

London 2012 and the Transport Legacy

February 2013



Introduction

Last summer London's transport system successfully met the challenge of the 2012 Olympic and Paralympic Games. Thousands of athletes, spectators, officials and the media were able to move around the capital at the same time as Londoners went about their usual business. The public transport network operated more services and carried more people than ever before at high levels of reliability.¹

The challenge now is to ensure the good performance of the transport system during the 2012 Games is sustained. More than £7.2 billion was invested in transport for the 2012 Games. Most of this expenditure (£7 billion) provided for new transport infrastructure (see appendix) but the rest (£200 million) was spent on other initiatives including new reliability measures on the Tube, the temporary Olympic Route Network (ORN) on the roads, and the 2012 Travel Demand Management Programme.² Transport for London (TfL) has suggested this investment will deliver a considerable transport legacy.

The Transport Committee has explored the reasons why the transport system performed well last summer and the potential transport legacy. This is the latest stage in our work on 2012 transport. Three years ago, our report 'Clearing the Hurdles' (April 2010) set out the scale of the 2012 transport challenge and the measures needed to address it. Subsequently we successfully held the relevant organisations to account for their progress in meeting the 2012 transport challenge. After the 2012 Games, we explored how the transport system operated and the transport legacy in detail including at a meeting with transport operators on 13 November 2012.

In summary, we have identified some key factors that ensured the transport system performed well last summer and six areas for the transport legacy. We want assurances that work is now taking place to deliver long-lasting transport benefits from the 2012 Games so we are seeking a report from the Mayor and TfL by April 2013 on actions being taken in each area. Our report, though, is not only relevant to the future delivery of transport services in London. It may also provide useful information for other cities holding big events with significant transport implications e.g. Rio de Janeiro which will host the next Olympic and Paralympic Games in 2016. Our report highlights the importance of pre-scrutiny of transport arrangements for big events.

Why did the transport system perform well during the 2012 Games?

There were many reasons why the transport system performed well during the 2012 Games. The new transport infrastructure as listed in the appendix to this report was important but so too were other measures. TfL suggests "a combination of several factors made the 2012 Games a transport success."³ For us the following factors were central to achieving the good transport performance.

¹ A summary of operational performance during the 2012 Games is in TfL's Travel in London Report 5, December 2012, p239

² TfL written submission

³ TfL written submission, p13

Transport operators collaborated as 'One Team Transport'

Transport operators worked closely together before and during the 2012 Games. Over 40 organisations were responsible for 2012 transport but became 'One Team Transport' so that anyone making journeys experienced similar levels of service regardless of operator or mode.⁴ Behind the scenes, the Transport Co-ordination Centre (TCC), at a cost of £8 million, was central to this joined-up working. The TCC provided one site where transport operators could monitor and coordinate services. On the front line, the joined-up approach was apparent to passengers in that all transport staff wore the same magenta tabards. Transport operators also provided more staff and armed them with better travel advice. For example, TfL re-deployed 3,500 non-operational staff in customer facing roles as Travel Ambassadors providing them with handheld devices to provide real-time travel information.⁵ Network Rail also recruited and trained 600 volunteer Travel Champions.⁶ Across the public transport network, over 215,000 magenta signs were installed which reinforced the sense of a single, joined-up transport system.

Many years of advanced planning and considerable testing of 2012 transport plans

Transport operators undertook extensive preparations for the 2012 Games. The Olympic Transport Plan was the overarching, statutory publication that set out the key objectives for 2012 transport and how these would be met. The Plan was developed collaboratively and underpinned by further cross-transport plans and joint working including through the Borough Transport Forum and Venue Transport Work Groups. Transport operators worked together to develop the transport arrangements for the 2012 Games and then trialled them.⁷ The tests included table top exercises and simulated events on the transport network. Crucially, most of the new transport infrastructure was in place more than a year ahead of the 2012 Games so it could be thoroughly tested.⁸ In our work on 2012 transport we publically reviewed progress with the Olympic Transport Plan and the outcomes of trials and tests including on the Diamond Jubilee weekend.

Londoners played their part and changed their usual travel behaviour

The transport system would not have run well if Londoners had not changed their usual travel behaviour. Many people and businesses recognised the potential for huge transport problems during the 2012 Games and responded accordingly. TfL estimates an aggregate reduction in background demand of five per cent during the Olympics and around three per cent during the Paralympics.⁹ Nearly two thirds of London travellers altered their usual behaviour during the Olympics by choosing not to make at least one journey they would usually make. In effect, the aggregate reduction in demand was made up of many people changing their travel a little.¹⁰

Real-time management of the transport system during the 2012 Games

Transport operators managed the transport system in real-time during the 2012 Games. They kept travellers informed on a daily basis about the best ways to make journeys to help spread

⁴ Transcript of Transport Committee meeting on 13 November 2012, p2

⁵ TfL written submission

⁶ Network Rail written submission

⁷ ODA written submission

⁸ London 2012 and TfL written update to Transport Committee, September 2011, p1

⁹ TfL's Travel in London report 5, p229

¹⁰ TfL's Travel in London report 5, p234-237

demand more evenly. Train operating companies operated more flexible timetables on certain routes so they could alter services at short notice to better suit demand. TfL and Network Rail deployed new measures to respond more quickly to any incidents of disruption. This helped to minimise the impact of any service failures including at key 2012 travel hotspots such as London Bridge. On the roads, following lower demand from Games family vehicles than predicted, TfL reduced the extent and hours of operation of the Olympic Route Network (ORN).¹¹

Public scrutiny of 2012 transport arrangements

Our work in the run up to the 2012 Games kept a spotlight on the transport preparations. When Tube and rail passengers experienced problems during the Diamond Jubilee weekend (2-3 June 2012), we held transport operators to account to ensure lessons were learned. We also pressed transport operators to take action in 2011 following road congestion during the London-Surrey Classic cycle race in August (a 2012 test event) and a spate of delays on the Jubilee line (a key route for the 2012 Games). Our work provided an opportunity for many organisations to comment publically on transport arrangements for the 2012 Games and share any concerns. We pursued the matters they raised with transport operators. This led to important changes before the 2012 Games including to signage for the Olympic Route Network (ORN) and transport accessibility.

What should be the 2012 transport legacy?

In light of our findings on why the transport system performed well, we suggest six main areas for the 2012 transport legacy. The six areas reflect many issues that transport operators have already identified for legacy but, to date, there are few specific details of what this will comprise. We are, therefore, seeking a report from the Mayor and TfL by April 2013 that sets out the specific actions that have been, or will be, taken in each area.

1. The continuation of 'One Team Transport'

We want 'One Team Transport' to continue. Transport operators have told us this will happen. They suggest the Transport Co-ordination Centre (TCC) and travel ambassadors/champions could be used for future special events or during periods of disruptions.¹² During the recent festive period, TfL deployed 100 staff as travel ambassadors at six Tube stations. It will use this as a trial to assess how the travel ambassadors should continue in future.¹³ Network Rail also used travel champions at mainline rail stations and operated a TCC at Southwark over the festive period. Many organisations such as London TravelWatch and Transport for All have suggested retaining the magenta signage and rolling it out to more parts of the transport network.¹⁴ TfL told us it had undertaken audits of all signage before the 2012 Games and was now revisiting the findings to make further improvements across the network.¹⁵

¹¹ TfL Travel in London Report 5, p140

¹² ATOC written submission

¹³ TfL press release, PN 4156, 18 December 2012

¹⁴ Transport for All written submission

¹⁵ Transcript of Transport Committee meeting on 13 November 2012, p28

We recommend that the Mayor and TfL report by April 2013 on how transport operators are continuing to work together as 'One Team Transport'. This should include details of how, and at what cost, the Transport Coordination Centre, travel ambassadors/champions and improvements to signage on the network will continue.

2. Maximum use of new transport infrastructure and reliability measures

We want all new transport infrastructure installed for the 2012 Games fully utilised including Stratford International Station. To date, there is little indication that Eurostar or any other international rail operator will use this station in future. Alongside improved use of Stratford International, we want to see long-term changes in rail timetabling. Southeastern told us there would be a 2012 legacy of better timetable planning and confidence that it can operate additional rail services whilst improving performance.¹⁶ Recently the Government announced plans to allow train operators to run more flexible rail timetables on special occasions in light of the rail services provided during the 2012 Games.¹⁷

We want the reliability measures put in place for the 2012 Games to deliver long-term benefits for everyday passengers. TfL spent around £19 million on these measures which included enhanced preventive maintenance on the Tube and rapid response teams travelling to fix problems under 'blue light'.¹⁸ Network Rail also deployed rapid response teams, area stores of spare parts, and a helicopter to provide a more robust inspection regime of its infrastructure through thermal imaging equipment.¹⁹ Following the 2012 Games, Network Rail is planning to retain rapid response teams and will also work with train operating companies to manage engineering access more effectively.²⁰ TfL is now assessing the cost of continuing the rapid response teams and other reliability measures implemented for the 2012 Games.²¹

We recommend that the Mayor and TfL report by April 2013 on how transport operators are maximising the use of the new transport infrastructure and measures taken to improve service reliability for the 2012 Games. This should include details of: work to encourage Eurostar or other international train operators to make use of Stratford International station; any changes to the timetabling of rail and other services; and the planned future use, and associated costs, of rapid response teams and other reliability measures put in place on the Tube and rail networks.

¹⁶ Southeastern written submission

¹⁷ Dft press release, passengers to benefit from Olympic boost to services, 21 November 2012

¹⁸ TfL written submission

¹⁹ Transcript of Transport Committee meeting on 13 November 2012, p8

²⁰ Transcript of Transport Committee meeting on 13 November 2012, p11

²¹ Transcript of Transport Committee meeting on 13 November 2012, p13

3. A long-term change in travel behaviour

We want the 2012 Games to boost long-term changes in Londoners' travel behaviour. TfL intends to use aspects of the 2012 Travel Demand Management Programme to encourage different travel behaviour during planned closures of the Tube or to reduce traffic congestion on the busiest routes.²² Any future use of the Programme will need to be carefully managed. In the run up to the 2012 Games, West End retailers reported a dramatic reduction in footfall, suggesting people were deterred from travelling to central London because of the official travel advice. Similarly the Olympic Delivery Authority (ODA) reported that although it was largely effective, the demand management programme depressed demand on some routes where sufficient spare capacity existed to carry more passengers. The ODA suggested any future programme should be as specifically targeted as possible and highly adaptive to changes in demand as they emerge.²³

Further measures could be taken in light of the 2012 Travel Demand Management Programme. For example, the Corporation of London suggests TfL creates a travel toolkit for businesses and individuals to help them plan better journeys and also modifies the Journey Planner to show the likely crowding levels on any suggested routes.²⁴ There may also be scope to build on the benefits of the 2012 Travel Demand Management Programme through changes to ticketing. The introduction of early bird fares and part-time Travelcards might help to incentivise more people to travel at off-peak periods helping to spread demand.

We recommend that the Mayor and TfL report by April 2013 on how transport operators are promoting a long-term change in travel behaviour following the 2012 Games. This should include details and associated costs of: future planned travel demand management initiatives; improvements to travel information for businesses and passengers to help them plan different journeys such as showing levels of crowding on TfL's Journey Planner; and the scope for different ticketing products such as early bird fares and part-time Travelcards to encourage more off-peak travel.

4. Sustained increases in cycling, walking and use of river services

We want more people to make their journeys by bike or foot following the 2012 Games. There were 20 per cent more cyclists on major roads²⁵ and 8-9 per cent more pedestrians crossing the Thames²⁶ last summer but these figures could have been higher. Sustrans argues that messages about making journeys by bike or foot were not prioritised during the 2012 Games so an opportunity was lost to convert more people to use these modes.²⁷ The London Cycling Campaign (LCC) makes a similar point although it suggests the increase in cycling during the 2012 Games

²² Transcript of Transport Committee meeting on 13 November 2012, p23

²³ Delivering Transport for the 2012 Games, ODA, October 2012, p113

²⁴ City of London Corporation written submission, December 2012

²⁵ TfL Travel in London Report 5, p215

²⁶ TfL Travel in London Report 5, p204

²⁷ Sustrans written submission

shows potential for modal shift. LCC has, therefore, called for a legacy of more improvements to cycling infrastructure and cycle parking including in the Queen Elizabeth Park.²⁸ Sustrans also wants cycling and walking improvements at the Queen Elizabeth Park and more Greenway routes.

We want more people to use river services following the 2012 Games. Thames Clippers carried 44 per cent more passengers during the Olympics compared to the same period in 2011. It had its busiest day ever on 9 August 2012 with 22,000 passengers. For Thames Clippers, this increased patronage can be attributed to factors including: greater visibility and promotion of river services on the 2012 Games Journey Planner; Games ticket holders receiving one-third off typical adult fares for river services; and better signage of piers.²⁹ There is scope to build on this success. Last year, we recommended that TfL should capitalise on the focus on the river during the 2012 Games to boost river services in the long-term.³⁰

We recommend that the Mayor and TfL report by April 2013 on the actions that have been, and will be, taken to ensure sustained increases in walking, cycling and use of river services following the 2012 Games. This should include details and associated costs of: further cycle and walking routes, cycle parking and providing for people to book tickets for river services via the TfL web site.

5. Further transport accessibility improvements

We want a comprehensive transport accessibility legacy. Transport for All argues that the 2012 Games galvanised TfL into improving access to public transport and this work must now continue. Specifically, Transport for All has called for: manual boarding ramps on every Tube station where there is a gap between platform and train; one-third of Tube stations to be made step-free by 2018; the ongoing provision of rapid response lift and escalator maintenance teams; the installation of platform humps at any Tube station where a step remains; and all bus stops to be made fully accessible.³¹ Others have also called for more manual boarding ramps on the Tube. They include Sophie Christiansen, the British Paralympian who won three Gold medals,³² and Baroness Grey-Thompson, former British Paralympian, and TfL Board member. Baroness Grey-Thompson told us she welcomed the accessibility measures implemented last summer and wanted these to continue. She also hoped that in future TfL's Journey Planner would 'recognise' users with reduced mobility so they did not have to enter their accessibility requirements every time they checked a journey.³³

²⁸ London Cycling Campaign written submission

²⁹ Thames Clippers written submission

³⁰ Transport Committee's update report on improving river services, February 2012

³¹ Transport for All written submission

³² Sophie Christiansen's written submission

³³ Transcript of Transport Committee meeting on 13 November 2012, p20

We recommend that the Mayor and TfL report by April 2013 on how transport operators are delivering an accessible transport legacy. This should include details and associated costs of: the number and location of Tube stations where a temporary manual boarding ramp and/or platform humps have or will be installed; the continuation of rapid response lift and escalator repair teams; the scope to make 100 per cent of bus stops fully accessible; and the provision of better information on TfL's Journey Planner so it automatically 'recognises' users' accessibility requirements or the provision of a bespoke accessibility Journey Planner.

6. Improved management of the road network

We want improved management of the road network as a result of the 2012 Games. TfL suggests there are lessons to learn from the road measures implemented last summer. These include the 2012 Active Traffic Management Programme which resulted in changes to 1,300 traffic signals. However, some issues have been raised about this Programme. London Councils suggests the implementation was heavy-handed resulting in significant delays and congestion in some parts of outer London e.g. Hounslow. Moreover, TfL failed to consult boroughs before making the changes to traffic signals.³⁴ The London Boroughs of Havering, Hammersmith & Fulham and Kensington & Chelsea have raised similar concerns.³⁵ In the run up to the 2012 Games, taxi drivers also expressed concerns about changes to the road network. In light of these issues, the Mayor and TfL should not rush into making further changes to the road network without proper consultation with all boroughs and road users.

We want long-term changes in the scale and timing of road freight deliveries. Around 57 per cent of freight operators made adaptations during the 2012 Games with most reducing their transport activity and retiming deliveries.³⁶ TfL attributes these changes to its 2012 Freight Management Programme. This Programme, which cost £4 million, included establishing: a Freight Forum; a dedicated freight website; and an online Freight Journey Planner. The Freight Transport Association supports the continuation of these measures and suggests its members could make permanent changes to their usual delivery hours following the 2012 Games.³⁷ TfL reports that the Freight Forum is now exploring the scope for more out-of-hour deliveries in different parts of London. The Freight Journey Planner has also been retained following the 2012 Games.³⁸

We recommend that the Mayor and TfL report by April 2013 on how they are delivering improved management of the road network as a result of the 2012 Games. This should include details and associated costs of: any planned changes to traffic signals including the anticipated benefits for all road users and how all boroughs and road users are being consulted on the changes; and the continuation of measures to support changes in road freight deliveries including more out-of-hours deliveries.

³⁴ London Councils written submission

³⁵ London Boroughs of Hammersmith & Fulham and Kensington & Chelsea written submission

³⁶ Travel in London report 5, p154

³⁷ Freight Transport Association written submission

³⁸ TfL written submission

Conclusion

London's transport system performed well during the 2012 Games because of many factors. Alongside investment in new transport infrastructure, there was also: effective joint working between transport operators; many years of advanced planning and testing; real-time transport management; and regular public scrutiny of the transport operators' plans and progress in meeting the 2012 transport challenge. Key to the transport system running well was the role played by Londoners. They changed their usual travel behaviour last summer. Londoners reduced, rerouted, rescheduled or changed mode for some journeys. This helped spread demand for transport especially at the 2012 travel hotspots.

The performance of the transport system during the 2012 Games exceeded expectations and the transport legacy should do likewise. Londoners should see real long-term benefits from the £7.2 billion spent on transport for the Games. TfL and other transport operators have reported on many lessons to learn from the 2012 Games and many potential areas for legacy. More than six months on from the 2012 Games and one year on from the publication of the Mayor's Transport Legacy Action Plan (March 2012), it should be possible to see the actual changes that have been, or will be, made to transport operations. The high-performing transport system of the 2012 Games should become the everyday experience for Londoners and not just an exceptional, one-off achievement of last summer.

Details of the Transport Committee

Membership

Caroline Pidgeon (Chair)

Valerie Shawcross (Deputy Chair)

Jennette Arnold

Victoria Borwick

Tom Copley

Andrew Dismore

Roger Evans

Darren Johnson

Joanne McCartney

Steve O'Connell

Murad Qureshi

Richard Tracey

More details about the Transport Committee's work and contact details can be found online at:

<http://www.london.gov.uk/moderngov/mgCommitteeDetails.aspx?ID=173>

Appendix – New transport infrastructure for the 2012 Games³⁹

Table 1 – Transport infrastructure improvements made prior to 2012 Games

Mode	Details of scheme (completion date)
Tube	Jubilee line upgrade (2011) Central line (2006) Piccadilly line extension to Terminal 5 at Heathrow (2008) East London line Phase 1 (2010)
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)
DLR	Upgrade entire network (2011) Extension to City Airport (2005) Extension to Woolwich Arsenal (2009)
Stations	Stratford International (2007) Ebbsfleet International (2007) King's Cross/St Pancras Int. (2007) including two ticket halls in Tube station (2010) Stratford Regional (2011) Woolwich Arsenal (2009) West Ham (2011) Wembley Park (2006) Southfields station (2010) Green Park station (2011)
Roads	A13 (2006) M25 (Jctns 12; 15; Heathrow Spur) (2007) Olympic Park Loop Road (2009)
Bus	East London transit (2006)
Cycling	New routes (2011)
Walking	New routes (2011)
River	Improvements to Greenwich Pier (2011) Improvements to Tower Pier (2012)

³⁹ The appendix details the transport infrastructure improvements listed in London's written bid to host the 2012 Games. This subsequently formed part of the host city contract with the IOC <http://www.london2012.com/documents/candidate-files/theme-14-transport.pdf>.

Table 2 – Additional temporary transport infrastructure installed for the 2012 Games

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