

## London Assembly Transport Committee investigation into transport for the 2012 Olympic and Paralympic Games

This document provides detailed information on the Committee's investigation into transport for the 2012 Olympic and Paralympic Games (the 2012 Games). Further details about the Committee including its membership can be found on-line via: [Link to Transport Committee page on www.london.gov.uk](http://www.london.gov.uk)

### 1. Introduction

#### Purpose of the investigation

- 1.1 The purpose of the investigation is to consider progress in delivering the Olympic Transport Plan and the extent to which the overarching 2012 transport objectives are being realised.
- 1.2 The Committee will explore a broad range of issues relating to such matters as: Games family transport; spectator transport; transport arrangements for individual competition venues and various events; transport for the Paralympic Games; transport safety and security; and the transport legacy. It is an opportunity for the Committee to consider these matters from the perspective of Londoners, following on from its previous work which has often focused on the experience of the passenger.
- 1.3 The Committee is seeking to hear from a range of organisations and individuals about the main issues relating to 2012 transport and from the relevant authorities about their responses to these matters and their progress in delivering the Olympic Transport Plan. In light of the information obtained, the Committee will produce findings which seek to inform the third edition of the Olympic Transport Plan. This is expected to be published in spring 2011.

#### Terms of reference

- 1.4 The terms of reference for the investigation are:
  - To explore progress with the delivery of the Olympic Transport Plan and the main issues arising at this stage e.g. the impact on ordinary London life, the security of the transport network and its accessibility; and, in light of the findings;
  - To identify any further steps that could be taken to help ensure London's transport system operates effectively during the 2012 Games.

#### Timing

- 1.5 The investigation has begun and will conclude by March 2011. The outline timetable is:

September	Background research including seeking written views and information
3 November	Committee meeting with relevant organisations and individuals about the main issues in relation to transport for the 2012 Games
12 January	Committee meeting with the Olympic Delivery Authority (ODA), TfL and other relevant organisations responsible for transport for the 2012 Games
October – January	Possible site visit(s)
By March	Publication of findings

#### Contributing your views

- 1.6 The Committee is seeking views and information from anyone with an interest in this topic. You can submit your views in response to the terms of reference and the areas outlined in more detail in this document and summarised at page 7 by e-mailing Laura Warren at [laura.warren@london.gov.uk](mailto:laura.warren@london.gov.uk) or writing to Laura c/o Scrutiny Team, 6<sup>th</sup> Floor, City Hall, The Queen's Walk, London, SE1 2AA.

## 2. Background information

### Overview of transport for the 2012 Games

- 2.1 An effective transport system will be crucial to the delivery of a successful 2012 Games. On each of the 16 days of the Olympic Games, at least 500,000 spectators, 140,000 Games workers and 55,000 members of the 'Games family', which includes athletes, officials and media, will need to be able to travel between competition venues, training sites and accommodation.<sup>1</sup> At the same time, 'regular' users of London's transport system will need to be able to make their usual journeys.
- 2.2 London's transport system has been a cause of concern in relation to the 2012 Games. Prior to London winning the bid, the International Olympic Committee (IOC) identified transport as a major weakness. However, after receiving confirmation that substantial improvements to London's rail infrastructure would be made to increase capacity and that an Olympic Route Network (ORN) would be put in place, the IOC reported that London could meet the necessary requirements.<sup>2</sup>
- 2.3 In July 2010, David Higgins, Chief Executive of the ODA, cited the operation of an effective transport system as the "biggest risk." He stated "we know where it hasn't happened. There are famous Games where it hasn't happened."<sup>3</sup> At the 1996 Games in Atlanta, there were major problems with transport; untrained bus and coach drivers got lost on the way to venues and in some cases abandoned their vehicles.<sup>4</sup> In August 2010, the IOC reported that traffic remained its biggest issue in relation to the 2012 Games.<sup>5</sup>

### 2012 transport commitments

- 2.4 During the bidding process and once London won the right to host the 2012 Games, many commitments were made in relation to transport. The Host City Contract, which is the agreement between the IOC, the British Olympic Association, the Mayor and the London Organising Committee for the Olympic Games (LOCOG), requires safe, secure and reliable transport for all the Games family.<sup>6</sup> London's candidate file for the 2012 bid (November 2004) contained various transport commitments including that there would be 10 railway lines carrying 240,000 people every hour to the Olympic Park and that the Games family would be guaranteed short and reliable journey times due to the creation and implementation of an ORN. Alongside the candidate file, the then Secretary of State for Transport submitted a letter to the IOC with guarantees relating to the delivery of various transport projects such as the redevelopment of Stratford regional station.<sup>7</sup>

### 2012 transport objectives and the Olympic Transport Plan

- 2.5 Transport arrangements for the 2012 Games are being delivered through a partnership between the ODA, LOCOG, transport authorities and operators including TfL. They have five specific transport related objectives which cover transport for the Games family, spectators, "keeping London moving during the 2012 Games", leaving a positive legacy in east London and realising

<sup>1</sup> 'Can public transport win gold?', New Transit, August 2010, page 12

<sup>2</sup> 'Can public transport win gold?', New Transit, August 2010, page 13

<sup>3</sup> London 2012 progress report: Will Britain deliver on Olympic promises? The Guardian, 27 July 2010

<sup>4</sup> 'Can public transport win gold?', New Transit, August 2010, page 12

<sup>5</sup> IOC still have fears over traffic for London 2012, Inside the Games, 25 August 2010

<sup>6</sup> Transport Plan for 2012 Games, first edition, (<http://www.london2012.com/documents/oda-transport/transportplansummarypart1accessibleversion.pdf>)

<sup>7</sup> 'London Olympics 2012: transport', House of Commons Library note, March 2010

value for money.<sup>8</sup> They aim to host the first “public transport” Games with 100 per cent of spectators travelling to the Games by public transport or by walking or cycling.<sup>9</sup>

- 2.6 The ODA is required by law to prepare and keep under review an Olympic Transport Plan<sup>10</sup> which shows how it will realise the necessary transport arrangements. This Plan includes details of the transport strategy and objectives, Games family transport, spectator transport, transport arrangements for individual competition venues and various events, transport for the Paralympic Games, transport safety and security, and the transport legacy. The ODA has so far published two editions of this Plan (in October 2007 and December 2009) and is due to publish a further refined edition in spring 2011. The ODA has also published separate documents relating to its specific plans for: accessible transport; bus and coach services; West Ham station; improvements to the DLR; and encouraging more walking and cycling.<sup>11</sup> Most recently, in July 2010, it published ‘On Time’, a document providing more details of the ORN.
- 2.7 In recent months, there has been much focus on how London’s transport system will operate during the 2012 Games. Set out below is more information on the plans for public transport and the operation of London’s road network during the 2012 Games and some of the issues which have been raised. These are likely to be explored further during the investigation.

### **Arrangements for transport during the 2012 Games and issues that have been raised**

- 2.8 In relation to transport during the 2012 Games, the Mayor has said: “people should not expect things to be as they always are — it will be different. But it won’t be absolutely, cripplingly, punishingly so different as to paralyse the economic activity of London.”<sup>12</sup> He and the ODA have called it “business as unusual.” It will be harder to get around certain areas of the city, but as much information as possible will be provided to keep London moving.<sup>13</sup>

### **Public transport for the 2012 Games**

- 2.9 The ODA is working on the basis that it can manage demand for public transport during the 2012 Games through a combination of improvements to transport infrastructure which will deliver increased capacity and a decline in regular demand.

### **Infrastructure improvements for the 2012 Games**

- 2.10 The bulk of the infrastructure improvements relate to rail as this will form the main mode of transport for spectators. For example, 80 per cent of all spectators estimated to travel to the Olympic Park will use rail.<sup>14</sup> There are a range of 2012 transport projects being delivered by TfL and others including: the development of the North London line; additional cars on the DLR and improvements to capacity at DLR stations; the upgrade of Stratford regional station; the introduction of the Javelin rail service; and various cycle and walking route enhancements.<sup>15</sup>
- 2.11 In July 2010, the ODA and TfL reported good progress in delivering infrastructure improvements.<sup>16</sup> The ODA stated that 75 per cent of rail upgrades were complete.<sup>17</sup> Peter

<sup>8</sup> Transport Plan for 2012 Games, Second Edition, December 2009, ODA, page 23

<sup>9</sup> London 2012 Olympic Route Network and Paralympic Route Network, July 2010, page 5

<sup>10</sup> London Olympic Games and Paralympic Games Act 2006

<sup>11</sup> Available from the London 2012 web site - <http://www.london2012.com/making-it-happen/transport/index.php>

<sup>12</sup> Olympic triumph is my election ticket and I won’t let cuts spoil it, The Evening Standard, 27 July 2010

<sup>13</sup> London 2012 Olympic Route Network and Paralympic Route Network, July 2010, page 11

<sup>14</sup> Transport Plan for 2012 Games, Second Edition, December 2009, ODA, page 93

<sup>15</sup> Quarterly budget and performance report to TfL Board for period November – December 2008, February 2009

<sup>16</sup> As detailed in London 2012 Transport on track, Connected Report, July 2010

<sup>17</sup> Can public transport win gold?, New Transit, August 2010, page 14

Hendy, Commissioner of TfL, reported TfL was on track to deliver its 2012 transport projects well ahead of the Games.<sup>18</sup> This progress compares favourably to previous Games. In Athens, just weeks before the 2004 Games there was considerable doubt that new light rail and metro links would be completed in time. In Beijing, three new metro lines were scheduled for completion just two months before the 2008 Games although they eventually opened on time.<sup>19</sup>

- 2.12 However, some concerns have been expressed that all necessary transport infrastructure will not be delivered in time. As part of the Government's plans to cut public spending, TfL's funding and the ODA's budget of around £600 million for Olympic transport might be reduced. This has led to speculation that some 2012 transport projects could be scaled back.<sup>20</sup> There has also been speculation that delays with other improvements to transport in London could have an adverse effect. For example, the upgrade of the Northern line, which is now due for completion in 2013. Recently TfL has reported that the Northern Line upgrade is not part of the 2012 Games transport plans and it will run a full service during the 2012 Games.<sup>21</sup>

### Potential decline in regular demand for public transport during 2012 Games

- 2.13 The ODA is assuming average peak period flows on public transport networks will reduce by around 20 per cent during the 2012 Games. This would be the result of usual seasonal reduction in demand in July/August and a further reduction in non-Olympic demand due to the impact of the 2012 Games themselves. This assumption is reportedly based on robust evidence from the last three Games.<sup>22</sup>
- 2.14 The ODA, TfL and other transport operators are now working together on service planning to ensure the likely demand can be managed effectively. The 2012 Transport Co-ordination Centre will provide a hub for sharing information across transport operators and will soon begin working in shadow mode to test a variety of scenarios. The ODA is also working on the provision of information and detailed communication with users of public transport to help manage demand during the 2012 Games. This includes working with employers across London to help encourage them to introduce flexible working to reduce demand during the morning peak hours and providing for spectators to plan their journeys. The latter might include sending spectators travel plans which highlight routes where congestion is less likely and establishing a specific 2012 on-line journey planner.<sup>23</sup>
- 2.15 Some doubts have been raised about a reduction in demand for public transport during the 2012 Games. A recent Ipsos Mori/BBC London poll of 1000 Londoners found four out of five Londoners planned to stay in the city during the event, and just eight per cent said they would leave to avoid the Olympics.<sup>24</sup> Issues have also been raised about the provision of information to public transport users. It has been suggested that spectators could get confused about the different travel options available and public transport could get very congested. For example, close to 100,000 people will leave the Olympic Park within half an hour of each other on certain days and could become confused over the mix of DLR, Tube and national rail services at Stratford. Also, spectators might not plan to get to venues three or four hours beforehand which could result in considerable bottlenecks at railway stations and security checks.<sup>25</sup>

<sup>18</sup> London 2012 press release 'Main London 2012 station on track to take 120,000 peak passengers and 200 trains per hour', 14 July 2010

<sup>19</sup> 'Can public transport win gold?', New Transit, August 2010, page 12

<sup>20</sup> The legacy of the Olympics will be a 21st century transport system, City AM, 27 July 2010 and <http://www.guardian.co.uk/uk/2010/jul/19/olympic-games-2012-budget-cuts>

<sup>21</sup> TfL press release, 2 August 2010

<sup>22</sup> Response to question from Caroline Pidgeon AM to the Mayor 1554/2009, 17 June 2009

<sup>23</sup> 'Can public transport win gold?', New Transit, August 2010, page 17

<sup>24</sup> <http://www.thisislondon.co.uk/standard-olympics/article-23860478-summer-holiday-wed-rather-stay-here-for-games-say-londoners.do>

<sup>25</sup> London 2012 Olympics: will 'Olympic Lanes' bring travel chaos to London? Not at all, The Telegraph, 29 July 2010

## The Olympic Route Network (ORN) and the Paralympic Route Network (PRN)

- 2.16 The ORN (and PRN - a reduced version of the ORN) is a temporary measure to provide for athletes and other members of the Games Family (e.g.technical officials and media) to travel quickly by motor vehicles between their accommodation and competition venues. At a cost of £25 million<sup>26</sup>, it will comprise 2.6 per cent of London's roads or nearly 500 roads in total including major arteries such as the Marylebone Road and Embankment. The ORN will involve various measures including modified traffic signals and restricted turns. There will also be temporary Games lanes. These lanes, which will total nearly 60 miles in length, will include the areas around Wembley Stadium in north-west London, Lord's cricket ground where the archery will take place, and through central London and out to the venues at Stratford and Greenwich.<sup>27</sup> The concept of an ORN was introduced at the 2000 Games in Sydney and used at the 2004 Games in Athens and the 2008 Games in Beijing. At the latter Games, the city's roads were effectively commandeered for the ORN with half Beijing's cars banned from using the roads each day.<sup>28</sup>
- 2.17 There have been criticisms that the ORN will create considerable congestion and delays. The Licensed Taxi Drivers' Association (LTDA) has estimated a journey from Parliament Square to Tower Hill that currently takes 12 to 35 minutes will take more than an hour during the 2012 Games.<sup>29</sup> The Freight Transport Association expects difficulties transporting goods around London because of the ORN. The Road Haulage Association has suggested there is a real risk that deliveries across the capital will be delayed.<sup>30</sup> The Federation of Small Businesses has reportedly calculated that firms' operating capacity could be cut by up to 70 per cent.<sup>31</sup> This raises questions about some ODA assumptions. It expects 80 per cent of typical journeys on London's roads to be unaffected by the ORN.<sup>32</sup> Also, that road use will, in any event, decline during the 2012 Games. It fell by around 20 per cent in Sydney during the 2000 Games and by 30 per cent in Athens during the 2004 Games.
- 2.18 Many organisations have argued there should not be an ORN, or at the least, the Games family should make greater use of public transport. London Councils has suggested stripping the 25,000 sponsors for the 2012 Games of the right to use the Games lanes to shrink the ORN and minimise its disruption.<sup>33</sup> The Association of British Drivers<sup>34</sup> have criticised the provision of special travel benefits for people other than athletes which could adversely affect Londoners using roads. In a recent Ipsos MORI/BBC London poll of 1,000 Londoners, 45 per cent did not support the idea of Games lanes and a majority did not want them used by journalists.<sup>35</sup> There have also been concerns about the impact of the ORN on pedestrians. In February 2010, the media reported that 1,000 sets of traffic lights would be switched off in the capital and temporary pedestrian bridges built over busy roads to help ensure the average speed for transporting the Games family would be 45mph. It was suggested that these lights might be decommissioned permanently as part of the legacy of the 2012 Games.<sup>36</sup>

<sup>26</sup> Press Association 'Games Lanes' For Olympic Athletes' Road Journeys 29 July 2010

<sup>27</sup> Press Association 'GAMES LANES' FOR OLYMPIC ATHLETES' ROAD JOURNEYS Jul 29, 2010

<sup>28</sup> Can public transport win gold?', New Transit, August 2010, page 17

<sup>29</sup> 'Councils seek to limit 2012 VIP lanes'. The Evening Standard, 30 July 2010, page 20

<sup>30</sup> London Olympics 2012: transporting food will be a 'nightmare', The Sunday Telegraph, 1 August 2010

<sup>31</sup> 2012 traffic restrictions 'could force businesses to shut down', The Evening Standard, 20 September 2010

<sup>32</sup> Can public transport win gold?', New Transit, August 2010, page 18

<sup>33</sup> Can public transport win gold?', New Transit, August 2010, page 18

<sup>34</sup> [Link to article](#)

<sup>35</sup> <http://www.thisislondon.co.uk/standard-olympics/article-23860478-summer-holiday-wed-rather-stay-here-for-games-say-londoners.do>

<sup>36</sup> 2012 Olympics chiefs to turn off red traffic lights, The Evening Standard, 12 February 2010

2.19 The ODA is now working with delivery partners and local highway authorities to design the detailed measures along the ORN.<sup>37</sup> It has also launched specific consultation relating to the penalty charge level for contraventions of the ORN and some proposed amendments to the roads to be included, with a deadline for responses of 31 October 2010.<sup>38</sup> Some concerns have been expressed about how the ORN will be enforced and whether this will be the responsibility of London Boroughs, TfL or the Metropolitan Police Service (MPS).<sup>39</sup> Issues have also been raised about ensuring Londoners are sufficiently aware of the ORN. The ODA has reported that it will be circulating information to businesses and the general public in the run up to the 2012 Games so people know about the likely impacts of the ORN and have as much time as possible to adjust their travel plans.<sup>40</sup>

### Relevant past and current work on transport for the 2012 Games

2.20 The London Assembly has not previously undertaken any detailed investigation into transport for the 2012 Games. However, it has undertaken or is undertaking other work relating to the 2012 Games that may cover transport issues. This includes: the Assembly's report 'A Lasting legacy for London? (2007)<sup>41</sup>'; the Environment Committee's investigation into staging a sustainable 2012 Games<sup>42</sup>; the Economic Development, Culture, Sport and Tourism Committee's report on the role of the Olympic Park Legacy Company; and the Health and Public Services Committee's review into how London's emergency services are working together to ensure the delivery of services during the 2012 Games.

2.21 A theme of the Transport Committee's work in recent years has been the experience of the passenger. For example, its report on rail overcrowding (February 2009) and its report on passenger experiences of the London Underground (November 2009) examined the pressures on London's transport network from the perspective of the passenger. The additional pressures of the 2012 Games on this network, the consequential impact on Londoners and how these might be mitigated during Games time is, therefore, likely to be a theme of this investigation. Some current Transport Committee work has also touched on issues relating to 2012 transport. This includes the investigation into the accessibility of the transport network and the rapporteurship on initiatives to make it easier and safer to walk in London. All relevant past and current Transport Committee and other Assembly work will be taken into account in the investigation.

2.22 In 2005, the Transport Select Committee conducted an inquiry into the initial transport plans for the 2012 Games and subsequently published a detailed report (2006). This made many recommendations relating to: the management and funding for 2012 transport; planning the transport provision; certain transport infrastructure improvements; and the 2012 transport legacy.<sup>43</sup> In 2007, following the publication of the Olympic Transport Plan, the Select Committee published a further report. This raised concerns about a number of matters including: contingency arrangements; the reliability of assumptions about a reduction in usual demand for transport during the 2012 Games; the proposed use of waterways to transport spectators; the proposed park-and-ride service; and the realisation of a 2012 transport legacy.<sup>44</sup> Where relevant, these reports will be taken into account in the investigation.

<sup>37</sup> London 2012 Olympic Route Network and Paralympic Route Network, July 2010, page 22

<sup>38</sup> <http://www.london2012.com/olympic-route-network/formal-consultation.html>

<sup>39</sup> Question to the Mayor from Richard Tracey AM, No: 3056 / 2010, 15 September 2010

<sup>40</sup> London 2012 Olympic Route Network and Paralympic Route Network, July 2010, page 28

<sup>41</sup> 'A Lasting legacy for London?' Summary report, London Assembly, 2007

<sup>42</sup> See transcript of Environment Committee meeting on 15 July 2010

<sup>43</sup> 'Going for Gold: Transport for London's 2012 Olympic Games', Transport Select Committee, March 2006, pages 57-63

<sup>44</sup> Transport for the 2012 Games: The Draft Transport Plan, Transport Select Committee, February 2007

### 3. Areas for the Transport Committee's investigation

- 3.1 The Committee's investigation provides an opportunity to check on progress with the delivery of the Olympic Transport Plan and the main issues arising at this stage.
- 3.2 The Committee would welcome receiving written views and information on any issues relating to the Olympic Transport Plan. The Plan covers: the 2012 transport strategy and objectives, Games family transport, spectator transport, transport arrangements for individual competition venues and various events, transport for the Paralympic Games, transport safety and security, and the transport legacy. A copy of the Plan can be found on-line at:  
<http://www.london2012.com/making-it-happen/transport/transport-plan.php>
- 3.3 The Committee has identified the following as particular areas of interest at this stage. It would welcome receiving written views and information in relation to these, including any suggestions for actions that the relevant authorities should be taking in response to these matters.
- the potential impact of the 2012 Games on London's transport system and its 'regular' users including:
    - the potential impact on public transport and how demand for public transport should be managed; and
    - the potential impact on the road network including the operation of the Olympic Route Network and how to mitigate its impact.
  - the safety and security of the transport network in 2012;
  - the accessibility of the transport network in 2012 for people with reduced mobility;
  - the transport arrangements for individual 2012 competition venues in London; and
  - the transport arrangements for spectators of the 2012 Games including the 'park and ride' service and encouraging more walking and cycling.