

The Business of the Games

The opportunities for small and medium sized London firms
arising from the 2012 Olympic and Paralympic Games

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Greater London Authority
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Chair's foreword



Last year, London won the contest to host the 2012 Olympic and Paralympic Games. Great emphasis was put on the concept of 'legacy'. In other words, the Games would create lasting benefits for London in all sorts of ways. One important aspect of this legacy is the lasting economic benefit the Games would bring to London – before, during and after.

If this vision of economic regeneration is to become a reality, we must ensure that London's small and medium sized enterprises are not overlooked but get a piece of the action. If multinational companies use their know-how and muscle to win most of the contracts, we risk many of the economic benefits going elsewhere.

Of course, we need to be realistic. Smaller businesses do not necessarily have all the capabilities or the capacity we need to create a successful Games. But while they may not be able to win major contracts, they should still have the opportunity to win many of the subcontracts and specialist tenders.

We need to ensure that London's small and medium-sized enterprises are supported throughout the tendering process, by being given timely information and advice. The Games needs a robust tendering procedure but this must not become a bureaucratic impediment. We need targets and continuous monitoring to ensure that our policies are effective, and the Mayor must ensure that all stakeholders recognise and understand the importance of involving London's small businesses.

We do not need to re-invent the wheel. We can draw on the experience of the 2000 Sydney Olympics and the 2002 Manchester Commonwealth Games. London's business community also has a wealth of experience and advice.

London promised a lasting legacy as part of its Bid – it won't deliver the necessary economic regeneration unless small London firms are fully involved.

A handwritten signature in black ink, reading 'Dee Doocey'.

Dee Doocey AM
Chair of the London Assembly's
Economic Development, Culture, Sport and Tourism Committee

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1. Executive summary

The London Olympic Bid was heavily promoted by the Mayor for the economic benefits it would bring and its ability to regenerate a deprived area of London. Now that the preparations for the London Olympic and Paralympic Games are underway, the challenge is to make sure that these commitments are delivered.

One of the key ways of achieving an economic legacy for the capital will be through the involvement of small London firms within the multi-billion pound procurement process supporting the Games.

If small London businesses are to compete effectively with the major multinational corporations then they will need help and support. Small firms in London are not asking for an unfair advantage but they do want a level playing field. Small companies will never be able to compete for the major contracts but with careful planning and support they should be able to win subcontracts and smaller specialist tenders.

It is well recognised that small firms face significant barriers when bidding for public contracts. These can include a lack of information, capacity constraints and problems with bureaucracy. Yet, there are also examples of good practice both within London and around the world where small firms have benefited from major developments. These case studies show what can be achieved with dedicated support and the lasting benefits that this brings to the host city.

In order to ensure that small and medium sized London firms have a fair chance to win Olympic contracts, the following recommendations need to be implemented:

- There should be a dedicated 'one stop shop' for information on all Olympic businesses opportunities. This should be run by business for business, with funding provided by the London Development Agency.
- The Olympic Delivery Authority should introduce a system of pre-qualification for firms wishing to bid for Olympic work. This should take the form of an 'Olympic Mark' for small businesses that meet the Olympic requirements.
- Targets need to be set for the involvement of small businesses and these must be actively promoted and regularly monitored.

Although 2012 might seem a long way away, it is essential that these recommendations are acted upon quickly. The Committee appreciates the cooperative spirit shown by the Games organisers. We recognise that many of their plans are still being finalised and we trust that our report will make a positive contribution to their work programmes.

2. Introduction

Few of us can forget the excitement, on Wednesday 6 July 2005, when London won the right to host the Olympic and Paralympic Games in 2012.

The London Olympic and Paralympic Games will be a great sporting spectacle but also a massive business opportunity for London firms. Even though 2012 might appear to be a long way off, it is important that effective plans and processes are now put in place to ensure that the benefits promised to London are delivered.

A successful Games is not just about sport but about ensuring that the event brings the promised regeneration and a lasting legacy. One of the ways of achieving this will be through the involvement of London businesses, particularly the small and medium sized enterprises that make up the backbone of the London economy.

If small London businesses are to compete effectively with the major multinational corporations then they need to be supported. No-one is suggesting that small firms be given an unfair advantage but they need to have a fair chance to win Olympic contracts. The alternative, as noted by the Federation of Small Businesses, is that the Games will be little more than another opportunity for multinationals, leaving little financial benefit for London, its people and its businesses.

It is of course important not to raise small businesses' expectations unrealistically. Whilst small London firms can never win the main multi-million pound Olympic contracts, they can benefit from the subcontracts and smaller specialist tenders provided they are supported. There is an enthusiasm amongst small firms to be involved with 'the greatest sporting show on earth' and the Games organisers must tap into this.

The Economic Development, Culture, Sport and Tourism Committee welcomes the assurance from the major stakeholders that they wish to engage small and medium sized enterprises in the delivery of the London Olympics. We recognise that stakeholders' plans are still being finalised and we trust that the recommendations of the Committee will be received as a positive contribution to the planning process.

The following chapters set out some of the main barriers that small firms will face as well as making a number of recommendations for how these could be overcome.

3. Background

‘Every sector of the economy will benefit from the staging of the Olympic Games.’

The London Bid Book

The London Olympic Bid was heavily promoted by the Government and the Mayor as a significant opportunity to regenerate a deprived area of London, including the creation of business and employment opportunities for local people. Research commissioned by the Government after London won the Games estimated that the Olympics will bring an additional boost to the London economy of £5.9 billion from 2005 to 2016.¹

During the successful bidding process, there was active engagement with the London business community, through the 2012 Business Forum. This has led to the strong expectation that London firms will benefit directly from the London Games. Research undertaken by the London Chamber of Commerce² shows that there remains strong business support for the London Olympics with almost nine out of ten firms expecting to benefit from the Games.

Despite these expectations, the Department for Culture, Media and Sport has stated that, ‘the bid made no specific commitments relating to local businesses’. Nevertheless, the bid did contain specific commitments that the Games would help regenerate the Olympic area. The five Olympic Boroughs³ believe that genuine and sustainable regeneration will only happen if local firms and local people benefit from the development work.

The importance of involving small firms is demonstrated by the make-up of London’s economy. This is heavily dependent upon small and medium sized enterprises. Ninety nine per cent of London firms employ fewer than 50 people and this accounts for over a third of all employment in London. The turnover of companies in London with fewer than 50 staff is estimated to be almost £200 billion, which is equivalent to 35 per cent of the total for London⁴.

As the Association of London Government noted, small businesses are an important sector of the business community and getting them involved in contracts for the Games will assist in spreading the benefits across London.

It is important to remember that the voluntary and community sectors make up a significant percentage of London’s small businesses. The London Voluntary Sector Council reported that there are over 40,000 voluntary and community groups in London, employing more than 200,000 people. In Hackney, Tower Hamlets and Newham there

¹ Olympic Games Impact Study. Department for Culture, Media and Sport /PricewaterhouseCoopers, December 2005

² A Sporting Chance – London Chamber of Commerce, October 2005

³ The five Olympic Boroughs are Newham, Hackney, Tower Hamlets, Waltham Forest and Greenwich. They are working together to help coordinate their Olympics related projects.

⁴ Small Business Service. Small and Medium Sized Enterprises statistics UK and the regions 2003.

are around 3,500 voluntary and community organisations with an income of £585 million and employing 14,350 staff⁵. These bodies, many of which provide training, services and economic development, often have good links with local communities and can be an effective means of supporting groups that are hard to reach. Effective partnerships with the voluntary sector will help to strengthen the legacy of the London Olympic Games.

Given that local business involvement will be an essential component in providing the promised regeneration to the local area, it is important to consider who will be responsible for ensuring that this happens.

The Committee heard from the interim Olympic Delivery Authority that its 'top priority in terms of targets is, honestly, to make sure we build the Games on time, to budget, of the right quality and with a sustainable legacy.' Indeed these priorities are effectively enshrined by the legislation that formally establishes the Olympic Delivery Authority. Similarly, the London Organising Committee of the Olympic Games has a prime responsibility to prepare for and stage the Games.

This prioritisation of delivering the Games on time means that there could be a temptation for the organisers to work with major multinationals with a proven track record in delivering previous Olympics. These multinationals will often have their supply chains⁶ already in place meaning that there is a risk of local businesses being excluded. However, the Committee is firmly of the view that it is possible to involve local firms and still deliver the Games to schedule.

The evidence received by the Committee showed that the London Development Agency and the London boroughs will need to have a key role in ensuring the delivery of the wider benefits of the Olympics to London. In many respects this is where the major challenge of the Olympics will rest. Few people doubt that the Games will be delivered on time – failure in that regard is unthinkable – but there are valid concerns that the wider benefits may not be fully realised.

The Committee is encouraged that within days of the bid decision, the London Development Agency agreed that 'realising the benefits' would be one of its main Olympic related priorities. As the economic regeneration agency for London, the London Development Agency is committed to leading the delivery of the business, employment and wider economic benefits from hosting the Games in partnership with local communities, business and other organisations. This will require close working relationships with the Games organisers.

⁵ Empowering East London, East London Voluntary Sector Alliance 2004

⁶ The supply chain can be defined as the sequence of steps, often done in different firms and/or locations, needed to produce a final good from primary factors, starting with processing of raw materials, continuing with production of perhaps a series of intermediate inputs, and ending with final assembly and distribution.

The London Development Agency is already running a number of programmes to support London businesses and especially small and medium sized enterprises. A pilot London Supply Chain Programme was run by the Agency in 2005.

This aimed to open up supply chain opportunities for small businesses in London so that they could benefit from larger contracts. An evaluation of this pilot programme⁷ showed 'significant competitive improvement' in the firms involved. The programme saved and created 85 jobs, retained over £3 million of existing business and enabled over £4 million of new business for the firms involved.

In addition, the Agency is also supporting 'meet the buyer' events which bring together small firms with major contractors. These have been shown to work successfully at large infrastructure developments like the new Terminal Five at Heathrow.

The businesses themselves will need to take an active role in order to ensure that they benefit from the Olympic opportunities. They will need to actively promote themselves and ensure that they offer quality services at competitive prices. Many small businesses will need to improve their capacity and processes in order to ensure that they are well placed to benefit from the Games. There will also be a key role in supporting small businesses for the existing business clubs, such as the London Chamber of Commerce, the Federation of Small Businesses and the Confederation of British Industry.

Whilst the focus is often on the benefits that the Olympics will bring to London, there will also be negative impacts. The London Borough of Newham told the Committee that,

*'Newham is likely to lose over 200 businesses and several thousand jobs as a result of business relocations over the next two years... it will be impossible to avoid a net loss of business space in Newham.'*⁸

The Games organisers and the London Development Agency will need to work hard to minimise the negative affect of this loss of businesses in the Olympic area. Given the long-term loss of businesses in the immediate Olympic vicinity, it is even more essential that there is a long-term plan to ensure that the additional economic benefits of the Games are sustained beyond 2012. This will require careful planning by the businesses and the various agencies promoting economic regeneration.

⁷ Pera Neville Clarke and London Development Agency, London Supply Chain Pilot Program Report, 7 July 2005.

⁸ London Borough of Newham written submission to the Committee, October 2005.

4. Barriers and solutions

During the course of our investigation we heard that there will be a number of barriers that small firms will face in their attempts to gain Olympic related work. However, from the submissions received there is a general consensus that small companies should be supported to ensure that they have a fair chance to benefit from the Games.

The Committee received a number of helpful suggestions on how best to minimise the barriers that small firms face and maximise their opportunities. There is already a large body of experience within the boroughs, the public sector and commercial operators about how to maximise involvement from local firms and small businesses in major infrastructure programmes. The Committee heard from Canary Wharf's Local Business Liaison Office on its excellent work in promoting local businesses. The Games organisers need to make the most of this existing experience as they develop their plans.

The following sections highlight some of the key areas where concerted and dedicated support from the Olympic stakeholders could make a real difference to the chances of smaller London firms benefiting from the London Olympics.

a) Capacity

Many small firms will never be in a position to bid for the major Olympics contracts due to their size and associated capacity constraints. Realistically if small and medium sized firms are to be encouraged to bid for Olympics contracts then they should aim to win lower tier contracts within the supply chain or smaller specialist contracts.

The Committee is not convinced that encouraging small firms to come together to form consortia presents an attractive option. A number of respondents, including the Federation of Master Builders, highlighted some of the difficulties that consortia could face, 'for example, if the tender process asks for 3 years accounts, the consortium cannot provide this and is automatically excluded from bidding.'

A more realistic and effective approach would be for those organisations letting Olympic contracts, supported by the London Development Agency, to encourage the main contractors to involve small London firms within their supply chain.

The Committee heard from Transport for London⁹ that they have,

'taken the ground-breaking step of requiring bidders for contracts to demonstrate how they will encourage diverse suppliers into their supply chains in accordance with its supplier diversity policy.'

⁹ Transport for London written submission, 24 October 2005

These have been incorporated into the current Transport for London tender for the £500 million East London Line main works construction contract. The Committee believes that such examples of good practice need to be incorporated within the Olympics procurement process.

It is widely accepted that many small firms will need help to access the Olympic related contracts and sub-contracts. The London Development Agency reported that one of the barriers facing small firms would be, 'not having the necessary expertise, experience or structures/policies in place to compete effectively'.¹⁰

Small firms are unlikely to have many of the formal policies required by public sector tenders, such as equal opportunities and community involvement. As the Trades Union Congress reported in its written evidence,

'There may be issues around businesses' willingness and capacity to meet the required standards in terms of health and safety, workforce development, equal opportunities and employment standards that should be woven through the procurement process. There is certainly a need for business support agencies to help many small and medium sized enterprises enhance their performance in these areas.'

In order to address some of these concerns, the London Development Agency told us that they are planning to expand their existing business support and establish a dedicated Olympic supply chain and procurement advisory service for firms. This would draw upon best practice and complement local, regional and national initiatives. The service would include:

- Conducting a tailored diagnostic for businesses to ascertain their 'fitness to supply' and providing further support/training as necessary to help them meet the required level.
- Providing a structured programme of advice/mentoring to meet the specific requirements of Olympics related opportunities.

The Committee is strongly of the opinion that these programmes should be developed and delivered in partnership with existing business support agencies, including the London Chamber of Commerce, the Confederation of British Industry and the Federation of Small Businesses. Equally many of the boroughs will be well placed to support this work and they should be active partners in the capacity building programmes for local firms.

Capacity building for small London companies should be viewed as a major legacy aim of the 2012 Olympic and Paralympic Games in itself. This should help to promote their effectiveness as well as encouraging them to provide many of the 'social requirements' required for public sector contracts.

¹⁰ London Development Agency written submission, 22 November 2005.

If successful this approach should also go a long way to addressing the concerns of the unions about the quality of employment opportunities at small firms. This is particularly important to the construction sector, which is working hard to improve the attractiveness of the construction industry as a career choice.

The Committee also notes the view of nearly three quarters of small businesses who said they would find it extremely valuable to meet equivalent companies who have already supplied an Olympic contract¹¹. As the preparations for the Games progress we would encourage the London Development Agency, boroughs and business support groups to take this forward.

It will also be an important part of any Olympic regeneration programme to build up the capacity and skills base of the local labour market. The Olympic site contains some of the poorest areas in London with the associated high unemployment and social deprivation. Improving local employment rates will need to be a key part of the regeneration of the area.

As part of the planning permission for the Olympic site, the London Development Agency is required to develop a Local Employment and Training Framework. This will form the basis of an agreement with the five Olympic Boroughs, on mechanisms and programmes which are designed to maximise local jobs and business opportunities. On 1 November 2005, the London Development Agency announced it would be providing an initial funding package of £9 million over three years to support the Framework. The proposals include:

- A Job Brokerage and Employment Outreach programme designed to give one-to-one support and advice for local job seekers as well as access to basic skills and interview skills training.
- Specialist Construction Employment Support to assist developers, main contractors and sub-contractors to maximise local recruitment and diversity of construction labour.
- A local 2012 Business Club and Supply Chain Support to assist local firms seeking to compete for Olympic related contracts.
- A local education programme aimed at raising young people's career aspirations related to the wide range of Olympic job opportunities that will be available on their doorstep.

¹¹ London Chamber of Commerce. 'A Sporting Chance, Ensuring London Firms benefit from the 2012 Olympic Games', October 2005.

During our evidentiary hearing, London Citizens (a community organisation in East London) stressed the need for a dedicated construction training academy in the Thames Gateway for the Olympics site. Trevor Dorling from the London Borough of Greenwich was similarly concerned about the need for ‘a revolution in construction training’ to ensure that local people were supported to gain employment in the construction industry. The alternative is that the labour required for the construction projects will be brought in from across Europe with few local people benefiting.

The Committee heard from the London Learning and Skills Council that they have set up a newly established team, led by the Regional Director, to ensure an effective co-ordinated response and strategy is in place for the 2012 Games. They have established an Olympics specific tri-regional project covering the South East of England, East of England and London. This is a partnership between the Learning and Skills Councils and the Regional Development Agencies. Funding of approximately £15 million is earmarked for this work – though to put this figure in context, the London Learning and Skills Council has a budget of over £1 billion.¹²

The Committee believes that the Olympic Delivery Authority and the London Organising Committee of the Olympic Games will not be able to provide a lasting legacy unless they ensure that small businesses have all the necessary advice and support they need in order to be able to tender for Olympic contracts. This should be done in partnership with business support groups, the London Development Agency and the boroughs since they are already providing such programmes.

b) Information

A London Chamber of Commerce report in November 2005 found that,

‘Businesses consider there to be a serious lack of information currently available about the procurement process for the Games and are confused about who will – and who should – be managing this process.’¹³

The Committee heard that this view is widely held throughout the London business community.

Communication between the organisers of the Games and smaller London businesses will be critical to the success of involving local firms. Even if there is little new activity to report, businesses should still receive regular updates on the progress of contracts. This will help to ensure that the initial enthusiasm for the Games within the business community is not allowed to wane through lack of information.

¹² Letter from Mary Conneely, London Region Learning and Skills Council, 5 January 2006.

¹³ London Chamber of Commerce. ‘A Sporting Chance, Ensuring London Firms benefit from the 2012 Olympic Games’, October 2005.

The information needed by firms includes:

- What business opportunities will be available.
- When will they be put out to tender.
- Any conditions and policies required as part of the tender.
- What are the sub-contractor opportunities.

Information on which firms have won the first tier contracts and what arrangements they are likely to have for their supply chain should be included in order to draw small firms' attention to the likely subcontracting opportunities.

The Committee is pleased to note that the London Development Agency, acting in its role as the interim Olympic Delivery Authority, responded to the well-recognised need for more information. In November 2005 it published 'A Business Update for London 2012' aimed at sharing the information available about anticipated supply needs for the Games. This provides details about the broad timetables, likely procurement processes and delivery structures for the London Olympics. Information needs to be provided on a regular basis between now and 2008 when the majority of the contracts are scheduled to go out to tender.

All information produced about Olympic contracts should stress the fact that employers will be obliged by the Olympic Procurement Strategy to pay a 'London living wage' of at least £6.70 per hour.

The Department for Culture, Media and Sport provided an overview of the business opportunities associated with the Games for companies in the United Kingdom. This was at a major conference on 24 January 2006 which was designed to 'introduce the business community to the Olympic Projects'. The Olympic Minister, Tessa Jowell MP, told the businesses at the conference that the Government wanted to,

*'...ensure that the public money spent on the Games is recycled into the British economy wherever possible to the benefit of British based companies and the people working in them.'*¹⁴

Building on best practice from previous Olympic Games, the organisers plan to create an Olympic Business Intelligence Unit which will aim to provide early warning to the business community of contract tendering opportunities and procedures. This will be a part of the Local Employment and Training Framework and it is anticipated that it will be operational in 2006. This needs to be progressed as a matter of urgency.

¹⁴ Department for Culture, Media and Sport Press Release, 24 January 2006. 'Tessa Jowell's Message To Industry: 2012 Must Mean Lasting Economic Legacy For Entire Country'

During a focus group with members of the London Chamber of Commerce, the Committee heard that there was a great deal of support from small businesses for a website that would act as a 'one stop shop' providing information on all business opportunities and tendering conditions.

The major London business groups, such as the Confederation of British Industry, the London Chamber of Commerce, the Federation of Small Businesses, and the London Business Board are already in early discussions about setting up a joint website to provide such a 'one stop shop'. The Committee is greatly encouraged that these organisations are prepared to work together cooperatively to produce this resource for businesses.

We believe that business support is most effective when it is run by business. Working with existing business groups will also help to reduce costs as well as utilising existing communication channels. As noted in the case study below, the experiences from the successful Sydney Olympics confirmed that business support programmes work best when they are run in partnership with the private sector.

However, it was noted during our evidentiary hearing that the business groups will only be able to provide an interim website as it will be expensive to keep it updated once the preparations for the Games gather pace. It will therefore be necessary for funding to be provided to support the development of the proposed website.

Recommendation 1

We recommend that the Games organisers and the London Development Agency support the London business forums in their establishment of a combined, dedicated website providing a 'one stop shop' with Olympic information for businesses and including details of all Olympic contracts (especially sub-contracts).

The Committee believes that such an information resource for business should be run by business. The London Development Agency should provide the required funding, possibly as a part of the Local Employment and Training Framework.

Case Study **The Sydney 2000 Olympics.¹⁵**

From 1995 to 2001 the New South Wales Government ran a wide range of business development and investment attraction programmes associated with the 2000 Olympic and Paralympic Games. It found that the schemes that worked best were run in partnership with the private sector.

An umbrella Olympic Business Roundtable was set up in 1995 to bring together the different levels of government, the Games organisers and industry groups. The three main aims were:

- Marketing the business image of Australia overseas.
- Showcasing Australian innovation.
- Stimulating the development of Australian industry capacity.

The Olympic Business Information Service was launched in May 1996 and was a key Olympic strategy. It provided tender related information regarding opportunities arising from the Games. The Service was targeted at maximising local industry participation in the Games. It also helped local businesses become more internationally competitive by meeting Olympic tender requirements.

Of the 4,300 regional companies that registered for information service, nearly 20 per cent were small businesses. In addition another one thousand suppliers registered from the rest of Australia. These services facilitated over Au\$300 million worth of business.

The Olympic Commerce Centre, established in 1996, was a joint venture between government and commerce. It undertook research, provided business education and information programmes, and acted as a liaison point between business and various government agencies. Ten thousand Small Business Guides for Olympic Business were circulated to small firms and the Australian Industry Group provided workshops and seminars on tendering processes for Olympic projects.

Importantly, one of the benefits of the Sydney Games was that innovative domestic products used during the Olympics were showcased to world markets with an emphasis on firms using their experiences to benefit from contracts at future Olympics.

Building upon the experience from Australia and the Manchester 2002 Commonwealth Games, the organisers of the London Games and the London Development Agency are also proposing to set up an Olympics Business Club. This was first discussed during the bidding phase and the London Development Agency told the Committee that, 'the initiative was universally welcomed by all consultees.'¹⁶

¹⁵ 2001. New South Wales Department of State and Regional Development

¹⁶ London Development Agency, written submission, 22 November 2005.

Discussions have now started about how the Olympics Business Club can be taken forward, whilst recognising the need to avoid duplication and to complement existing business club provision across London and the rest of the UK. There is likely to be a key role for central government and the Small Business Service in developing and implementing this proposal.

Although still at an early concept stage, it is proposed that the Club would be membership based and open to businesses across the UK. It would act as a key resource for small business involvement in the London Games, sharing information on contracting opportunities. All businesses would be invited to join the Club and provide their business details, expertise, experience and specialities for entry onto the Club's database. Based on the experiences of the Sydney and Manchester Business Clubs, it is intended that membership would be free for businesses.¹⁷ The main contractors, developers and suppliers appointed by the Games organisers would then be encouraged to use this database for their supply chain needs.

The Business Club could have discrete local and London "network coordinators", based within a core team, whose job would be to:

- Maximise London small businesses membership.
- Support dissemination of opportunities to forums, networks and intermediaries.
- Develop initiatives linking London firms with others (locally and nationally) to encourage joint-working and consortia formation.
- Signpost member companies seeking to improve competitiveness to appropriate support.

Whilst the above initiatives are welcomed, one of the key pieces of information that will be needed by firms seeking to benefit from the Olympic business opportunities is a detailed timeline of when contracts are to be put out to tender. This will enable firms to work up their plans in good time for tendering. Advance notice of when the major work streams are likely to start will be particularly important to the construction industry. The Construction Industry Council informed the Committee that because of a number of other major construction projects between now and 2012 it will be necessary for firms to plan their work and allocate resources accordingly.

An indicative schedule of major milestones in the preparation for the Games was prepared as part of the London Bid, though this is currently being reviewed. This review is taking place in cooperation with the stakeholders, the International Olympic Committee and the Games organisers. In 2006, a Master Schedule should be delivered to the International Olympic Committee setting out the detailed timelines for construction programmes.

¹⁷ Additional submission from Marc Stephens, London Development Agency, 17 January 2006.

Given that there are other major construction programmes planned in the run up to 2012, the Games organisers should consult with the construction industry over the construction timetable.

Recommendation 2

The Mayor and the Games organisers should publish the detailed Master Schedule for the delivery of the London 2012 Olympic Games as soon as it is agreed with the International Olympic Committee. This is essential to enable the business sector to effectively plan for the delivery of a successful Games.

Furthermore, the Committee would strongly encourage the Games organisers to consult business representatives on the draft Master Schedule.

c) Bureaucracy

One of the problems consistently faced by small businesses wishing to apply for public and private sector contracts is the 'red tape' associated with the procurement process. This is particularly problematic for small firms as they are unlikely to have the resources of big businesses to dedicate significant time to the legal and compliance issues involved in tendering for new contracts.

In addition to the normal requirements for public sector contracts¹⁸, the Olympics procurement process will contain a number of additional requirements designed to ensure that the Games bring social and environmental benefits.

On 7 September 2005, the interim Olympic Delivery Authority published its Draft Procurement Principles. These set out the core principles that the Authority will follow in its procurement of goods and services. It is likely (though by no means certain) that the London Organising Committee of the Olympic Games will also follow these principles.

These draft procurement principles are designed to ensure that the Games deliver the wider benefits that were promised by the London Bid Team such as sustainability and an economic legacy. The principles set out in some detail the numerous policies and requirements that will apply to the procurement process.

The interim Olympic Delivery Authority draft Procurement Principles include:

- Sustainable procurement.
- Design quality.

¹⁸ These typically include financial checks, due diligence, technical information relevant to the contract, equal opportunities, trade references and health and safety.

- Environmental considerations.
- Best value.
- Employee representation.
- Fair and ethical employment sourcing.
- London living wage.
- Supplier diversity.
- Local labour.
- Community benefit.
- Training.
- Supply chain initiatives.

The Committee was heartened to learn from the interim Olympic Delivery Authority that Health and Safety considerations would now be included in the final procurement strategy, having been inadvertently omitted from the early draft.

The Committee supports the principle of the Olympics Procurement Strategy as one of the mechanisms for ensuring that the wider social benefits of the Games are delivered. Nevertheless, there is the potential that the procurement principles will be seen as yet more 'red tape' by many small firms looking to apply for Olympics contracts. It is clear that the application of these principles needs to be carefully managed. Otherwise, the very mechanism for promoting supplier diversity may inadvertently present a barrier to small firms.

During the evidentiary hearing, we asked whether it would be sensible for the procurement principles to be applied with a degree of flexibility further down the supply chain. This could be one possible mechanism for promoting small business involvement. However, the views of the experts before the Committee was that it was imperative that the 'social' considerations were applied throughout the supply chain, particularly with regards to Health and Safety considerations and the 'London living wage' requirement. The Committee supports such a view and it is therefore necessary to consider other ways of reducing the paperwork faced by small firms seeking Olympic contracts.

In order to successfully engage small businesses within public sector procurement it will be necessary to plan for and actively promote their involvement. Building upon the experiences of those already doing similar work, such as the Corporation of London and Canary Wharf's Local Business Liaison Office, the following principles will be important:

- The tendering process is made as simple as possible.
- Contracts need be phrased in plain language.

In addition to the above requirements, we heard from the members of the London Chamber of Commerce that it would be helpful if there were consistency across all Olympic tenders. This would mean that firms would be able to reduce the amount of time they had to devote to applying for Olympics work. The Committee supports this suggestion as a minimum requirement though we would wish to go further.

As noted earlier, many firms will need to improve their working practices in order to comply with the requirements laid out in the Olympics Procurement Strategy. Adherence to the Olympics Procurement Strategy would also mean that firms met many of the general requirements for public sector tenders. This should make it simpler for them in future to tender for public sector contracts and could in itself leave a lasting economic legacy for London firms.

In order to demonstrate compliance with the Olympics Procurement Strategy, many firms will need to adopt a range of written policies. The Committee strongly believes that the burden of this additional paperwork on small firms should be minimised. We would therefore encourage the business support groups in London to prepare and make readily available model policies that could be easily adopted by small firms.

The Committee recognises that not all the firms that take the steps to comply with the Olympics Procurement Strategy will win Olympic contracts. It would therefore be helpful if these firms were able to receive some recognition of their work to comply with the Olympics Procurement Strategy. This would be particularly important given that some small firms may have to spend significant resources building their capacity to comply with the procurement requirements.

It is for the above reasons that the Committee is drawn to the suggestion for some form of 'Olympic Mark' to show that firms have pre-qualified for fulfilling the Olympics Procurement Strategy. There are a number of benefits to such an approach:

- The process of pre-qualification would provide firms with a lead-in period to enable them to make the necessary improvements.
- It would reduce the paperwork required for firms bidding for more than one Olympic contract.
- It would provide companies with recognition of their compliance with the Olympic procurement principles.

It would be necessary to ensure that the process of accreditation was on a 'rolling basis' to ensure that no firms were excluded from the tendering process.

The Committee is aware that the 'Olympic' and '2012' logos are heavily protected in order to maximise sponsorship revenue and protect the 'brand'. Nevertheless, it should be possible to work with the Games organisers to reach an acceptable agreement for the benefit of local companies.

The Committee heard from the interim Olympic Delivery Authority that it may not be appropriate to have a process of pre-qualification that applied across the different types of contract. However, if the Olympics Procurement Strategy is to apply across all Olympic contracts then the Committee can see no reason why there should not be a pre-qualification mark for all the cross-contract requirements within the procurement strategy.

It will be important to make sure that the pre-qualification requirements were tailored to the size of the company and the contracts that it was applying for, though we stress that they should still apply throughout the supply chain. For example, it may be appropriate to expect a major multinational company to produce a 100 page sustainability strategy when it is bidding for a multi-million pound contract but such detail would clearly be inappropriate for a small carpenters firm bidding to fit door handles. In this instance, the Committee would consider a one page policy is likely to be sufficient.

The Committee suggests that the pre-qualification 'Olympic Mark' would be most valuable when it was applied to small and medium sized firms. This is because it is small firms that are likely to be disproportionately disadvantaged by the significant procurement conditions. Also, small firms are likely to have made considerable improvements to comply with the principles, whereas many larger firms will already have the required 'social' policies in place.

There already exist precedents for such pre-qualification for the tendering process within the London boroughs and it is important to learn from these experiences. The Committee heard¹⁹ that the London Borough of Waltham Forest has put in place a programme of 'advance assessment' of companies wishing to work on public contracts. This works through the creation of a 'select list' of firms, which is then used by the first tier contractors in the selection of companies for their supply chain.

Similarly the Construction Industry Council reported that the industry is in the process of preparing an 'Olympic Construction Commitment'. This is a voluntary document that aims to highlight the principles required to achieve both a better construction industry and to deliver the best possible design and construction of Olympic venues. The commitments cover areas such as client leadership, procurement, design, sustainability, training and Health and Safety.

¹⁹ Written Submission from Greenwich Council on behalf of the five host boroughs, 16 November 2005.

Recommendation 3

We recommend that the Olympic Delivery Authority introduces an ‘Olympic Mark’ for small and medium sized enterprises to enable them to pre-qualify for the Olympics Procurement Strategy. This should operate on a rolling basis, so that firms always have the opportunity to qualify.

The London Development Agency, in conjunction with the Games organisers, should run dedicated support programmes to help firms achieve the proposed pre-qualification.

d) Legal constraints

A number of respondents to the Committee’s consultation felt that European laws on the single market were likely to present a barrier for small London firms. These laws require that all major contracts are put to tender on the Official Journal of the European Union and are subject to the European Contracting Regime. In effect, this makes it illegal to discriminate against firms on the grounds of where they are based and could therefore cause problems with any requirement to involve local firms.

Procurement for the Olympic Games will therefore be covered by the European Procurement Directive and this is likely to affect firms bidding for Olympic contracts. There would be benefit in the Olympic Delivery Authority and the London Development Agency providing a clear explanation of the terms of the Procurement Directive, how they apply to Olympic contracts and how small London firms can best work within the requirements. This advice would need to be combined with the provision of tailored support for small London firms.

A detailed discussion of the complex legal issues surrounding any requirements to involve local firms and labour is beyond the scope of this report. Suffice to say that there are a number of examples of good practice that appear to work within the existing legal framework to promote the use of local firms. These include the extension of the East London Line (referred to earlier in the report) as well as the experiences of Canary Wharf outlined below.

Case Study

Canary Wharf – Local Business Liaison Office

In March 1997, the Canary Wharf Group Plc set up a Local Business Liaison Office with the aim of promoting business opportunities for local companies. This is a free service that liaises with business in Canary Wharf to identify and recommend suitable local companies for their procurement process.

The office was initially set up to maximise the tendering opportunities for local firms to win contracts during the construction of Canary Wharf. Over time, it has evolved so that it now offers the major companies based within Canary Wharf a database of local contractors. The main features of the Local Business Liaison Office are:

- Forging links between procurement managers and local businesses.
- A database of 350 local companies which includes an outline of the business.
- Providing advice and support for local firms.
- Alerting companies to tendering opportunities.
- Monitoring progress of work.

The business support that Canary Wharf provides includes help on basic business planning, capacity building seminars, networking events, and introducing companies to buyers.

To date, £395 million worth of business contracts have been placed with local businesses, of which 86 per cent are for contracts worth £10,000 or less.

During the evidentiary hearing it was also pointed out that many of the major contractors in London are already committed to good practice in areas such as local employment and supplier diversity. This is because it is supported by sound businesses reasoning.

The Committee heard from Marc Stephens (Executive Director, Olympic Opportunities and International Promotion, London Development Agency) that it should be possible within the European procurement laws to encourage contractors to use local firms and labour. This can be done by applying criteria above and beyond the specific contract when choosing between tenders that satisfy the basic requirements. These additional criteria can relate to the wider objectives of the organisation, which in the case of the London Development Agency would include economic development and regeneration.

The Local Employment and Training Framework, which was one of the planning conditions for the Olympic site, will also be an important mechanism for maximising local jobs and business opportunities.

To summarise, there are undoubtedly legal constraints affecting any requirement to use local firms. Nevertheless, the Committee is encouraged that the Games organisers, the Mayor and the Olympic Boroughs are investigating how best to work within the legal framework to promote local labour and local firms within the supply chain.

5. Targets and monitoring

The Committee believes that setting targets for the involvement of local businesses in the Olympics is essential. The concern is that unless there are robust targets then the plans to involve local firms risk being sidelined in the run up to 2012. These targets should also cover businesses owned by Black and Minority Ethnic groups, women and disabled people to ensure that the firms involved in the preparations for the Games are reflective of the diversity of London business. All targets need to be supported by a programme of effective and continuous monitoring as well as clearly identifying who is responsible for delivery.

It is reassuring that the Department for Culture, Media and Sport told the Committee

‘A mechanism for ongoing monitoring of how successfully Small and Medium Sized Enterprises are securing Olympic contracts will need to be built into the Procurement Strategy of the Olympic Delivery Authority that is currently being developed from the published Procurement Principles. Those working on the Strategy are aware of this matter.’

It is somewhat less reassuring that at the evidentiary hearing on 31 November 2005, the interim Olympic Delivery Authority appeared to be unclear as to whose responsibility it would be to set these targets and indeed who would monitor progress.

Despite this initial confusion, the Chief Executive of the London Development Agency told the London Assembly at its Functional Body Question Time on 7 December 2005, that it was essential that targets were set and that they were in the process of establishing what would be realistic targets.

The Committee heard that the London Development Agency and the Mayor’s Office had met with the organisers of the Atlanta Olympic Games to learn from their experiences. In particular, Atlanta had goals of 17 per cent Black and Minority Ethnic and 17 per cent women-owned businesses being involved in Olympic supply chains. These were exceeded, achieving something like 36-40 per cent on different aspects of the Games.²⁰

There were two main factors behind the success of Atlanta, both of which should be replicated for London.

- Firstly, the involvement of local firms and minority owned businesses needs to be embedded at the very heart of the main procuring agencies, especially the Olympic Delivery Authority.
- This then needs to be supported by ‘very aggressive follow up, enforcement and verification’²¹ of the extent of minority owned business’ involvement in the supply chain.

²⁰ Evidentiary hearing, 31 November 2005, Marc Stephens, London Development Agency.

²¹ *ibid.*

From the above it is apparent that continuous monitoring of the procurement process will be a key determinant of success. Similarly the Games organisers will need to be committed to involving local firms.

The Committee is concerned that the interim Olympic Delivery Authority may not share the above commitments. We would expect the Olympic Delivery Authority to clarify its commitment to involving local firms and to establish appropriate targets and monitoring arrangements as soon as it has formally been established.

Recommendation 4

The Committee recommends that the Olympics Delivery Authority and the London Organising Committee of the Olympic Games both publish targets, by the end of 2006 at the latest, for the involvement of small London firms within the supply chain. This should also apply for Black and Minority Ethnic owned firms as well as for firms run by women and disabled people.

Starting in January 2007, these targets should be regularly monitored by an independent specialist and quarterly figure made publicly available.

6. Conclusions

This is the first report that the Committee has published about the Olympics since London won the right to host the 2012 Olympic and Paralympic Games. The Committee is appreciative of the cooperative spirit shown by the Games stakeholders, and particularly the willingness of the London Development Agency and the interim Olympic Delivery Authority to consider constructive suggestions.

The Committee believes that meaningful regeneration associated with the Olympics will require that small firms are directly involved in the Olympic procurement process. This will help to ensure that the benefits of hosting the Games are spread amongst local communities in London and that there is a lasting business legacy.

The committee is anxious to ensure that the Olympic Delivery Authority is not so focussed on delivering the Games on time that the additional benefits such as local employment, regeneration and sustainability end up being forgotten in the rush to 2012.

From the evidence that the Committee has heard during the course of this investigation, the involvement of small and medium sized London firms needs to be planned for as a core part of the Games. This will then need to be actively and aggressively promoted and monitored during the next six years. The experiences of Canary Wharf's Local Business Liaison Office show what can be achieved when there is a concerted effort to involve local firms.

On our site visit to Manchester the Committee heard from Sir Howard Bernstein, the Chief Executive of the City Council, who was largely responsible for the successful delivery of the 2002 Commonwealth Games. One of the foundations of this success was that the organisers of the Manchester Games agreed a set of key objectives for the Games at the outset of the planning process. These objectives then informed all subsequent decisions, and enabled the organisers to remain focused during the exceptionally complex process of delivering the Games.

London Olympics organisers could usefully replicate this approach. We recommend that the involvement of local businesses should be one of the key objectives for the London Olympic and Paralympic Games.

Recommendation 5

The Committee calls upon the Mayor to use his position on the Olympic Board to ensure that the involvement of small London businesses is recognised by all the stakeholders as one of the key targets for a successful London Games.

As the only member of the Olympic Board with a specific responsibility for London it will be essential that the Mayor actively promotes and defends the involvement of London businesses in the Olympic procurement process.

Given the importance of the London Olympic and Paralympic Games delivering a lasting legacy to London, the Committee intends to revisit this report in 2008 (when most of the major contracts are due to be let) to examine the progress that has been made.

Annex A: Key recommendations

Recommendation 1

We recommend that the Games organisers and the London Development Agency support the London business forums in their establishment of a combined, dedicated website providing a 'one stop shop' with Olympic information for businesses, and including details of all Olympic contracts (especially sub-contracts).

The Committee believes that such an information resource for business should be run by business. The London Development Agency should provide the required funding, possibly as a part of the Local Employment and Training Framework.

Recommendation 2

The Mayor and the Games organisers should publish the detailed Master Schedule for the delivery of the London 2012 Olympic Games as soon as it is agreed with the International Olympic Committee. This is essential to enable the business sector to effectively plan for the delivery of a successful Games.

Furthermore, the Committee would strongly encourage the Games organisers to consult business representatives on the draft Master Schedule.

Recommendation 3

We recommend that the Olympic Delivery Authority introduces an 'Olympic Mark' for small and medium sized enterprises to enable them to pre-qualify for the Olympics Procurement Strategy. This should operate on a rolling basis, so that firms always have the opportunity to qualify.

The London Development Agency, in conjunction with the Games organisers, should run dedicated support programmes to help firms achieve the proposed pre-qualification.

Recommendation 4

The Committee recommends that the Olympics Delivery Authority and the London Organising Committee of the Olympic Games both publish targets, by the end of 2006 at the latest, for the involvement of small London firms within the supply chain. This should also apply for Black and Minority Ethnic owned firms as well as for firms run by women and disabled people.

Starting in January 2007, these targets should be regularly monitored by an independent specialist and quarterly figure made publicly available.

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The Committee calls upon the Mayor to use his position on the Olympic Board to ensure that the involvement of small London businesses is recognised by all the stakeholders as one of the key targets for a successful London Games.

As the only member of the Olympic Board with a specific responsibility for London it will be essential that the Mayor actively promotes and defends the involvement of London businesses in the Olympic procurement process.

Annex B: About the investigation

The Committee's terms of reference for this investigation were:

To investigate the business opportunities for London firms arising from the 2012 Olympics and Paralympics, with specific reference to Small and Medium Sized Businesses, including:

- How the Greater London Authority, the London Development Agency and the bodies set up to prepare for the Games plan to deliver on the commitments made as part of the Bid to support local businesses.
- Clarification of which body is responsible for the delivery of which commitments.
- What opportunities are available for London businesses, what is the timescale for the different sizes and types of contracts and which sectors are most likely to be involved?
- What are the barriers facing firms hoping to win Olympic and supporting infrastructure contracts.
- What practical measures, and at what cost, will be taken to ensure that local businesses are in a position to compete for contracts, that they can meet procurement compliance conditions, that they are supported in developing their capacity and that appropriate skills are grown in the local labour market.
- The training needs and access to jobs for individuals and the role of the Learning and Skills Council.
- To seek the views of Small and Medium Sized Enterprises on the proposals to ensure London businesses benefit from the London Olympics.
- How progress towards meeting the commitments in the Bid to local businesses and communities will be monitored.

As part of the consultation process we sought views from a wide range of organisations, firms and individuals. Comments were also sought through local newspapers and the London Assembly website.

The Committee also met with members of the London Chamber of Commerce on 26 October 2005 when they heard directly of the issues facing small businesses across London.

In addition, the secretariat visited a Building East workshop for small businesses on Tendering for Public Contracts on 18 November 2005 at Barking Town Hall. The local boroughs, the London Development Agency and Business Link provided support for this programme.

A total of forty four written submissions were received in response to the public consultation and the Committee heard evidence directly from eight people at its hearing at City Hall on 29 November 2005. A list of those who provided written views and information is included in the annexes to this report.

As part of this review, the Committee undertook a site visit to Manchester on 5 December 2005 to learn of the experiences of the City Council in hosting the 2002 Commonwealth Games.

The Committee would like to thank all those organisations and individuals who helped with our inquiry. In particular we would like to express our appreciation of the support from Manchester City Council.

Annex C: Written evidence

Written evidence was received from the following organisations and individuals:

2012 East

A4 internet

Association of London Government

Brian Sumner

Britannia-Wiper

British Olympic Association

Bywaters

Computability (Richmond) Ltd

Confederation of British Industry (London)

Construction Industry Council

Corporation of London

David Power

Department for Culture, Media and Sport

Ealing Chamber of Commerce

Employment Focus

Exorgroup

Federation of Master Builders

Federation of Small Businesses

Focus First

Getmapping plc

H E Services Plant Hire Ltd, Strood, Kent

London Borough of Bexley

London Borough of Hackney

London Borough of Newham

London Borough of Southwark

London Borough of Sutton

Lee Valley Regional Park Authority

London Chamber of Commerce

London Development Agency

London Organising Committee of the Olympic Games
London Voluntary Service Council
MGL-UK
Mr Gansell
Multiplex Medway
Olympic Boroughs (through London Borough of Greenwich)
South London Business
South London Partnership
TELCO London Citizens
The Symmetry Group
Trades Union Congress
Transport and General Workers Union
Transport for London
West London Alliance
Wildwildwest

Annex D: Evidentiary hearing and witnesses

The following people attended the Committee's 29 November 2005 evidentiary hearing on the opportunities for London Small and Medium Sized Enterprises arising from the 2012 Olympics and Paralympics, and were questioned by Members of the Committee

Marc Stephens	Executive Director, Olympic Opportunities and International Promotion, London Development Agency
Richard Brown	Head of Stakeholder and Strategic Relations, Interim Olympic Delivery Authority
Colin Stanbridge	Chief Executive, London Chamber of Commerce
Graham Watts	Chief Executive, Construction Industry Council
Howard Dawber	Strategic Advisor, Canary Wharf
Gay Harrington	Local Business Liaison Manager, Canary Wharf
Trevor Dorling	London Borough of Greenwich, on behalf of the five Olympic Boroughs
Mick Connolly	Regional Secretary, Southern and Eastern Region, Trades Union Congress
Neil Jameson	Lead Organiser London Citizens

For minutes and a full transcript of the hearing, please go to:

http://www.london.gov.uk/assembly/edcst/2005/edcstnov29/minutes/edcstnov29_mins.rtf

http://www.london.gov.uk/assembly/edcst/2005/edcstnov29/minutes/edcstnov29_mins_app1.rtf

Annex E: The Economic Development, Culture, Sport and Tourism Committee

The membership of the Committee, agreed by the Assembly on 11 May 2005, was:

Dee Doocey (Chair)	Liberal Democrat
Bob Blackman (Deputy Chair)	Conservative
Tony Arbour	Conservative
Angie Bray	Conservative
Nicky Gavron	Labour
Sally Hamwee	Liberal Democrat
Peter Hulme Cross	One London
Joanne McCartney	Labour

Terms of reference

1. To examine and report from time to time on:
 - matters of importance to Greater London as they relate to economic development/wealth creation, social development, culture, sport and tourism and spatial development in London, and
 - the strategies, policies and actions of the Mayor, the London Development Agency, and the other Functional Bodies where appropriate.
2. To examine and report to the Assembly from time to time on the Mayor's Economic Development Strategy, Culture Strategy and Spatial Development Strategy, particularly their implementation and revision.
3. When invited by the Mayor, to contribute to his consideration of major planning applications.
4. To monitor the Mayor's exercise of his statutory powers in regard to major planning applications referred by the local planning authorities, and to report to the assembly with any proposal for submission to the Mayor for improvement of the process.
5. To review UDPs submitted to the Mayor by the local planning authorities for consistency with his strategies overall, to prepare a response to the Mayor for consideration by the Assembly, and to monitor the Mayor's decisions with regard to UDPs.
6. To take into account in its deliberations the cross cutting themes of: the health of persons in Greater London; the achievement of sustainable development in the United Kingdom; and the promotion of opportunity.
7. To respond on behalf of the Assembly to consultations and similar processes within its terms of reference.

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Annex F: Orders and translations

How to Order

For further information on this report or to order a copy, please contact Janet Hughes, Senior Scrutiny Manager, on 0207 983 4423 or email at janet.hughes@london.gov.uk

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Annex G: Scrutiny principles

The powers of the London Assembly include power to investigate and report on decisions and actions of the Mayor, or on matters relating to the principal purposes of the Greater London Authority, and on any other matters which the Assembly considers to be of importance to Londoners. In the conduct of scrutiny and investigation the Assembly abides by a number of principles.

Scrutiny inquiries:

- Aim to recommend action to achieve improvements.
- Are conducted with objectivity and independence.
- Examine all aspects of the Mayor's strategies.
- Consult widely, having regard to issues of timeliness and cost.
- Are conducted in a constructive and positive manner.
- Are conducted with an awareness of the need to spend taxpayers money wisely and well.

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