inspection regime and our approach has not changed since the introduction of the LoPS. There have been some reductions in section 74 overruns. These have been as a result of a number of factors, primarily related to communication between SU's and Camden. In addition, the provision of realistic work proposals and dates on permit applications has contributed to the reduction in works overrunning the end dates.



City of London: Figures are low because of excellent utility working relationships enhanced by both the Considerate Contractor Scheme in place and good, high quality works.

Croydon: Figures show the number of individual occurrences of overrunning works not the total number of days works overran. Overrun % figure is calculated by dividing the number of overrun occurrences by the number of permits granted. This does not allow for granted permits that are subsequently cancelled.

Ealing: Under the Permit Scheme we have a much more rigorous method of checking sites which has resulted in an increase of Section 74 overruns.

We are in discussions with utilities to reduce the prolonged occupation of the highway.

Enfield: LBE figures suggest that there is around a 2% of overrunning works. This figure is slightly higher than the pre permit figure of 1.7. However, in reality the use of permits as opposed to noticing would have little effect on utility compliance with duration estimates.

Hackney: We are finding more over runs post -LoPS, as we have more inspectors monitoring the sites regularly. We are also finding that, there were more overruns during the holiday period (August) and this could be because the SU may not have as many gangs available.

Haringey: Haringey employs a rigorous inspection regime to ensure compliance with section 74 regulations. All works are inspected for compliance as soon as practicable after the expiry of the reasonable period and any infringements penalized. Variability in monthly figures is a direct reflection of utility performance in this area.

Hounslow: Section 74 data has generally been consistent pre and post LoPS. This is mainly due to the fact that LB Hounslow has a dedicated Section 74 Highways Inspector. Good communication with Works Promoters has resulted in a forthcoming attitude where variations are applied for in a timely fashion.

Islington: The introduction of LoPS has had no bearing on Islington's Section 74 overrun inspection procedure.

Royal Borough of Kensington & Chelsea: The Royal Borough has employed the same degree of enforcement and works duration assessment in respect to Section 74 pre and post LoPS.

TfL: This measure has shown an increase in the number of days of S74 over-run identified on the TLRN pre and post LoPS introduction. TfL has recently extended its monitoring capabilities through the use of Red Route Enforcement Officers.



OM 5 – Inspections

Authority	2009	2010
Barnet	4.1%	15.9%
Brent	1.8%	5.1%
Bromley	18.2%	7.0%
Camden	17.3%	10.5%
City of London	0%	0%
Croydon	4.0%	3.7%
Ealing	2.1%	1.8%
Enfield	28.0%	52.5%
Hackney	11.2%	3.1%
Hammersmith & Fulham	24.2%	27.6%
Haringey	15.4%	16.8%
Hounslow	4.2%	6.5%
Islington	2.5%	21.4%
Lewisham	1.8%	1.4%
Redbridge	15.9%	15.5%
Royal Borough of Kensington & Chelsea	8.9%	23.9%
Transport for London	19.7%	13.3%
Wandsworth	-	-
Westminster	10.0%	14.80%

Permit Authority Comments on Data:

Barnet: We identified that the increase in the three months June, July and August was due to additional resources being brought in and staff training which had the affect of focussing on S74 and hence increased the failure rate whilst this was happening.

Bromley: Thames Water was on an improvement notice which meant that the London Borough of Bromley carried more inspections of their works during this time. This is has now stopped. The failure rate has dropped, possibly due to fewer inspections being carried out.

London Borough of Camden: Camden has a regulated inspection regime and Sample A inspections are carried out to assess compliance to the Safety at Street Works Code of Practice. In the period between January 2010 and February 2011 there were 111 Sample A failures. These were attributed to a number of factors, including missing signage, or no information boards on site. Regular meetings, with those utilities who were experiencing a higher level of failures, have enabled the levels to be monitored and reduced.

Ealing: Inspectors are more likely to ask utility operative to take remedial action on site rather than issue a defect



January to February 2010 had to adjusted levels of sample A inspections due to the fall in utility works for these months.

Enfield: There has been an increase in failure rates from last year. This however, may be the result of focused training for Officers in this area in an attempt to improve the standard of SLG. There is a similar drive to improve Highway Authority works in this respect.

Hackney: The data is taken from Inspection reports.

An opportunity is given to put things right on-site and if done, these are not recorded as failures. This includes unsafe signing and guarding on-site. We have noticed that there has been fewer failed sample inspections since the introduction of permitting.

We are aware that some inspections have not been carried out exactly on-time but this was due to new staffing arrangements. Now these arrangements are complete, this shouldn't be a problem in future.

Haringey: The third month of each quarter does sometimes show a reduction in the numbers of inspections undertaken. This is caused by the agreed quota of chargeable inspections being achieved early.

Hounslow: This information is obtained through Confirms Inspection Analysis reporting feature. Category A Inspections have reduced post LoPS, this is due to reallocation of resources and the increased amount of Category B & C Inspections. Inclement weather experienced during the beginning of 2010 has also resulted in lower than usual figures for January.

Redbridge: In line with the Code of Practice for Inspections (Second edition 2002), our sample inspection regime normally starts from the beginning of the financial year that is 1st April 2009 and 1st April 2010 respectively, and normally the start off is slow due to the need to come to agreeing on the estimated inspection units with the Utilities and the need to reconcile the previous year inspection units and fees. In addition, there were no inspections carried out in the first three months of the financial year 2009/2010 due to system break down or failure and we were also not able to capture all Cat 'A' works on site due to nature and duration of these activities, for example Virgin Media. Figuratively, the 'A' failures seem to be on the high side, but when you look at the percentage failures, they are actually reducing up to December 2010. We were unable to carry out inspections from April- June 2009 due to technical issues within our ETon system.

Royal Borough of Kensington & Chelsea: The total number of Category A inspections carried out in 2010 is somewhat less than the previous year. This is mainly because the Council had extra inspection resources available to us. In addition to this there were a high number of major works being carried out in the



borough in 2009 which were inspected on a regular basis whereas in 2010 the number of major works has greatly reduced.

Whilst fewer inspections were carried out in 2010 the overall failure rate was higher. The low failure rate in 2009 can be attributed to the fact that the Council employed an agency member of staff to specifically monitor 'in progress' major works where operatives were mostly always on site. Where failures were identified they were asked to be rectified there and then and where this was carried out the inspection was recorded as a pass instead of a fail.

Transport for London: Additional monitoring by TfL through their Red Route Enforcement Officers and additional performance monitoring meeting have contributed to a decrease in the number of non-compliant sites.

Wandsworth: Wandsworth have historically done inspections as described under the Code of Practice however the method of recording and registering them has not been using the street works register per se. Accurate figures are therefore not available. Wandsworth have now implemented a more robust method of dealing with and recording Category A sample inspections.

Westminster: Changes to Works Promoters Contractors may provide a significant part of the reason for the increase in the Category A failure rate for 2010.



OM 6 – Number of Collaborative Works

Authority	No of Collaborative Works Sites		Days of Disruption Saved	
	2009	2010	2009	2010
Barnet	-	-	-	-
Brent	-	1	-	6
Bromley	-	2	-	20
Camden	8	24	31	162
City of London	74	54	-	-
Croydon	-	1	-	25
Ealing	1	3	2	24
Enfield	-	-	-	-
Hackney	4	11	8	35
Hammersmith & Fulham	5	8	15	61
Haringey	3	1	42	2
Hounslow	-	-	-	-
Islington	-	-	-	-
Lewisham	-	28	-	70
Redbridge	-	-	-	-
Kensington & Chelsea	6	15	91	139
Transport for London	34	156	537	1054
Wandsworth	-	6	-	15
Westminster	-	1	-	180
Grand Total	135	311	726	1793

This information has been collated from authorities who maintained data on collaborative works. Although many of the authorities undertake their coordination to maximise collaborative working and minimise disruption, those authorities did not have a mechanism for recording this

Permit Authority Comments on Data:

Barnet: While we have currently have had no collaborative works post LoPS we are currently having discussions with the utility companies at our coordination meetings on how best to move forward. These discussions are having a positive affect with collaborative works planned from February 2011.

Brent: Only one collaborative works recorded in 2010. There is a reluctance for SA to enter into collaborative working.

Bromley: There are not very many collaborative works for this borough as the London Borough of Bromley requests collaborative working were it is believed to be possible but are unable to get agreement on most occasions due to supposed health and safety reasons.



London Borough of Camden: Camden actively seeks to encourage the opportunities for collaborative working on the network. In 2009 there were some opportunities to do so however the difficulties encountered were insurmountable, due to engineering constraints and the locality of existing apparatus preventing works from taking place safely. In 2010 a significant opportunity arose to encourage, and implement, a major collaborative exercise in Heath Street NW3. A number of different SU's, and Camden, worked in conjunction with each other, culminating in the full resurfacing of the highway after all SU works were completed. The works were commenced at the end of July and were completed at the end of September, almost five weeks ahead of schedule, saving a significant number of days of additional disruption. Other collaborative worksites included, West End Lane NW6 and West Heath Road NW3. The introduction of the permit scheme has proved a much improved, and effective, planning tool, allowing the PA to coordinate planned works to minimise disruption and ensure journey time reliability.

City of London: The City maintains this on a spreadsheet basis recording the number of collaborative works sites only.

Croydon: Data provided only where formal agreements are entered into.

Ealing: We have tried to encourage trench sharing unfortunately we have met with resistance. The utility companies cite health and safety reasons, unwilling to share temporary traffic management, and liability for insurance claims / defect / Section 74 overruns. Also working in other work promoters CDM sites

We have on a few occasions offered our road closure programmes to utilities

Mornington Crescent / Ruislip Road - Veolia Water/Resurfacing
Bilton Road – National Grid/ Ealing improvement programme - sharing road space
Noel Road - Thames Water/Resurfacing

It depends how collaborative working is measured. On many occasions we have had two or more utilities working in a road at the same time without any conflict to pedestrians or traffic movement.

Enfield: LBE has incentivized utility companies working together through no permit fees and no section 74 charges. Although we are disappointed that no utility has taken up our offer we hope to see an improvement in this figure of the next 12 months. Although senior management of utility companies have declared a commitment to this, there are a number of perceived difficulties with this.

Hackney: This is not a system report. The data is obtained using custom searches on the register and therefore we are not entirely confident that the



data is conclusive. We try and encourage SU to carryout collaborative works, however the SU are a bit reluctant to do so.

In previous years, we did not record this data.

Haringey: This information is not available by extraction from our local street works register and we have kept no separate records of collaborative works. There is still considerable reluctance on the part of utility companies to work collaboratively due to various issues. We have had an instance of a potential trench sharing opportunity being identified where one utility had a confirmed scheme and another had identified a potential scheme. When the second utility was informed of the possibility of trench sharing their scheme was dropped from that year's program.

Hammersmith and Fulham: Since the implementation of LoPS the number of collaborative works has been officially recorded.

Hounslow: Collaborative working has not been undertaken in the LB of Hounslow by SU's since the implementation of LoPS. The opportunity is always available and is promoted quarterly coordination meetings.

Royal Borough of Kensington & Chelsea: In addition to the figures reported the Royal Borough has a number of further major collaborative working projects ongoing but these figures are not included because the projects have yet to be completed.

Transport for London: TfL has maintained a separate recording system outside of its register since April 2009. Comparing the available data from April to Dec 2009 and April to Dec 2010 TfL have more than doubled the numbers of days of disruption saved under the permitting system.

Wandsworth: Where no records are available "n/a" is used. Where records are available but showing zero results, "0" is used. A system was put in place on the implementation of LOPS to record this OM, but due to Wandsworth's departmental restructure it is likely that this information was not recorded in the early months of 2010.

Westminster: This data does not accurately reflect the true amount of days saved on the network as we have only recorded major formal collaborative working. Westminster always looks for opportunities for informal collaborative working and a need has been identified across LoPS to define and accurately record this.



OM 7 – Number of Deemed Permits

Authority	Utility Applications	Authority Applications
Barnet	610	152
Brent	250	35
Bromley	45	190
Camden	-	-
City of London	47	125
Croydon	-	-
Ealing	252	184
Enfield	365	233
Hackney	161	103
Hammersmith & Fulham	-	-
Haringey	150	256
Hounslow	-	-
Islington	-	-
Lewisham	34	15
Redbridge	82	14
Kensington & Chelsea	100	27
Transport for London	505	541
Wandsworth	-	-
Westminster	-	-
Total	2601	1875

Permit Authority Comments on Data:

Barnet: Early issues within the Exor System identified a problem with Permit Applications for immediate works that had a Works Stop notice arriving within the review period as this stopped the permit from being granted. This issue has now been resolved.

Brent: Data for early 2010 showed a high number of deemed permits. The reason for this was due to system faults associated with Brent's Firewall.

Bromley: There were some issues at the beginning of the permit scheme with granted permits being sent out. The permits that were granted but were not received by the utility have been removed from this report as they were inaccurate.

Camden: All permit applications are treated consistently and given the same priority, no matter the promoter. Every effort is made to respond to every application as soon as possible.

City of London: These figures have been obtained via a manual search of our records as Street works systems do not presently allow us to accurately report



on this and it is therefore provided on a best endeavours basis. It should also be borne in mind that emergency jobs opened and closed in one go did not allow users the opportunity to grant or refuse them in the early months of the scheme. During the same period, our partnership contractor's software also experienced some difficulties and in both of these cases, it resulted in permits deeming.

Croydon: Currently there is no report within the ETON software for extracting this information.

Ealing: We were overwhelmed by the amount of permits we were receiving and we initially did not have the full complement of resources.

In addition severe problems with our IT system caused the register to fail on three separate occasions and certain utility paths were unusable. We have resolved these problems and all utilities are back on track.

We noted that major permits were becoming deemed due to utility failing to respond to comments regarding additional information and pre site meetings required. New procedures are now in place and we have advised work promoters that permits will be refused if works disrupt the network on traffic sensitive roads and they have failed to provide sufficient information or fail to arrange a pre site meeting. The number of deemed permits has significantly fallen.

Enfield: Due to training and extra resources the number of deemed permits per month has decreased substantially. There is also very little difference between deemed figures for utility works and highway works; all permit applications are treated in the same manner and given the same priority no matter the promoter. Every effort is made to respond to every application as soon as possible.

Hackney: This is a system report. More permits were deemed when we initially started permitting, as now staff are more experienced this has reduced.

Hammersmith & Fulham: Due to a known fault with the current version of Confirm we are running we are unable to produce accurate records for the number of deemed applications. This fault has been rectified in a later version of the software, therefore once our scheduled upgrade takes place in Q1 2011/12 we will make this data available at the next quarterly coordination meeting.

Haringey: During January 2010 a large amount of Highway Authority works permit applications were deemed (188) and this was due to a procedural error on the part of the officers both raising and granting permits which was quickly rectified, however this has had a significant effect on the overall number of deemed permits.

The numbers of deemed permits has steadily declined to a level that can be attributed to human error although efforts are being made to reduce these numbers further.



Hounslow: Due to the version of Confirm LB Hounslow are using, this information cannot be produced at present. A software upgrade to the latest version of Confirm is expected in early April 2011.

Redbridge: Our EToN system does not provide accurate data for deemed permits for which we collated the data manually.

Royal Borough of Kensington & Chelsea: The Royal Borough has invested a lot of time and extra resource in obtaining accurate deemed permit figures. The reports that are available from the borough's software supplier are not able to report accurate figures due to the way the report has been written and configured. The data that is produced also includes details of permit applications for works on the Transport for London Road Network which the Council has no jurisdiction over. However, the borough's Traffic Manager made the conscious decision to invest extra time and resource into obtaining accurate figures by manually interrogating data in order to provide meaningful performance data.

Transport for London: There have been a number of problems associated with providing the figures for deemed permits. The first and foremost reason is the way in which the software used by TfL deals with permit applications by promoters that are modified before TfL has had an opportunity to make a decision on the applications. The system allows the previous version of the application to become "deemed" even though no decision is required. This did not come to light until several months after permitting had begun.

A further problem with the system and one which was common to all systems is that it was not initially possible to grant permits for works that had been closed on the system prior to the permit authority being able to review them. This was particularly common during weekends. As with noticing, permitting rules mean that applications for these works are not due until the Monday morning following the weekend. Because such applications were already complete upon receipt, permit authorities were unable to grant permits and they became deemed in all of the software systems. This problem was highlighted to developers and has since been rectified.

Additional enhancements in working practices have greatly reduced the number of deemed permits and the impact of these can clearly be seen by comparing the early stats for deemed permits which were in excess of 100 for April and less than 10 in December.

Wandsworth: Symology is unable to provide a list of deemed permits.

Westminster: Due to a known fault, accurate data cannot be provided for this measure until we upgrade to a later version of the Confirm software. This is currently scheduled to be Q2 2011/12. At this time, the City Council will make public accurate retrospective data to all parties.