

Clearing the hurdles: transport for the 2012 Olympic and Paralympic Games



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On 20 September 2010, the Chair in consultation with Party Group Leads agreed that the Committee should investigate transport for the 2012 Olympic and Paralympic Games (the 2012 Games). This investigation had the following terms of reference:

- 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.

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Chair's foreword

We all want the 2012 Games to be a success. They are an opportunity to showcase London to the world and present the capital in the best possible way to the millions visiting the city and watching on the television.



Prior to London being awarded the 2012 Games, transport was identified as a potential risk. London's public transport system carries more people than any other in the world and parts of the system are over 100 years old. The influx of millions of visitors including an estimated 5.5 million spectators is inevitably going to put an enormous strain on the system.

We have had nearly six years to prepare though and that time has not been wasted. New transport infrastructure has been installed. A new station has been built at the Olympic Park and Stratford Regional station has been redeveloped. The Docklands Light Railway is being upgraded with extra carriages to increase capacity. The new London Overground service on the East London line has now opened.

Uncertainty remains though in relation to some physical improvements. The continued delays to the upgrade of the Jubilee line are worrying given this is a key route for the Games. The next six months will be crucial to ensure all new infrastructure is in place, tested, and any teething problems ironed out before the Games.

Alongside new infrastructure, managing demand for transport will be crucial to meeting the 2012 transport challenge. Around one-third of Londoners may need to change their usual travel patterns if the system is to operate effectively next summer. Work has now started to realise this ambitious target. Its success will depend, in large part, on businesses altering their delivery arrangements and supporting their staff to work more flexibly. Spectators and Londoners will also need to respond positively to 2012 travel advice. In the run up to previous Games, host cities have often launched publicity campaigns or "the big scare" to encourage people to change their travel habits.

A transport failure during the Games is a risk that can never be completely eliminated. We want to make sure that everything that can be done to limit that risk is being done. The Committee welcomes

the hard work to date and we will continue to monitor progress as the Games get closer.

This report gives our “pulse check” on where we have got to with 2012 transport plans. It also makes suggestions for steps that could be taken over the next few months. We are grateful to all those who contributed during our investigation. We continue to offer our full support to those preparing London’s transport network for the Games.

Valerie Shawcross AM, Chair, Transport Committee

Executive summary

Meeting the demand for transport remains one of the biggest risks for the smooth running of the 2012 Games.

Next summer millions of extra people including athletes, spectators, officials and the media will want to move around the capital at the same time as Londoners making their usual trips. All will be using a transport system that already operates close to capacity.

The Committee sets out in this report what is known about the transport planning and preparations and what we expect to see as these plans are developed. Extensive preparations are underway but there are enormous challenges ahead. The next six months will be critical in maintaining confidence in the preparations as the plans for the Olympic Route Network (ORN) are further developed and the Jubilee line upgrade is scheduled to be completed.

The scale of the 2012 transport challenge

More details of the scale of the 2012 transport challenge have emerged in recent months. We have identified a number of key points.

Forecasting travel demand is an important part of the preparations

Estimating demand is an important part of planning for the 2012 transport challenge. Although the Office for National Statistics (ONS) has highlighted the difficulties of making definitive predictions, effective planning involves making a range of assumptions about likely demand. The Olympic Delivery Authority (ODA) is confident about the robustness of its assumptions citing “tried and tested modelling techniques” used to develop its forecasts.

Extra demand will pose a “huge transport challenge”

The ODA is assuming extra demand will represent a “huge transport challenge”. There could be a total attendance of 5.3 million people at the Games. There may not only be extra demand from spectators, athletes and officials but from people without tickets who visit London to watch the Games on big screens at the live sites or attend the cultural events.

More people will want to travel from June until September 2012

For a third of next year there is likely to be increased demand for transport. Transport for London (TfL) predicts more people wanting to make trips from the Diamond Jubilee celebrations at the start of June until the closure of the Olympic Park in mid-September.

There will be nine days when demand for transport is expected to be at its peak

On the nine busiest days there will be around 550,000 to 650,000 tickets available to spectators for venues across London leading to more than a million Olympic-related journeys on public transport. Friday 3 August and Saturday 4 August (days 7 and 8 of the Olympic Games) are forecast to be the busiest days.

22 travel hotspot areas have been identified

Pressure on the transport system is anticipated to be particularly acute in 22 travel hotspot areas mainly in central London. This is to be expected when venues are not only in east London but spread across the capital including in heavily visited central areas such as Earls Court, Hyde Park and Horse Guards Parade. The travel hotspot areas include two of London Underground's busiest stations - Victoria and King's Cross - where control measures are already required almost every day during peak hours to manage overcrowding and allow the stations to operate safely.

There are concerns about the resilience of the transport system

Although the pressure may be greatest in the travel hotspot areas, the entire transport system is likely to come under strain. The Olympics Minister has highlighted the system already operates near to capacity so it is not easy to absorb extra demand. In the event of an unexpected incident such as a broken down train, people may seek to use services in other areas to make their trips. All regular users of the transport system are likely to notice differences next summer.

Meeting the 2012 transport challenge

Work is ongoing to meet the 2012 transport challenge. The extra demand is to be met by installing new transport infrastructure to increase capacity and by reducing usual demand. The Olympic Transport Plan set out the plans in detail. At frequent intervals, the ODA has undertaken "pulse checks" or reviews to ensure the Plan is on track and the 2012 transport objectives will be realised.¹ It will be issuing the final edition of the Plan in spring 2011.

With just over a year to go, we have undertaken our own "pulse check". It follows on from the Assembly's previous consideration of 2012 transport including its response in 2007 to consultation on the

¹ ODA Olympic Transport Plan December 2009, p208 and 209

Olympic Transport Plan. We have a number of observations at this stage.

There is good progress with the delivery of new transport infrastructure

London's 2012 bid document listed over 30 planned improvements to transport infrastructure. Most of these have been completed or are on course for completion this year. Delivery of new infrastructure ahead of the Games is important to allow testing of the system.

Delays to the upgrades on the Jubilee line remain a risk

The Jubilee line upgrade was one of five London Underground line improvements listed in London's 2012 bid document to deliver increased capacity. The ODA has called it a key route for the Games. Completion of the Jubilee line upgrade has slipped from December 2009 until spring 2011. In February 2011, TfL reported this line upgrade might not be completed until June 2011.

Despite being part of the original 2012 bid document, the Northern line upgrade will not be completed in time for the Games. Last year, TfL reported this line is not part of 2012 transport plans and will run a full service next summer. The Committee is seeking assurance that without this line upgrade sufficient capacity will still be in place to meet demand in 2012.

Targets for reducing usual travel demand are ambitious

The ODA has reported around one-third of Londoners may need to change their travel habits during the 2012 Games. The 2012 travel demand management programme has recently been launched for businesses and will be followed with advice for spectators and Londoners over the coming months. At this stage, the ODA has not been specific about the programme's targets, stating it will need to "influence enough people, enough" to free up capacity on the transport system.

There should be an increased emphasis on encouraging people to walk, cycle or use river services

Targets for cycling and walking could be increased and should be supported by initiatives to encourage these forms of transport. Only five per cent of spectators at the Olympic Park are forecast to walk and cycle despite the Mayor's plans to extend the cycle hire scheme to the edge of the Olympic Park. Further initiatives might include more

publicity to encourage use of these modes. There could be scope to increase the provision of cycle parking.

Spectators should also be encouraged to make use of river services to complete their trips. The Committee supports the Mayor's aspiration to see greater use of transport on the Thames during the 2012 Games in so far as this is possible.

Challenges remain in mitigating the likely effects of the ORN

The ORN remains an area of concern. It will involve many of London's major roads such as Embankment. It will include the Blackwall Tunnel, the southern approach to which is already the capital's most congested junction.

The ORN will be open to all vehicles but around one quarter of the ORN will include temporary Games lanes which can only be used by Games family vehicles. These Games lanes will be painted white, located on the off side of roads and used for fixed and specific time periods, where and when needed. In some locations these Games lanes will result in the temporary suspension of bus lanes. Elsewhere on the ORN, there will be changes such as banned turns, parking restrictions and the temporary removal of 51 pedestrian crossings.

More needs to be done to address concerns about the impact of the ORN and Games lanes. Recently it has been reported that traffic and congestion caused by the ORN could have a detrimental impact on air quality in London.

The accessibility of the transport network is going to be tested

There could be more than 23,000 spectators with reduced mobility seeking to travel on the busiest days of the 2012 Games. Yet much of the transport system is inaccessible – only around a quarter of Tube stations and one-third of rail stations in London have step-free access from station to platform. The Committee supports the action now being taken to improve accessibility. This includes the creation of "temporary" ramps and platform humps on certain parts of the Tube network by 2012 and the provision of shuttle buses between main transport hubs and the venues.

In light of our findings, we make a number of recommendations. We want a further report on progress with the delivery of new transport infrastructure by September 2011 which includes details on how the

system has been tested. We also recommend the provision of more information in the final edition of the Olympic Transport Plan including the latest forecasts for demand and the specific measures of success for the 2012 travel demand management programme. Our recommendations are set out in full at Appendix 1.

Our report reflects that preparations for 2012 transport are ongoing. We support the considerable work that has happened to date and the further steps that will take place in the year ahead. We will continue to monitor progress and revisit the matters raised in this report after the final Olympic Transport Plan is published.

Introduction

An effective transport system will be crucial to the delivery of a successful 2012 Games. Athletes, spectators, officials, and the media will need to be able to travel between the competition venues, training sites and their accommodation. At the same time, regular users of the transport system will need to make trips. The Olympic Transport Plan is the statutory document setting out how all travel requirements will be met.² The final edition of the Plan will be published in spring 2011.

London's transport system has been a cause of concern. Before the capital won the right to host the 2012 Games, the International Olympic Committee (IOC) identified transport as a major weakness.³ In August 2010, the IOC said that traffic remained its biggest issue.⁴ Three months later, the Minister for Olympics reported that transport was one of his three biggest concerns⁵ and Lord Coe, Chair of the London Organising Committee of the Olympic Games and Paralympic Games (LOCOG), described it as a major risk. He told the Assembly that London's reputation depended on its ability to transport people effectively in 2012.⁶

The Transport Committee has, therefore, undertaken an investigation to explore progress with the delivery of the Olympic Transport Plan. It has considered various issues arising at this crucial stage as the focus moves from planning to implementation and operational delivery. TfL has now assumed responsibility from the ODA for some key aspects including the ORN and the 2012 travel demand management programme. Further details of the Committee's investigation are set out at Appendix 3.

This report details the Committee's findings. The first section covers the scale of demand for transport in summer 2012. It shows the implications for regular users and the significant challenge faced by the transport authorities in making the system work. The second section focuses on how this challenge is being met and some of the main issues at this stage. The Committee is seeking responses to all these matters including more information in the final Olympic Transport Plan.

² The Olympic Transport Plan can be found on the London 2012 website: - www.london2012.com

³ 'Can public transport win gold?', New Transit, August 2010, p13

⁴ 'IOC still has fears over traffic for London 2012', Inside the Games, 25 August 2010

⁵ Culture, Media and Sport Select Committee meeting on 21 December 2010

⁶ Assembly Plenary meeting on 8 December 2010, p4 of transcript

This report represents a snapshot in time. Transport arrangements for the 2012 Games are still being delivered. New transport infrastructure continues to be installed and detailed transport plans for venues are being refined. The Committee will continue to keep 2012 transport under review in the year ahead.

The 2012 transport challenge

Key points

- Although the ONS has highlighted the difficulties of making definitive predictions, effective planning involves making a range of assumptions about likely demand. The ODA is confident about the robustness of its assumptions citing “tried and tested modelling techniques” used to develop its forecasts.
- The ODA is assuming a total attendance of 5.3 million people at the Games representing a “huge transport challenge”.
- For a third of next year there is likely to be increased demand for transport - from the Diamond Jubilee celebrations at the start of June to the closure of the Olympic Park in mid-September. TfL describe this period as “around 100 continuous days of extraordinary operation.”
- On the nine busiest days of the Olympic Games there will be around 550,000 to 650,000 tickets available to spectators for venues across London leading to more than a million Olympic-related journeys on public transport. In addition, many other people without tickets will visit the live sites to view the Games on the big screens and attend the cultural events planned to celebrate the Games.
- Pressure on the transport system is expected to be particularly acute at 22 travel hotspot areas mainly in central London. These hotspot areas include some of London Underground’s busiest stations i.e. Victoria and King’s Cross.
- Although the pressure may be greatest in the travel hotspot areas, the entire transport system is likely to come under strain. The transport system already operates near to capacity. An unexpected event such a broken down train could see people try to use services in other areas to make their trips.

Forecasting demand for travel in 2012

How accurate can forecasts be?

Estimating likely demand is an important part of planning for the transport challenge presented by the Games but accurate forecasting is difficult. The ODA told us that it had used “tried and tested

modelling techniques to forecast travel demand” and that “much of this forecasting work has now been completed”. As the events are in the future, there is inevitably a lot of uncertainty around estimates of the number of people visiting London during summer 2012. The ONS was sponsored by the Department of Health and other government departments to estimate the Greater London population during the main competition period of the Games. The ONS provided a range of estimates but found that the numbers of “Games-time visitors cannot be quantified with any satisfactory scientific measure of certainty”.⁷

Part of the challenge of forecasting travel demand is that there are a large number of variables and assumptions which need to be made. For example, in addition to estimating how many people will visit London during the Games period, organisers have to consider where they might stay and when, to where and how they will travel. Furthermore, the extent to which the number of visitors creates extra demand for travel will depend on two factors: the number of usual August visitors displaced by Games visitors; and the number of London residents who leave the city during the Games or change their travel patterns. The latter point will be influenced by the success of organisers’ initiatives to reduce travel demand discussed in the next chapter; thus, the scale of the challenge and the response to it are inter-related.

What estimates have been made?

While forecasting with a great deal of accuracy is impossible, it is clear that the organisers are expecting some major challenges. The ODA predicts that millions more people will use the capital’s transport system during the Games.⁸ It describes the Games as the country’s “largest peacetime logistical operation [which] presents London and the UK with a huge transport challenge”.⁹ The ODA is assuming a total attendance of 5.3 million people at the Games.¹⁰

Organisers have also made estimates of the numbers of extra people who will be placing demand on the transport system. The extra people include those directly involved in the 2012 Games such as spectators and workers plus athletes, officials and the media (or the Games family). There will also be other visitors – people without tickets who come to London because it is hosting the Games. The table below

⁷ Visitors to the 2012 Olympic and Paralympic Games, NHS London, January 2011

⁸ Ibid, p7

⁹ ODA written submission, January 2011

¹⁰ Visitors to the 2012 Olympic and Paralympic Games, NHS London, January 2011

shows the estimated numbers of extra people, as published so far, and how they are expected to travel.

Estimated number of extra people making trips in London during 2012	How they are expected to travel
Games spectators – 550,000 – 600,000 on the busiest days of the 2012 Games.	Public transport, walking and cycling. 80 per cent of spectators are expected to use rail (including the Tube).
Games workers – 170,000.	Public transport, walking and cycling.
Games family – 82,000 comprising ¹¹ : - 18,000 athletes for Olympic Games (6,000 for Paralympics); - 5,000 technical officials; - 6,000 members of Games families; - 20,000 broadcast media; - 8,000 journalists/ photographers; and - 25,000 marketing partners.	Cars and buses via the ORN. They will be using a total of 5,407 vehicles (4,112 cars and 1,295 buses and coaches).

The estimated 550,000 – 600,000 spectators on the busiest days is ODA’s mid-range forecast. The ODA has developed high, central and low forecasts for spectators’ demand for public transport. All three scenarios had been drawn up on the basis that all tickets are sold and used. The variations relate to the numbers of spectators with tickets for more than one event on the same day, their length of stay in London and the propensity for them to travel into London on the day of competition. The ODA has published its central forecast as its best estimate based on current information.¹²

The number of visitors without tickets is another big unknown that will affect travel demand. Last year, the Assembly’s Health and Public Services Committee highlighted the potential for many ‘atmosphere’ tourists. At the Beijing Games in 2008 there were an estimated 660,000 such visitors. The number in London could be much higher. The capital is easily visited from continental Europe and a popular tourist destination. Many people could be attracted to visit in 2012 for the cultural activities associated with the Games. They might also come for events such as the Queen’s Diamond Jubilee celebrations.¹³

¹¹ 2012 press release, Games Lanes published to help keep the Games on time in 2012, 29 July 2010

¹² The ODA reports the high and low forecasts are also plausible outcomes but has not said what they are: ODA and TfL second written submission, updated January 2011, p3

¹³ Assembly Health and Public Services Committee report, ‘Business as usual? London’s emergency and health services’ preparations for the 2012 Games’, October 2010, p18

The ONS noted that hotel accommodation was a particular constraint on the number of Games-time visitors and there was likely to be some displacement of usual August visitors to London as a result.¹⁴

How are the estimates being used to prepare for the transport challenge?

The ONS has drawn together the available information and produced a range of estimates of Games-time population. This work suggests that the ODA estimates of the number of visitors are based on high assumptions. As NHS London notes in its summary of the ONS estimates, “the picture that emerges ... is rather more muted than has previously been the case”. While numbers in central London are estimated to be higher than usual for August “even the upper estimate is rarely more than five per cent above the annual average population levels”.

The ONS conclusions are not a reason for complacency. The challenge in transport terms is not just the overall numbers but the fact that large numbers of the August 2012 population will be travelling to the same place at the same time. The ODA’s Director of Transport summarised this at our meeting in January. Noting that estimates of around one million extra trips in the context of a daily average of 24 million trips was a “fairly low percentage”, he said: “The issue though is where people are wanting to go and what times they want to go, which is very different from normal”.

We are reassured by the fact that the ODA may be making high assumptions of the number of visitors and the associated level of demand. The difficulty of making accurate forecasts, and the consequences if the transport system cannot cope, very much supports a cautious approach that seeks to ensure there is sufficient capacity to meet the top range of assumptions.

When and where will the transport challenge be?

For a third of next year there is likely to be increased demand for transport. Transport for London (TfL) expects extra demand from the start of the Diamond Jubilee celebrations on Saturday 2 June 2012 until the closure of the Olympic Park on Friday 14 September 2012.

¹⁴ Visitors to the 2012 Olympic and Paralympic Games, NHS London, January 2011

TfL has described this period as “around 100 continuous days of extraordinary operation.”¹⁵

The increased demand for transport is expected to vary by area, day, time and mode. It will reflect the location of the different events taking place including the parts of London with competition venues. 22 of the 31 venues are in London. These include: eight venues at the Olympic Park; five at Excel; three at Greenwich; four in central London (Earls Court, Lord’s Cricket Ground, Hyde Park and Horse Guards Parade); and the venues in Wimbledon and Wembley.¹⁶ The demand will reflect where people travel from. It has been estimated that around 65–70 per cent of all tickets will be purchased by people in London and the South East.¹⁷ The demand will also depend on the timings of the different events including the schedule of competition for the 2012 Games.

Most extra trips are likely to take place in and around central London and the competition venues. Hugh Sumner, Director of Transport at the ODA, told the Committee “if you are in the suburbs the changes [to transport] will be relatively minor. In the centre of town where there are lots of roads events and cultural events going on, there will be a greater impact.” He said “one basic rule of thumb” was that “transport in the centre of town is going to be very, very busy indeed.”¹⁸

When will it be busiest?

Friday 3 August 2012 and Saturday 4 August (days 7 and 8 of the Olympic Games) are likely to be the busiest days. On these days, around 550,000 to 650,000 tickets will be available to spectators for venues across London. The ODA reported that on 3 August there would be an extra “one million people wanting to move around the place.”¹⁹ Alongside spectators, hundreds of thousands of people are expected to visit cultural events planned to celebrate the Games or the live sites where the 2012 Games will be televised. The ODA has reported that the proposed live sites at Hyde Park, Victoria Park and

¹⁵ TfL presentation on 2012 transport to London TravelWatch Board, 6 July 2010, p16

¹⁶ Olympic Transport Plan, December 2009, p86

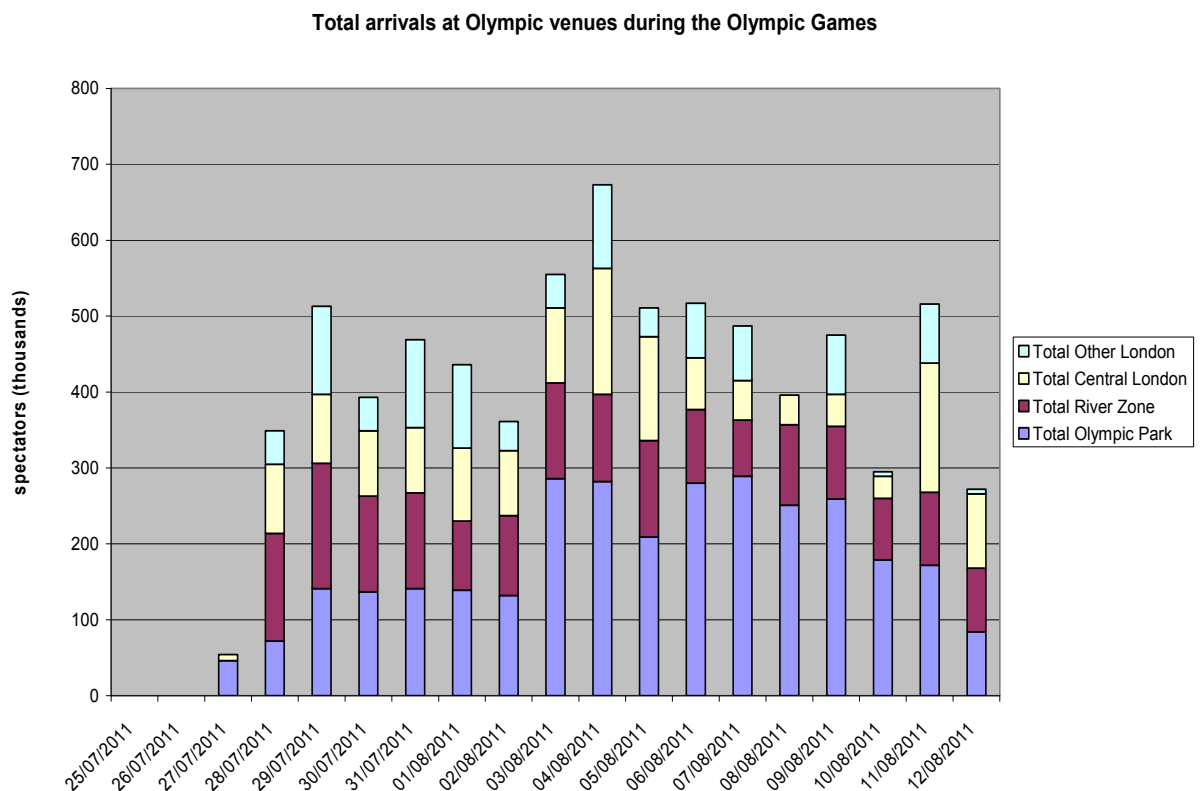
¹⁷ ODA, TfL and LOCOG written submission, January 2011

¹⁸ Transcript of Transport Committee meeting on 12 January 2011, p7

¹⁹ Transcript of Transport Committee meeting on 12 January 2011, p6

Potters Field in London could each attract up to 80,000 people which would have an impact on adjacent streets.²⁰

The graph below shows the estimated total arrivals at Olympic venues in London on each day broken down by groups of venues.²¹



Source: Visitors to the 2012 Olympic and Paralympic Games, NHS London, January 2011, table A2

Where will be affected?

It seems likely the entire transport system will be affected in 2012. As the Olympics Minister has commented, the system already operates near to capacity so it is not easy to absorb extra demand.²² Whilst on a good day the higher demand may be confined to a few “travel hotspots”, in the event of a broken down train or a security incident, there would be a wider impact. Demand for transport services

²⁰ Keep on running, ODA, November 2010, p17

²¹ The river zone category includes Excel; Greenwich Park; North Greenwich Arena; and Royal Artillery Barracks. The central London category includes Earls Court; Horse Guards Parade; Hyde Park; Lord’s Cricket Ground; The Mall and the Road cycling start/finish. Other London venues includes Wembley Arena; Wembley Stadium and Wimbledon.

²² As reported to Culture, Media and Sport Select Committee on 21 December 2010

elsewhere is also possible as people seek alternative ways to make trips. All regular users of the transport system are likely to notice differences in 2012.

Rail and Tube passengers will experience many more delays, crowding and queuing. The ODA expects significant delays of over an hour on the Central and Jubilee lines and the DLR network throughout the Games period if businesses and Londoners continue to use transport as they normally do. It suggests regular users avoid using these routes where possible.²³ This affects more than one million regular passengers. Over 500,000 people use the Central line each week day. It is a major east-west artery that serves 49 stations.²⁴ The Jubilee line is used by more than 650,000 people per week day and serves 27 stations.²⁵ The DLR is used by 250,000 people and serves 39 stations.

Road users will experience more congestion in summer 2012. The capital is the most congested city in Europe and much of this traffic is on main roads²⁶ that form part of the ORN. For example, the Blackwall Tunnel, the southern approach to which is the most congested junction in London.²⁷ An increase in bottlenecks and traffic jams seems inevitable. Bus passengers, cyclists, pedestrians, taxi passengers and private car drivers will take longer to complete their journeys.

The Committee has heard, though, that in order to lessen the impact, all planned weekend Tube and rail engineering works will be suspended during the summer of 2012. There will also be no planned roadworks on key road routes to Games venues.²⁸

The ODA has reported on 22 specific travel hotspot areas in the capital. They include the areas with the competition venues, major interchange stations and/or routes that link west and central London to the Olympic Park and other venues in the east. The eight main travel hotspot areas are: the West End, Westminster, Bank, the South Bank (Waterloo to London Bridge), Canary Wharf, Stratford and Canning Town, Liverpool Street and King's Cross St Pancras.²⁹ The

²³ As reported in detailed maps for 22 travel hotspot areas - <http://www.london2012.com/get-involved/business-network/travel-advice-for-business/are-you-in-an-affected-area/index.php>

²⁴ www.tfl.gov.uk/corporate/modesoftransport/londonunderground/keyfacts/13164.aspx

²⁵ www.tfl.gov.uk/corporate/modesoftransport/londonunderground/keyfacts/13172.aspx

²⁶ Over 30 per cent of traffic is confined to 5 per cent of the road network. TfL, Travel in London report 3

²⁷ TfL provided the top ten most congested junctions to the Committee for its investigation on congestion

²⁸ Transcript of Transport Committee meeting on 12 January 2011, p23

²⁹ ODA, Keep on Running, November 2010, p9

ODA has published detailed information on the implications of extra demand in each of the 22 travel hotspot areas, assuming businesses and Londoners continue to use transport as they normally do.³⁰

Many of the 22 travel hotspot areas are very congested parts of the capital. For example, Bank is one of the main travel hotspot areas and is already very busy. Since 2003, there has been a 43 per cent increase in the number of customers changing at Bank station. The number of passengers entering and leaving this station is up by about a third. The current usage is so great that TfL recently announced plans for a major scheme to ease congestion, though this will not happen until 2015 – three years after the 2012 Games.³¹

London Bridge is another travel hotspot area that is heavily used. London Bridge station currently receives around 300,000 passengers per day. This could increase by 50 per cent during the 2012 Games with an estimated 150,000 extra people using it each day.³² Network Rail is planning to redevelop London Bridge station to increase capacity and enhance passenger flows. However, this will not happen until 2018 – six years after the 2012 Games. In stations such as Bank and London Bridge, effective crowd control will be imperative in summer 2012. Victoria and King's Cross are also travel hotspot areas. At both stations, control measures are required almost every day during peak hours to manage the overcrowding and allow the station to operate safely.³³

Some organisations have raised concerns about travel hotspot areas. The London Borough of Camden has highlighted long queues outside King's Cross/St Pancras International station when Eurostar services were disrupted in December 2010. It questions if such queues could recur during the 2012 Games in the event of heavy demand.³⁴ The Excel Centre Ltd suggests there could be overcrowding at Canning Town station and raises concerns about the DLR's reliability.³⁵ Others have highlighted potential problems at Earl's Court where as many as 18,000 spectators could visit for the 2012 volleyball competition.³⁶

³⁰ <http://www.london2012.com/get-involved/business-network/travel-advice-for-business/are-you-in-an-affected-area/index.php>

³¹ <http://www.tfl.gov.uk/corporate/media/newscentre/archive/17824.aspx>

³² London 2012 travel advice to businesses conference in November 2010

³³ London Underground submission to the Transport Committee's investigation into the Passenger experience of the Underground, p 37, 2009, available from here.

³⁴ London Borough of Camden written submission

³⁵ Excel Centre Ltd written submission

³⁶ Letter from Mark Balaam, Chair of Eardley Crescent Residents Association, 2 March 2011

Conclusion

Accurately forecasting the level of demand for transport in London during the Games is difficult. While definitive numbers are inevitably hard to come by there is a general consensus that the scale of the 2012 transport challenge will be immense.

There will be unprecedented extra demand on parts of the network. Millions more people will want to make trips between June and September 2012 and at times of the day and in locations very different from usual. Whilst this extra demand might be most noticeable in the 22 travel hotspot areas, the whole transport system is likely to come under strain.

The Olympic Delivery Authority and Transport for London have made a good start in estimating numbers and identifying the areas where demand is likely to be highest. As 2012 tickets are sold and distributed, further detailed information about where people might travel from will be gathered and transport plans refined accordingly. Nevertheless, there will be particular challenges in a number of the hotspots identified as they are already some of the busiest parts of the network.

Meeting the 2012 transport challenge

Key observations

- Progress towards providing improved transport infrastructure has generally been good. Many of the planned improvements outlined in London's bid document have been delivered or will be in 2011.
- The delays to the upgrades on the Jubilee line remain an outstanding risk. This is a key route for the Games. Completion of the Jubilee line upgrade has slipped from December 2009 until spring 2011. TfL has reported it might not be completed until June.
- Despite being part of the original bid proposals to increase transport capacity, the Northern line upgrade will not be completed by the Games. However, it will have a full service in 2012.
- The target for reducing travel demand, involving one third of Londoners changing their usual travel habits, is very ambitious. The 2012 travel demand management programme will need to influence many businesses and individuals if it is to free up sufficient capacity on the transport network.
- Targets for cycling and walking could be increased and should be supported by initiatives to encourage these forms of transport. Spectators should also be encouraged to make more use of river services in so far as this is possible.
- The ORN could have a significant impact on all types of road users. It will involve many of London's major roads. A quarter of the ORN will include Games lanes which only the Games family will be able to use. More needs to be done to address concerns about the ORN.
- The accessibility of the transport network will be tested next summer. The Committee supports the actions now being taken to improve accessibility including the creation of "temporary" platform humps and ramps on the Tube network.

The demand for transport during the summer of 2012 is being met in two main ways.

1. Increasing supply through new transport infrastructure.

2. Reducing the usual demand for transport. The ODA reports non-essential journeys will need to decline significantly in certain areas by reducing, re-routing, re-timing or revising these trips.³⁷

Meeting the demand for transport will be difficult. Uncertainties about the actual levels of demand could be compounded by unexpected incidents. The ODA has said its future key challenges include managing demand from spectators and regular users and responding to unplanned events and change.³⁸ Recently there have been some changes in governance. As preparations for the 2012 Games move from planning to operational delivery, TfL has assumed responsibility from the ODA for the 2012 travel demand management programme, the ORN and the 2012 road freight programme.

The Committee has used its investigation to explore how the demand for transport will be met. It has also considered issues relating to the ORN and the accessibility of the transport network next summer.

Meeting the demand through new transport infrastructure

Some of the new transport infrastructure is in place but not all. The upgrade to the Jubilee line has yet to be delivered. The extension of the DLR from Canning Town to Stratford was due to be completed by 2010 but has now slipped until 2011.³⁹

The tables below summarise progress to date drawing on more than thirty transport improvements listed in London's bid document.⁴⁰ The first table covers the planned physical improvements to enhance performance and capacity by next summer. The second table covers the additional temporary improvements to be put in place for the 2012 Games. The ODA and TfL are responsible for delivering most of these improvements.

³⁷ ODA written submission to Committee, November 2011

³⁸ ODA written submission to Committee, November 2011

³⁹ The Newham Recorder, 18 February 2011

⁴⁰ Available from the London 2012 website at: <http://www.london2012.com/documents/candidate-files/theme-14-transport.pdf>. This document subsequently formed part of the host city contract with the IOC.

Table 1 – Planned physical improvements to be made to improve performance and capacity prior to 2012

Mode	Details of scheme (anticipated completion date)	Progress (new completion date)
Tube	Jubilee line upgrade (2009) Central line (2011) Northern line upgrade (2012) Extend Piccadilly line to Terminal 5 (2008) East London line Phase 1 (2010)	Delayed (2011) Completed signalling (2006) Delayed (2014) Completed Completed
Rail	Channel Tunnel Rail Link (2007) Great Eastern line (2009) London to Southend line (2006) West Anglia lines (2006) North London line (2011) Heathrow Express to terminal 5 (2008) London to Weymouth line (2006)	Completed Completed Completed Completed Completed Completed Completed
DLR	Upgrade entire network (2011) Extension to City Airport (2005) Extension to Woolwich Arsenal (2009)	Ongoing Completed Completed
Stations	Stratford International (2007) Ebbsfleet International (2007) King's Cross/St Pancras Int. (2007) including two new ticket halls in Tube station (2010) Stratford Regional (2010) Woolwich Arsenal (2009) West Ham (2011) Wembley Park (2006) Southfields station (2010) Green Park station (2011)	Completed Completed Completed Completed Completed Ongoing Completed Completed Ongoing
Roads	A13 (2004) M25 (Jctns 12; 15; Heathrow Spur) (2007) Olympic Park Loop Road (2009)	Completed Completed Completed
Bus	East London transit (2006)	Completed
Cycling	New routes (2011)	Ongoing
Walking	New routes (2011)	Ongoing
River	Improvements to Greenwich Pier (2011) Improvements to Tower Pier (2012)	Ongoing Ongoing

Table 2 – Additional temporary infrastructure to be installed for the 2012 Games

Mode	Details of scheme (anticipated completion dates)	Progress
Rail	Olympic Javelin special rail service (2012)	Ongoing
Park and ride/rail	5 park and ride sites (northern, southern, Eton, Wimbledon and Weymouth) and 1 park and rail site (southern) (2012)	Ongoing
Roads and parking	Olympic Route Network (2012) Olympic Park parking areas (2009)	Ongoing Completed
Bus	Olympic lines (2012)	Ongoing

The slippage with the Tube upgrades is a concern. The Jubilee line upgrade needs to be delivered as soon as possible because this is a key route for the 2012 Games and needs to be tested. When asked in February for the current anticipated completion date for this upgrade, TfL reported spring 2011 although this could mean as late as June.⁴¹ The postponement of the Northern line upgrade until 2014 may also cause problems. This upgrade was listed in the bid document as one of the five London Underground line schemes which would help increase capacity by around nine per cent.⁴²

Nevertheless TfL and the ODA have reported good progress on the delivery of new transport infrastructure. In July 2010, the ODA published its latest 'On Track' report. This highlighted that 75 per cent of the planned rail upgrades were now complete.⁴³ At this time, Peter Hendy, the Transport Commissioner, said TfL was on schedule to deliver its 2012 transport projects well ahead of the Games.⁴⁴ Shortly afterwards, TfL reported the Northern line upgrade was not part of the 2012 transport plans and would run a full service in 2012.⁴⁵ The Committee welcomes further information on how the extra capacity due to be delivered through the Northern line upgrade will be covered in 2012.

⁴¹ Transcript of Transport Committee meeting on 2 February 2011, p3

⁴² London's bid document listed these five schemes in relation to delivering an increase in capacity from 412, 745 passengers per hour in 2004 to 450,180 passengers per hour in 2012. See p119 of the document available at: <http://www.london2012.com/documents/candidate-files/theme-14-transport.pdf>

⁴³ 'Can public transport win gold?' New Transit, August 2010, p14

⁴⁴ London 2012 press release, 14 July 2010

⁴⁵ TfL press release, 2 August 2010

Much new infrastructure has been put in place since 2004. TfL has highlighted various improvements which will support people travelling next summer. These include: the extension of the DLR to London City airport in 2005; the addition of a seventh car to every Jubilee line train in 2006; the refurbishment of DLR rail cars in 2007; the DLR extension to Woolwich in 2009; the DLR upgrade from 2 car to 3 car (providing 50 per cent increase in capacity) in 2010; and the extension and reopening of the East London line Phase 1 in 2010.

In 2011, TfL expects to build on these improvements with the delivery of further schemes. These include: the Jubilee line upgrade; the redevelopment of stations on the North London line; the provision of step-free access at Green Park Tube station; and the DLR extension from Canning Town to Stratford. Further station modernisation on the Tube network will also continue into early 2012.⁴⁶

In January 2011, the ODA told the Committee that the good progress to date meant “another 18 months to shake things down, to test, to train and to prepare for the Games.”⁴⁷ Previous Games show the importance of delivering new transport infrastructure early. Transport for the Sydney Games was reportedly successful because improvements to infrastructure were completed in advance to allow testing of the system. Also, there was an oversupply of this transport infrastructure compared to demand. By contrast, at the Atlanta Games, where transport was widely considered a failure, there was no testing of the system. There was also too little transport provided to meet demand.⁴⁸

The Committee would welcome updates on the extent to which new transport infrastructure is being put in place to help meet the extra demand. Any future updates should include information on how the new infrastructure is being tested before it goes live next summer. They should also detail the contingency arrangements being put in place wherever improvements such as the Northern line upgrade are not delivered as planned.

⁴⁶ TfL submission to the Committee, October 2010

⁴⁷ Transcript of Transport Committee meeting on 12 January 2011, p4

⁴⁸ ‘Olympic transport planning – lessons for London’, presentation by Professor Graham Currie of Monash University, Melbourne, Australia to Centre for transport research, University of Aberdeen, 22 Jan 2008

Recommendation 1

The ODA and TfL should provide a report to the Committee in September 2011, with updates every three months thereafter, on progress with the delivery of the planned transport infrastructure for the 2012 Games. These reports should include details of:

- **how the new transport infrastructure has been tested and any changes as a result; and**
- **the contingency arrangements being put in place should transport infrastructure not be delivered as planned.**

Reducing the usual demand for transport

Ambitious targets have been set for reducing usual demand for transport during the 2012 Games. A 20 per cent reduction is being sought in addition to the usual 10 per cent reduction in traffic in London during August.⁴⁹ Around one-third of Londoners may need to change their usual travel habits.⁵⁰

Organisations have doubts this reduction can be achieved. London Councils told the Committee it was concerned about the sizeable reduction in background demand required to get the ORN to work.⁵¹ Sustrans has also questioned the ODA's assumptions arguing that Londoners may change their mind about leaving the capital during the Games when the Games start to be promoted heavily.⁵²

The ODA has said the targets are robust. Similar reductions in demand have happened in previous Commonwealth and Olympic Games. Moreover, of the one-third of Londoners who will have to change their usual travel habits, some 20–25 per cent would normally do different things over summer months. Summer 2011 will obviously provide a further opportunity to monitor levels of demand for transport. The ODA's Director of Transport told the Committee: "the issue is not so much whether they [Londoners] are staying in London [in 2012]; it is what they are doing. If they are not commuting and are

⁴⁹ ODA, TfL and LOCOG written submission, January 2011

⁵⁰ Transcript of Transport Committee meeting on 12 January 2011, p8

⁵¹ Transcript of Transport Committee meeting on 3 November 2010, p22

⁵² Transcript of Transport Committee meeting on 3 November 2010, p9

spectating that is great...The real challenge for us is to change people from suits into shorts.”⁵³

The ODA continues to review its predictions about demand. It has compared its assumptions about where spectators might travel from to information gathered during the pre-registration process for tickets. It told the Committee it would be using information gathered during the sale of tickets to recheck its forecasts. This may indicate where people buying tickets live but not necessarily where they might be travelling from. It is possible spectators from outside London will stay with friends and relatives in the capital and, therefore, make their trips from elsewhere. The ODA will also take into account the final schedule of competition. The ODA has told the Committee that the Olympic Transport Plan is now being revised and adjusted to take account of all recent developments. The final Plan would include more information on demand.⁵⁴

The Committee recognises the importance of continuing to review and revise forecasts. The Committee welcomes the intention to provide updated information on estimated demand in the final Olympic Transport Plan.

Recommendation 2

The final edition of the Olympic Transport Plan, which is due to be published in spring 2011, should set out the latest forecasts for demand for transport during the 2012 Games. It should include:

- **the full range of forecasts for the number of spectators (high, medium and low);**
- **the forecast number of other visitors (people without tickets);**
- **a breakdown of the forecast demand by day, mode and venue; and**
- **how much of the forecast demand is expected to be covered by increased capacity through new transport infrastructure and how much by reducing usual demand.**

⁵³ Transcript of Transport Committee meeting on 12 January 2011, p8

⁵⁴ Transcript of Transport Committee meeting on 12 January 2011, p9

The 2012 travel demand management programme

The 2012 travel demand management programme has now started. The programme will target businesses, spectators and Londoners in general to free up capacity on the transport system. The ODA began the programme in November 2010 with the launch of travel advice for businesses via a conference, a report and online resources. It wants businesses to change their call on transport in 2012 including how their staff make journeys and how they transport goods and services and receive deliveries.

Deloitte has shown the importance of engaging with businesses early to help reduce their demand for transport. Its survey in late 2010 found transport was businesses' biggest concern for the 2012 Games but few had begun to plan and prepare for any disruption.⁵⁵ Deloitte told the Committee that it was vital appropriate information was provided to businesses early to help them plan. It highlighted government advice to businesses for planning for a flu pandemic as an example of good practice.⁵⁶ More recently Deloitte has reported its research shows a third of large companies are now planning to allow staff to work flexibly during the 2012 Games.⁵⁷

The Committee has heard some concerns about appropriate travel advice reaching small businesses. The Federation of Small Businesses has criticised the lack of small business case studies in the information published so far. It has stressed that small businesses may find it more difficult to be flexible about their transport requirements and alter their supply timelines.⁵⁸ The East London Small Business Centre has asked if resources will be available to run dedicated engagement sessions with small businesses, which it considers essential.⁵⁹

Some temporary changes to the rules around night-time deliveries might help reduce businesses' demand for transport during the 2012 Games. In November 2010, the Road Haulage Association reported that discussions were taking place with London Councils regarding potential relaxation of the London Lorry Control Scheme in 2012. This Scheme limits deliveries Monday to Friday between 9pm and 7am and

⁵⁵ Deloitte survey November 2010

⁵⁶ Transcript of Transport Committee meeting on 3 November 2010, p10

⁵⁷ 'A third of UK companies set to increase flexible working', Deloitte press release, 13 March 2011

⁵⁸ Written submission and subsequent comments, January 2011

⁵⁹ Comments received in December 2010

on Saturdays between 1pm and 7am.⁶⁰ In January 2011, the ODA advised that a number of quiet night time delivery trials were now underway with TfL and London boroughs to see if it might be possible to transport freight differently during the 2012 Games.⁶¹ TfL has advised that relaxing some of the controls on overnight freight deliveries during next summer will only be possible if freight operators and distributors take innovative steps to minimise noise levels and other adverse effects on local residents and businesses.

The ODA's information on the 22 travel hotspot areas is helpful and there is potential to develop this further as the Games get closer. For example, the detailed maps and fact sheets for each hotspot area could set out the specific local bus services that will be affected. More detail could be made available about alternative transport options and routes to help people plan different journeys. As the 2012 travel demand management programme is rolled out such information could usefully be provided.

TfL is now overseeing the next steps in the 2012 travel demand management programme. This will include the provision of travel information to spectators as they purchase tickets from March to June 2011. By June 2011, when tickets are distributed, people should be able to plan and book online their journeys on public transport such as rail.⁶² Subsequently, in late 2011/early 2012, there will be a public awareness campaign to encourage Londoners to change their travel habits. Such public awareness campaigns have been a feature of preparations for previous Games.

The Committee recognises that not everyone will be able to change their usual journeys next summer. Many people will have to continue to work and therefore travel as normal including to shops, restaurants and hotels which will serve people coming to London for the 2012 Games. For other people, greater flexibility to alter travel habits might be possible. Those businesses which can do will need to alter their usual transport requirements. They will need to support their staff to work flexibly including from home to free up capacity on the transport system.

⁶⁰ Transcript of Transport Committee on 3 November 2010, p16

⁶¹ Transcript of Transport Committee on 12 January 2011, p12

⁶² Note of Transport Committee's site visit to Palestra on 18 February 2011

It is early days for the 2012 travel demand management programme. Work is now taking place with businesses to modify their transport requirements. It will be followed by advice for spectators and Londoners over the coming months. This programme is an important initiative if the transport system is to cope next summer. The Committee would welcome receiving further information on the programme to help understand the role it will play in meeting the 2012 transport challenge and monitor progress.

Recommendation 3

The final edition of the Olympic Transport Plan should include more information on the 2012 travel demand management programme. It should show:

- the specific targets or measures of success for this programme;**
- its impact to date including how many businesses have so far indicated that they will be changing their transport requirements next summer and the steps being taken to reach small businesses; and**
- the further actions that will be taken to help manage demand from spectators and Londoners.**

Walking and cycling during the 2012 Games

Demand for public transport in 2012 will be reduced by encouraging more walking and cycling. The ODA has told the Committee that it is now strongly promoting and providing for spectators to walk and cycle to all venues. It wants to see a significant increase in cycling and for the 2012 Games to become an example of best practice.⁶³ The ODA has reported that it wants “to try to tap into the four million people who live within 40 minutes push bike distance of a competition venue.”⁶⁴

The current published forecasts for the proportion of spectators who will walk or cycle are low. For example, just five per cent of spectators at the Olympic Park are forecast to walk or cycle⁶⁵; 2.5 per cent at the Excel; and two per cent at North Greenwich Arena and Greenwich

⁶³ ODA, LOCOG and TfL written submission, January 2011

⁶⁴ Transcript of Transport Committee meeting on 12 January 2011, p17

⁶⁵ ODA, LOCOG and TfL written submission, January 2011

Park.⁶⁶ The published forecast for the Olympic Park is low despite the planned roll-out of the cycle hire scheme to the edge of the Olympic Park. Some organisations including Sustrans, the London Borough of Tower Hamlets and the London Cycling Campaign have argued for more ambitious targets for walking and cycling in the final Olympic Transport Plan.⁶⁷

More walking and cycling could be encouraged in various ways. Sustrans has suggested holding large-scale led walks and rides along the new 2012 routes similar to the Mayor's Skyride events. It also suggests more publicity; 2012 sponsors or famous people should be shown walking and cycling to promote these modes to spectators. Another option might be the provision of incentives such as giving any spectators who walk or cycle priority entry or free food and drink.⁶⁸ The ODA has indicated that some of these suggestions may feature in future work including the active travel programme. This is due to be rolled out in summer 2011 in support of the 2012 walking and cycling routes.⁶⁹

Additional cycle parking may be needed if more spectators are to cycle. The London Borough of Tower Hamlets has suggested that the level of cycle parking planned for the Olympic Park may be insufficient. It reported that the ODA's prediction of 3,455 cyclists per day at the Olympic Park is 50 per cent greater than the number of cycle parking spaces at the two malls at the Park (2,200).⁷⁰ The ODA has since advised that on the busiest day at the Olympic Park 6,000 cyclists could attend across the whole day. It and TfL have highlighted that a total of 7,000 cycle parking spaces will be provided at this venue over three sites (the northern spectator mall, the southern spectator mall and Victoria Park). TfL suggests this should be sufficient to meet demand.

TfL has advised that plans also are being put in place for the delivery of additional temporary cycle stands at short notice should demand be higher than expected at any venue. Sustrans told the Committee the provision of more permanent cycle parking and way marking on cycle

⁶⁶ ODA Olympic Transport Plan p98 and p103

⁶⁷ Written submissions 2010/11

⁶⁸ Transcript of Transport Committee meeting on 3 November 2010, p18

⁶⁹ Further written information provided after the site visit on 18 February 2011

⁷⁰ London Borough of Tower Hamlets written submission

routes would be helpful. It could be relatively cheap to install yet leave a lasting legacy.⁷¹

The provision of more way marking to encourage spectators to walk may also be useful. In its report 'Walk this Way' (October 2010), the Transport Committee highlighted the expansion of TfL's on-street signage and mapping system, Legible London, as one of a number of actions that could be taken to encourage people to make more journeys by foot.⁷² In response, TfL has reported on its work to expand Legible London including to the Olympic Park and surrounding area before next summer. TfL commented that this could help alleviate demand on the public transport network during the Games.⁷³

The information provided to the Committee suggests there is scope to promote walking and cycling more aggressively between now and the 2012 Games. The Committee would welcome further exploration of the potential to increase the numbers of spectators using these modes next summer including the scope to introduce more cycle parking and wayfinding signage for people walking and cycling to venues.

Recommendation 4

The final edition of the Olympic Transport Plan should provide an update on the action being taken to encourage more walking and cycling and include more challenging targets.

River services during the 2012 Games

Spectators could also be encouraged to make greater use of river services. British Waterways has argued this is one of the quickest, safest and most reliable transport options for the 2012 Games.⁷⁴ The Olympic Transport Plan includes the use of river services for some venues such as Greenwich Park where seven per cent of spectators are expected to use river services on some days.⁷⁵ However, for other venues such as the Olympic Park, it is not part of the transport plans.

The ODA told the Committee that it was planning for use of river services where possible. This is a key form of transport for venues at

⁷¹ Transcript of Transport Committee meeting on 3 November 2010, p19

⁷² 'Walk this Way', Transport Committee report, October 2010, p36

⁷³ TfL response to Transport Committee report 'Walk this Way', January 2011, p7

⁷⁴ British Waterways written submission, October 2010

⁷⁵ Olympic Transport Plan, p108

Greenwich Park, North Greenwich and Woolwich Arsenal. However, river transport could never form a means of mass transport. The ODA has reported that the river “will be part of a great day out rather than a means of moving 30,000 people per hour which is what an Underground line can achieve.”⁷⁶ Nevertheless, the ODA has secured enhanced and pre-bookable river services for spectators with enhanced accessibility. It is also funding enhancements to Greenwich and Tower Piers.

The Mayor has said he wants to see greater use of the river Thames during the 2012 Games. This builds on his river concordat – an agreement between relevant authorities including the ODA to improve the use of river services.⁷⁷ In 2009, the Mayor reported that he wanted a coordinated river service during the summer of 2012. He also reported that, although the waterways around the Olympic Park could not support high-speed transport services, the opportunity to provide cruises in this area was being explored.⁷⁸ Any additional use of waterways around the Park during the Games would need to be agreed with the Metropolitan Police Service and take into account any security issues.

The Committee supports the aspiration for greater use of river services next summer in so far as this is possible. The 2012 Games provides an excellent opportunity to promote this form of transport.

Recommendation 5

The final edition of the Olympic Transport Plan should provide an update on the work taking place to maximise the use of river services during the 2012 Games. The development of river services should form part of the 2012 transport legacy.

The impact of the Olympic Route Network (ORN)

Reducing usual road traffic will be especially challenging given the ORN will decrease road space. A map showing the ORN is set out at Appendix 2.

⁷⁶ Transcript of Transport Committee meeting on 12 January 2011, p21

⁷⁷ Mayor of London, ‘By the River’, April 2009, p6

⁷⁸ Mayor of London, ‘By the River’, April 2009, p6

The ORN will be open to all road users but around one quarter of the ORN will include Games lanes⁷⁹ that can only be used by the Games family. These Games lanes will be painted white and located on the off side of roads. They will only be used for fixed and specific periods of time, where and when they are needed to meet journey time commitments made to the IOC. In some locations the Games lanes will result in the temporary suspension of existing bus lanes.

Where Games lanes are present they will reduce the amount of road space available to existing road users. For the rest of the ORN, all road space will be available but there will be changes. These include temporary junction alterations, road restrictions e.g. bans on turns and parking, and the temporary removal of 51 pedestrian crossings. The ORN will therefore affect all types of road user.⁸⁰

Many London boroughs have raised concerns about the potential impact of the ORN. These include Tower Hamlets, Hackney, Islington, Enfield and Camden. Many have suggested traffic on local roads could worsen. For example, the London Borough of Hackney highlighted that the proposed gating at the junction of Homerton Road and Ruckholt Road in order to give priority to traffic flow on the ORN could affect local residents and businesses.⁸¹ The London Borough of Tower Hamlets reported that a proposal to ban all right turns on and off The Highway through Wapping could be very detrimental to local road users.⁸²

Recently there has been some progress in the development of the ORN in conjunction with London boroughs. In November 2010, London Councils told the Committee that the ODA and TfL needed to provide detailed traffic modelling information on the ORN at the earliest opportunity so it was not too late for boroughs to assess the impact and work out any alternatives.⁸³ Two months later, TfL reported it was now working closely with London boroughs on the detailed designs. These would be published for consultation in four tranches from February to July 2011.⁸⁴

⁷⁹ The ORN will comprise in total 340km of running lane of which 90km will be Games lanes.

⁸⁰ Note of Transport Committee's site visit on 18 February 2011

⁸¹ London Borough of Hackney written submission January 2011

⁸² London Borough of Tower Hamlets written submission November 2010

⁸³ Transcript of Transport Committee meeting on 3 November 2010, p32

⁸⁴ Transcript of Transport Committee meeting on 12 January 2011, p40

Nevertheless, the ORN could have a huge impact on the capital. It will involve many of London's major roads including Embankment. Whilst the core ORN comprises just 2.6 per cent of London's roads, there is also a venue ORN (for use when venues are in operation), training ORN (to connect training venues to competition venues) and an alternative ORN (for use when there are disruptions on the core network). TfL told the Committee that when 2012 road events are taking place there could be a need to operate the alternative ORN as well as the core ORN on the same day. If the ORN is not free flowing, TfL will control traffic signals on other roads to hold traffic away.⁸⁵

Recently it has emerged that the ORN could have a detrimental impact on air quality. Following the publication of the ODA's revised Strategic Environmental Assessment of the Olympic Transport Plan, it has been reported that 2012 related traffic could result in the UK being fined up to £300 million by European authorities for breaching air quality standards.⁸⁶ The publication of the Assessment follows a recommendation from the Assembly's Environment Committee. In December 2010, it highlighted issues about the potential adverse impact on air quality of Games-related traffic and the need to model the potential impact of the ORN so mitigating measures could be considered. The Environment Committee recommended the revised assessment, with the modelling of Games-related traffic and emissions, be published in time to inform consultations on the ORN.⁸⁷

How can these effects be mitigated?

The Games family should be using other transport where possible to help alleviate concerns about the ORN. As shown earlier in this report, the Games family of 82,000 people not only includes athletes and officials but also 6,000 members of Games families and 25,000 marketing partners. Some organisations, such as London Councils, have in the past called for a reduction in the size of the Games family which they consider could help to limit the extent of the ORN.⁸⁸ However, TfL has advised an ORN which provides routes to and from venues and locations in London would still be necessary irrespective of the size of the Games family. The Assembly has also heard from LOCOG that the ORN is important for a properly functioning 2012

⁸⁵ Note of Transport Committee's site visit on 18 February 2011

⁸⁶ Letter from Clean Air for London Campaign to Mayor as Chair of TfL and ODA, 8 April 2011

⁸⁷ London Assembly Environment Committee report, *Going for Green*, December 2010, p33-34

⁸⁸ Transcript of Transport Committee meeting on 3 November 2010, p32

Games.⁸⁹ In January 2010, the Mayor announced that, following discussions, the IOC had said it would encourage members of the Games Family to use London's transport system where possible.⁹⁰

The publication of more basic information about the ORN might also be helpful. To date, quite detailed and technical information has been published which might not be readily accessible to most Londoners. Future publicity about the ORN should include details of how long it will be in place, its hours of operation (TfL has suggested this is likely to be 6am to 11pm) and the penalty charges for breaching it.

Enforcing the ORN

London Councils has highlighted the limited resources available for enforcement of the ORN and the problems this may cause. Whilst the ODA would pay London boroughs for on-street enforcement by their staff, there was no provision for CCTV enforcement to address infringements involving moving traffic. In addition, the limited resources might mean any vehicles parked on the ORN were towed to nearby streets rather than away from an area altogether.⁹¹ London Councils and the Road Haulage Association have highlighted the potential for confusion if penalty charges for breaches of the ORN and existing traffic regulations are different.⁹²

TfL has stressed its desire to ensure compliance with the ORN through communication. It intends to start operating the ORN before July 2012 so drivers are familiar with it. It will not, though, enforce any penalty charges during this period. Alongside London borough officers, TfL will deploy 300 traffic Police Community Support Officers whom it hopes will act as a deterrent. TfL has acknowledged that the deployment of these staff will draw resources away from other parts of London.⁹³

The Committee has heard concerns about the potential impact of the ORN on London. The Committee recognises that this is a key feature of the 2012 transport plans to ensure the Games family can move around the capital. However, it is important

⁸⁹ Transcript of Assembly plenary meeting on 8 December 2010, p6

⁹⁰ Mayor's press release. See http://www.london.gov.uk/media/press_releases_mayoral/london-mayor-urges-ioc-use-public-transport-well-olympic-network-during

⁹¹ Transcript of Transport Committee meeting on 3 November 2010, p22

⁹² Transcript of Transport Committee meeting on 3 November 2010, p23

⁹³ Note of Transport Committee's site visit on 18 February 2011

that it does not unnecessarily affect Londoners. Every opportunity should be taken to mitigate its impact including encouraging Games family members to use other transport where possible.

Recommendation 6

The final edition of the Olympic Transport Plan should provide an update on the likely impact of the ORN on all road users in London and the steps being taken to mitigate this impact. It should state on what date the 51 pedestrian crossings which will be temporarily removed will be reinstated. The Plan should also address the concerns raised by London Councils and others about enforcement of the ORN.

Accessible transport during the 2012 Games

The accessibility of the transport network will be tested next summer. The ODA has estimated that some seven per cent of spectators will have some difficulty using stairs and escalators. A further one per cent will be unable to use them at all. In effect, there could be more than 23,000 spectators with reduced mobility seeking to travel on the busiest days of the 2012 Games.⁹⁴

The ODA has ambitious goals for improving the accessibility of public transport through the 2012 Games. It wants to “empower disabled people to make full use of public transport to travel to the Games” and for them “to continue to use it afterwards.”⁹⁵ The ODA is seeking to realise these aims by some improvements to infrastructure and by creating a “Games network of accessibility.” This network will link up all accessible rail and road options including community transport vehicles. It will provide transport for people with reduced mobility to travel from main transport hubs to venues. The ODA will work to encourage people to use this network.⁹⁶

There are risks these aims will not be realised. Transport for All is especially concerned about the Tube because few stations have step-free access. It has also questioned the impact of reductions in ticket office staff on the availability of staff to assist people to travel during

⁹⁴ London 2012, Accessible Transport Strategy, May 2008, p10

⁹⁵ London 2012, Accessible Transport Strategy, May 2008, p5

⁹⁶ Transcript of Transport Committee meeting on 12 January 2011, p44

the 2012 Games.⁹⁷ Transport for All called for publication of the “Games network of accessibility” at the earliest opportunity so people with reduced mobility could start to plan their trips.⁹⁸

The Committee’s recent investigation into accessibility showed that people with reduced mobility face significant barriers when travelling. For example, only around a quarter of Tube stations and one-third of rail stations have step-free access from station to platform.⁹⁹ The Committee found that, in the absence of major infrastructure improvements, some small-scale actions could be taken to improve accessibility. Its recommendations included allowing the use of manual ramps on the Tube and providing more information about accessibility on TfL’s online Journey Planner.¹⁰⁰

TfL and ODA have taken on board some of the Committee’s findings. TfL is exploring the creation of “temporary” ramps and platform humps on certain parts of the Tube network by 2012.¹⁰¹ TfL has stressed that, in this instance, “temporary” could mean for up to 20 years and these ramps and humps would not be removed after the 2012 Games.¹⁰² The ODA is now developing a specific journey planner for people with reduced mobility which will provide more detailed information on accessibility.¹⁰³

The 2012 transport plans also include ‘The Last Mile’ programme which will provide shuttle buses for people with reduced mobility to travel from main transport hubs such as central London stations to venues.¹⁰⁴ In addition to this provision, there may be a need for dedicated transport within large venues such as the Olympic Park.

The Committee supports the actions being taken to improve the accessibility of public transport for the 2012 Games.

⁹⁷ Transcript of Transport Committee meeting on 3 November 2010, p35

⁹⁸ Ibid

⁹⁹ Transport Committee’s report on accessibility, November 2010

¹⁰⁰ Ibid

¹⁰¹ Transcript of Transport Committee meeting on 12 January 2011, p44

¹⁰² Written information provided in February 2011

¹⁰³ Transcript of Transport Committee meeting on 12 January 2011, p45

¹⁰⁴ Transcript of Transport Committee meeting on 3 November 2010, p27

Recommendation 7

The final edition of the Olympic Transport Plan should provide an update on the measures being taken to improve accessibility. This should include details of:

- **the plans for staffing the transport system during the summer of 2012;**
- **the locations of temporary ramps and platform humps; and**
- **an update on the plans for transporting people with reduced mobility from main transport hubs to venues and within large venues such as the Olympic Park.**

Conclusion

A major failure of the transport system during the 2012 Games would have huge consequences for the way the London Games are remembered and for the long-term reputation of the capital. Reducing the risk of this happening is therefore central to the preparations.

Transport is a risk that was identified prior to London being awarded the Games. Next summer millions of extra people will want to use London's transport system. This is a system that already operates close to capacity and cannot easily absorb extra demand. Regular users are likely to experience more overcrowding and queuing. At the worst they could face major delays of more than an hour on public transport or severe road congestion.

New transport infrastructure is now being delivered to help meet the demand. The extension of the DLR, the upgrade of the North London line and the redevelopment of Stratford regional station will help to transport spectators to the competition venues. In the longer-term such schemes will benefit the capital by enhancing its transport provision.

New transport infrastructure is only part of the story. There will also be a need to reduce normal demand to free up capacity. One-third of Londoners may need to change their travel patterns.

Meeting the 2012 transport challenge will involve a massive co-ordinated effort between all the organisations involved. Much work has already happened and more actions will be taken in the year ahead. The Committee welcomes the progress to date and supports the ongoing efforts. It has used this report to highlight some areas where more work could be done to get the most out of the transport system next summer and help manage demand.

The Committee will continue to monitor the delivery of 2012 transport plans in the year ahead. It will review the issues it has raised in this report after the final edition of the Olympic Transport Plan is published in spring 2011.

Appendix 1 Recommendations

Recommendation 1

The ODA and TfL should provide a report to the Committee in September 2011, with updates every three months thereafter, on progress with the delivery of the planned transport infrastructure for the 2012 Games. These reports should include details of:

- how the new transport infrastructure has been tested and any changes as a result; and
- the contingency arrangements being put in place should transport infrastructure not be delivered as planned.

Recommendation 2

The final edition of the Olympic Transport Plan, which is due to be published in spring 2011, should set out the latest forecasts for demand for transport during the 2012 Games. It should include:

- the full range of forecasts for the number of spectators (high, medium and low);
- the forecast number of other visitors (people without tickets);
- a breakdown of the forecast demand by day, mode and venue; and
- how much of the forecast demand is expected to be covered by increased capacity through new transport infrastructure and how much by reducing usual demand.

Recommendation 3

The final edition of the Olympic Transport Plan should include more information on the 2012 travel demand management programme. It should show:

- the specific targets or measures of success for this programme;
- its impact to date including how many businesses have so far indicated that they will be changing their transport requirements next summer and the steps being taken to reach small businesses; and
- the further actions that will be taken to help manage demand from spectators and Londoners.

Recommendation 4

The final edition of the Olympic Transport Plan should provide an update on the action being taken to encourage more walking and cycling and include more challenging targets.

Recommendation 5

The final edition of the Olympic Transport Plan should provide an update on the work taking place to maximise the use of river services

during the 2012 Games. The development of river services should form part of the 2012 transport legacy.

Recommendation 6

The final edition of the Olympic Transport Plan should provide an update on the likely impact of the ORN on all road users in London and the steps being taken to mitigate this impact. It should state on what date the 51 pedestrian crossings which will be temporarily removed will be reinstated. The Plan should also address the concerns raised by London Councils and others about enforcement of the ORN.

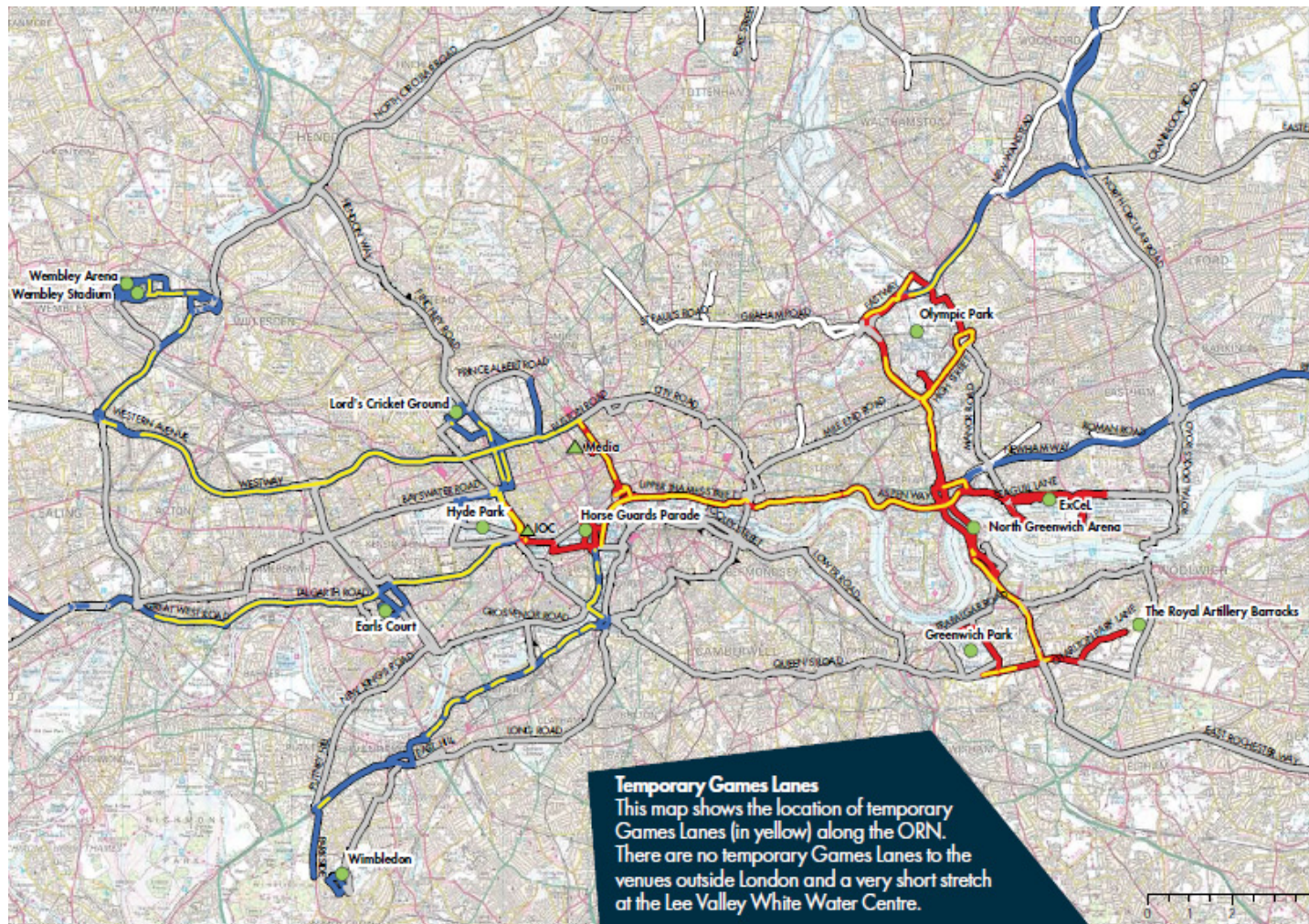
Recommendation 7

The final edition of the Olympic Transport Plan should provide an update on the measures being taken to improve accessibility. This should include details of:

- the plans for staffing the transport system during the summer of 2012;
- the locations of temporary ramps and platform humps; and
- an update on the plans for transporting people with reduced mobility from main transport hubs to venues and within large venues such as the Olympic Park.

Appendix 2 Map of Olympic Route Network (ORN)

This map gives an overview of the ORN in central London. The ORN core route is shown in red, the ORN venue specific route is shown in blue, the ORN training route is shown in white, and the alternative ORN is shown in grey. The location of temporary Games lanes along the ORN is shown in yellow. Further maps and information about the ORN are available online at: www.london2012.com



Appendix 3 Stages in the investigation

The Committee held two public meetings for this investigation.

- On 3 November 2010 it heard from, and questioned, the following guests: Nick Lester, Corporate Director – Services, London Councils; Carl Pittam, London Regional Director, Sustrans; Rick Cudworth, Head of Business Continuity & Resilience, Deloitte; Chrys Rampley of the Road Haulage Association; and Faryal Velmi, Director, Transport for All.
- On 12 January 2011 it heard from, and questioned, the following guests: Hugh Sumner, Director of Transport, ODA; Garrett Emmerson, Chief Operating Officer, London Streets, TfL; Graham Jones, Head of the ORN Programme, TfL; and Richard George, Director of Transport, LOCOG.

The Committee undertook a site visit on 18 February 2011 to TfL's Surface Transport and Traffic Operations Centre (STTOC). The site visit included presentations on the 2012 Transportation Co-ordination Centre that will be co-located with the SSTOC and on the ORN.

The Committee received written views and information from over 20 organisations. The organisations included: ODA; TfL; LOCOG; London Councils; the London Boroughs of Camden, Hackney, Enfield, Islington, Redbridge and Tower Hamlets; East London Small Business Centre; Excel Centre Ltd; Federation of Small Businesses; RMT; London Cycling Campaign; Sustrans; MPA; Living Streets; British Waterways; British Retail Consortium; and Eardley Crescent Residents' Association.

The transcripts of the meetings, a note of the site visit, and the written submissions are available to view online:
<http://www.london.gov.uk/assembly>

This investigation follows up previous work on 2012 transport. On behalf of the Assembly, the Transport Committee wrote to the ODA in May 2007 in response to its consultation on an earlier edition of the Olympic Transport Plan.

For more detailed information on 2012 transport, visit the London 2012 web site: <http://www.london2012.com/making-it-happen/transport/index.php>

Appendix 4 Orders and translations

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Hindi

यदि आपको इस दस्तावेज़ का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

Bengali

আপনি যদি এই দলিলের একটা সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে ফো করবেন অথবা উল্লেখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

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Arabic

الحصول على ملخص لهذا المستند بلغتك،
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الإلكتروني أعلاه.

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