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Transport Committee

Going for Gold: Transport for London's 2012 Olympic Games

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The Transport Committee

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Summary

Winning the right to host the London 2012 Olympic Games was a great achievement for London and the British Olympic Association. The Olympic Games and Paralympic Games are the largest sporting events in the world. The entire public funding package for the Olympics, including transport, is £2.375 billion; the whole operating cost of the Games, again including transport, is £1.5 billion. £692 million will be spent on the Olympic transport budget, including capital costs; and transport operating costs are expected to be £150 million. 16,000 athletes and team officials, and almost 10,000,000 ticketed spectators, are expected to attend the Games. The Paralympic Games involves the estimated participation of 150 countries, 4,500 athletes, and 3,000 officials and members of staff.

Excellent transport will be a key factor in running successful Olympic and Paralympic Games. A proposed Olympic Transport Plan has been drawn up and published by Interim Olympic Transport.¹ The emphasis now is on developing the Plan; and its efficient and effective implementation. Construction and enhancement work on a grand scale is planned to ensure that the transport system in place in London by 2012 is able to cope with the considerable challenge of transporting competitors, officials and visitors to the Games safely and efficiently. The overall scale of construction for the Games will be unparalleled in London in recent times. Several of the key transport links were planned prior to London winning the Olympic bid. If poorly managed, these have the potential for causing considerable disruption in the capital, particularly the East End.

Against this background, we considered it important to launch an early inquiry in order to identify at the earliest opportunity potential problems with the proposed Olympic transport arrangements. Perhaps unsurprisingly we have found a number, for example:

- Potential weaknesses in the plan for the transport by road of the ‘Olympic Family’ which is reliant on an uncertain projected reduction of road traffic in August when the Games are scheduled, and which may not have taken fully into account likely increases in road traffic around Stratford by 2012
- Uncertainties about the capacity of the crucial ‘Javelin’ rail shuttle train service on which thousands of visitors will rely to gain access to the main Olympic site from the centre of London, and the capacity of the new Stratford International station to cope with the anticipated numbers of passengers
- The absence of integrated transport and event ticketing for spectators travelling by rail
- Tensions between the short-term need to deliver transport schemes for the Olympics and the so-called ‘legacy’ needs of London’s transport infrastructure. For example, a ‘travelator’ between Stratford Regional and Stratford International stations, while possibly not crucial for the transport of Olympic spectators, appears to be the best solution for the transport legacy of

¹ See footnote 38, p 22

the area

- The needs of people with disabilities when planning transport infrastructure and services for the Olympic Games have not been considered properly. This is astonishing when the planning is, in part for a Paralympic Games
- London's river and canal system is a highly significant aspect of the local infrastructure. The River Thames is a magnificent asset for the Games which must be used to maximum effect. We have yet to be convinced that Olympic transport planners are being sufficiently imaginative about the many potential uses for water transport. For example, transport of construction and other materials by road may be more convenient in the short term, but with imagination, extra planning, and relatively modest investment, the waterways adjacent to the Olympic site could be improved to provide sustainable transport of materials and leisure facilities for the future
- We are concerned that all transport operators work fully co-operatively with the Government, Olympic Board, and the Olympic transport authorities to make the 2012 Olympic Games and the Paralympic Games a resounding success. We noted relatively little enthusiasm on the part of transport operators from whom we have taken evidence. In some cases, problems appeared to loom larger than the drive to find solutions. This was disappointing and needs to change. Everyone involved in the Olympic Games in the public and private sectors, must work together with enthusiasm if the project is to be successful.

We are convinced that these and other real difficulties identified can be overcome. But success will depend upon a fully effective Olympic organisation being created quickly; and the Government and Mayor of London providing it with good support. Many Olympic projects have long lead times and require early planning and subsequent management of the highest standard. Interim Olympic Transport must be staffed by the best personnel available. Winning the Olympics offers this country and London with an opportunity to demonstrate that it is capable of planning and delivering a world class event superbly; it also provides an occasion to fail spectacularly.

The influence of the transport infrastructure on the millions of visitors expected will be profound. Visitors' experiences on our roads, railways and the London Underground during the Games will have the potential to make or mar their visit, and their opinion of the capital. The UK's record of delivering world class transport is variable. The daily travel experience of thousands of Londoners is similarly patchy. There must be no compromise therefore on the drive for excellence in delivering the road and rail systems, the buses and trains, and the enhancements to the London Underground and the river and canal systems on which the Olympics depends so crucially.

Looking further ahead, the Olympic and Paralympic Games offers a unique opportunity to invest wisely in the transport legacy of London and other Olympic locations around the UK. The systems and enhancements put in place for 2012 must, wherever possible, be capable of being sustained beyond that date so that maximum value for money is achieved

and the transport infrastructure available to the local populations is enhanced.

This is not the Committee's final word on transport for the London's 2012 Olympic Games but a 'first bite'. Indeed, our work threw up as many questions as it answered, as this report makes clear. In the period to 2012 we shall return to examine progress in developing the Olympic Transport Plan to check what progress is being made. We expect to find that those responsible for the provision of transport for the Games are tackling the job of providing the infrastructure and management services required with vigour and imagination.

1 Introduction

1. In Singapore on 6 July 2005 the International Olympic Committee (IOC) awarded London the 2012 Olympic and Paralympic Games. The London Olympic Games will take place from 27 July to 12 August 2012, and the Paralympic Games between 29 August and 12 September. Excellent transport will be essential to the success of the Games, and the Committee launched an early inquiry in August 2005 into the proposed transport arrangements for the 2012 Olympics.

Aim of the inquiry

2. **The aim of this inquiry was to identify at an early stage emerging problems and areas of concern in Olympic transport planning. It is relatively early in the process of preparing for London's Games, and we did not therefore expect to find final delivery structures in place and fully operational. We did however wish to satisfy ourselves that planning for the Games was as far advanced as possible. What we have found is set out in detail in the following paragraphs.**

3. This report represents a first look only at transport planning for the London Olympics. We are committed to pursuing the issues uncovered here and shall be inquiring periodically into their resolution over the following years to 2012.

4. Our main terms of reference were:

- What level of funding will need to be directed at transport improvements? Will the Government's Spending Agreement with the Mayor provide adequate funding? What role will the private sector play in delivering this infrastructure? Will funding be diverted from other transport projects?
- How will the transport projects needed for the Games fit into an integrated and long term transport plan for London? Will the transport legacy be appropriate to the needs of east London in the next two to three decades?
- What effect will the Games have on security, congestion, overcrowding, air quality and emissions in London? What impact will there be on transport in the interim?
- What lessons for transport can be learned from the experiences of other Olympic cities?²

Visits

5. We inspected the main Olympic site at Stratford in the East End of London, where we received a presentation of the draft Olympic Transport Plan by Transport for London's Olympic Transport Strategy team and London Organising Committee of the Olympic

Games.³ Visits to the Stratford International station on the Channel Tunnel Rail Link (CTRL), currently under construction, and the Docklands Light Railway extension to London City Airport, followed. We are grateful to Transport for London (TfL) for organising these visits, and to London and Continental Railways (LCR) for enabling us to visit the Stratford International station site.⁴

6. Mr David Clelland MP, a Member of the Committee, took the opportunity of an unrelated visit to Athens in November 2005 to view the Olympic sites there. Mr Vassilios Vavakos, a former member of the Athens Olympic Transport Organising Committee, and one of our specialist advisers for this inquiry, was Mr Clelland's host on this occasion.⁵

Evidence

7. We received sixty seven written submissions, and heard oral evidence from the following witnesses: the London Boroughs of Newham, Tower Hamlets, Waltham Forest, Hackney and Greenwich, Dorset County Council, the Thames Gateway London Partnership, Network Rail, London and Continental Railways (LCR), the Association of Train Operating Companies (ATOC), the Disabled Persons Transport Advisory Committee (DPTAC), the Disability Rights Commission (DRC), London Organising Committee of the Olympic Games (LOCOG), Transport for London (TfL), Rt Hon Richard Caborn MP, Minister of State, Department for Culture, Media and Sport, Ms Karen Buck MP, Parliamentary Under-Secretary of State, Department for Transport, and Mr Ben Stafford, Team Leader 2012 Olympics, Department for Transport. We also took evidence by video link from Mr Jim Sloman, the former Chief Operating Office at the Sydney Organising Committee for the Olympic Games. We are grateful to all those who contributed to our inquiry, in particular our three specialist advisers, Mr Drummond Robson, Mr William Tyson and Mr Vassilios Vavakos.

3 Since the Committee's visit the TfL Olympic Strategy team has been renamed 'Interim Olympic Transport' and is referred to as such throughout this report

4 Visit note, Annex

5 Visit note, Annex

2 Management and funding

Developing the bid

8. The planning and engineering consultants, Arup, were commissioned in January 2002 by the Government, the Mayor of London and the British Olympic Association (BOA) to conduct a feasibility study into the potential for a London Olympic bid. The brief stipulated an Olympic Village, main stadium, and other facilities in the Lower Lea Valley, Stratford, east London.⁶

9. *Quantifiable* benefits identified by Arup included:

- regeneration of east London, with the creation of around 3,000 jobs
- £70 million from the fiscal impacts of growth in the economy attributable to the Games
- income generated by the growth in tourism, creating a surplus over additional expenditure of between £280 million and £507 million

Arup also listed a range of *unquantifiable* benefits and legacies, including national prestige, future uses of the sporting and other facilities, cultural diversity and social cohesion, and attracting inward investment.

10. The Government used the estimates of likely costs produced by the Arup report to develop a funding package designed to cover potential risks and contingencies. After considering the evidence the Secretary of State for Culture, Media and Sport, Tessa Jowell MP, announced to Parliament in May 2003 the Government's intention to back London's bid for 2012.⁷

11. The bid was carried through by London 2012, a private company limited by guarantee, whose shareholders were the Government, the Greater London Authority and the BOA. In its questionnaire response submitted to the International Olympic Committee (IOC) in February 2004, London 2012 set out in detail the transport plans for London's Olympic bid. The full bid documents were prepared and sent to the IOC in November 2004. Theme 14 of the London Candidature File for the 2012 Olympic Bid provided details of the proposed transport arrangements for the Games.⁸

Olympic Games management structure

12. The Government has been quick off the mark in planning for the Olympics. Already the London Olympic Games and Paralympic Games Bill has passed through the House of Commons and has had its Second Reading in the House of Lords.⁹

6 A summary of the report was deposited in the House of Commons Library in November 2002, Dep 02/2202. Arup, 'London Olympics 2012 Costs and Benefits', 21 May 2002

7 HC Deb, 15 May 2003, cols 477-8

8 http://www.london2012.org/NR/rdonlyres/C27233BA-E663-4FD8-8EC8-A7896B547EFD/0/Theme_14_transport.pdf

9 HL Deb, 11 January 2006, cols 250-253

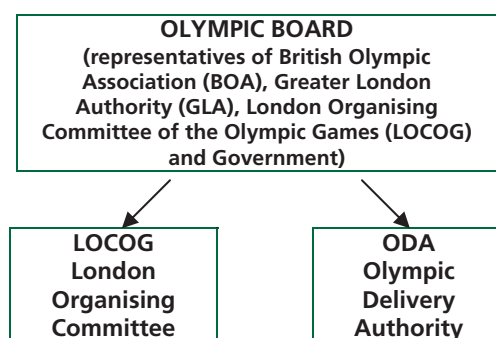
13. The Bill will create the Olympic Development Authority (ODA), a Non-Departmental Public Body, which will be responsible for ensuring the creation of venues and the construction of infrastructure for the Games. A directorate of the ODA will be responsible for an integrated approach to the preparation and delivery of transport for the Games.

14. The Mayor of London has issued statutory directions to the London Development Agency (LDA) and Transport for London (TfL) to act as the interim ODA and interim Olympic transport team (named Interim Olympic Transport) respectively until the ODA is set up formally after the Bill receives Royal Assent during 2006.¹⁰ The ODA will have a reserve power of direction over TfL, and will also be able to provide funds to other major transport schemes relevant to the Olympics.

15. After we had finished taking evidence, Jack Lemley, the former head of the Anglo-French consortium responsible for building the Channel Tunnel Rail Link, was appointed Chairman of the ODA, with David Higgins as his Chief Executive. David Higgins was previously Chief Executive of English Partnerships and before that Managing Director of the Lend Lease Group in Australia, the company which built the Olympic Village and the Aquatic Centre for the Sydney Olympics, 2000.

16. The London Organising Committee for the Olympic Games (LOCOG), the successor body to London 2012, was established formally on 3 October 2005. LOCOG is responsible for planning, organising and staging the 2012 Games. Since we took evidence LOCOG has appointed a new Chief Executive, Paul Deighton, a European financial expert with investment bank Goldman Sachs. He will assume his responsibilities on a full-time basis in March 2006, replacing the current Chief Executive, Sir Keith Mills, who will become vice-Chairman of LOCOG, with Lord Coe as Chairman.

17. The ODA and LOCOG will report to the Olympic Board, which will provide oversight, strategic coordination and monitoring of the entire Olympic Games project:¹¹



Venues

18. The venues for thirty out of the thirty eight Olympic sports will be grouped into three zones in or close to central London: the Olympic Park zone at Stratford; the River zone

10 Ev 73

11 Diagram, *London 2012*

including ExCel, the Dome, Greenwich Arena, the Royal Artillery Barracks, the University of East London, Docklands and Greenwich Park; the Central London zone, including Horse Guards Parade, Hyde Park, Lord's Cricket Ground, and Regents Park.

19. The Olympic Park zone, the venue for fourteen sports, including the main athletics stadium, will consist of a new 500-acre Olympic Park to be created between Hackney Marshes, Stratford and West Ham and within ten minutes walking time from both Stratford Regional and Stratford International stations. The park will be adjacent to the Stratford City Development, a new urban centre for east London, part of which will form the Olympic Village for the Games. Also within Greater London, tennis will take place at Wimbledon and football at Wembley.

20. There are very important venues outside London. The sailing will take place at Weymouth and Portland, cycling at the Weald Country Park, canoeing at Broxbourne, rowing at Eton Dorney, and football at five football stadia.¹²

Importance of transport to the success of an Olympic Games

21. Our evidence from Transport for London (TfL) stressed the primary importance of transport to the Olympic Games. The Olympic Games is the world's largest sporting event with over 200 competing nations, 16,000 athletes and team officials and 38 sports spread over 16 days. This will necessitate the secure and reliable transport of the 55,000 members of the so-called 'Olympic Family' – athletes, officials, media representatives, VIPs and sponsors, and the estimated 9,700,000 ticketed spectators, 500,000 each day to all events. The Paralympic Games is the world's second largest sporting event.¹³

22. Mr Jim Sloman, the former Chief Operating Officer for the Sydney Olympics in 2000, summed up for us the importance of good transport arrangements for athletes, officials, the media and spectators for the success of an Olympic Games:

The transport system was absolutely crucial to the success of the [Sydney]Olympics. Firstly, you have to get the athletes to the event or you do not have an event, and you have got to get them there on time or the television sponsors, the people who provide the money to the Games for the television rights, will not pay you: so it is crucial that you get the athletes to the event. It is crucial you get the media to the event, the broadcasters to the event, and at the end of the day you must get the spectators to the event on time as well. They are paying a lot of money for a unique experience, and this is the first Olympic Games in London for 60 odd years, and they will want to enjoy it and they will want to remember that experience forever because they probably will not get it again in their lifetime, so transport is a must have, it must work well, it is crucial to the success of the Games.¹⁴

23. Several witnesses set out for us the dire consequences of poorly organised transport. For example, 'Living Streets', an organisation which promotes walking, told us that "the Atlanta Olympics were plagued by transport problems partly because of the dominance of

12 Maps, Annex

13 Visit notes, Annex

14 Q 203

the motor car in a very sprawling city.”¹⁵ We heard that at the same Games there was a problem of getting the competitors to the events in time.¹⁶ Sir Keith Mills, Chief Executive, LOCOG, explained that for the Atlanta, Athens and Sydney Games drivers for the fleets of cars and buses had to be brought in from other parts of the country. Many were unfamiliar with the roads of the Olympic city and this resulted in confusion:

Both in Atlanta and in Athens the resources of the cities themselves were somewhat limited and they had to bring people in from all over the country to provide driving facilities, and if you come from Perth you probably do not know the roads of Sydney terribly well.¹⁷

24. It is obvious that without excellent transport the Olympic and Paralympic Games will be at risk of failure. London’s reputation as a leading world city will depend largely upon its ability to ensure that appropriate transport infrastructure is in place for the Olympic and Paralympic Games by 2012. The Government and the Mayor of London are the ultimate guarantors of the Games, including essential transport improvements and provision. We expect them to see that these are delivered to specification and to time.

Funding for Olympic transport

Public funding package

25. £2.375 billion, from Lottery money, London council tax, and London Development Agency funding, has been agreed between the Government and the Mayor of London to meet the cost of the Games.¹⁸ We note that in response to a Parliamentary Question about reassessing the cost of the Games, the Government has confirmed that KPMG has been commissioned to provide advice to the Government on those costs.”¹⁹

26. The Government told us that “the total cost of the Olympic specific transport schemes to be met from Olympic funding amounts to £692 million”.²⁰ £508 million (revised to £542 million)”²¹ of this total is expected to be met from the £2.375 billion with the remainder, £184 million (revised to £150 million)²², being met from the operational budget of the

15 Ev 61

16 Presentation by Interim Olympic Transport and LOCOG at Stratford

17 Q 248

18 Ev 89. London’s Olympic Candidature file (Theme 14) refers to \$30 billion “already committed to improve London’s transport” by 2012, Table 14.1, pp 99-100. This figure however includes all private and public funding identified and forthcoming within this period for all transport modes and needs to be carefully distinguished from the specific Olympic budgets for transport

19 HC Deb, 26 January 2006, col 2296W

20 Ev 89

21 Ev 89

22 Ev 89

Games, although these proportions appear to have varied more recently in a supplementary memorandum from LOCOG.²³

27. We questioned Transport for London, LOCOG, and the Mayor of London closely about the transport projects which would be completed by 2012 only as a result of the Olympic Games and the additional money provided to the Games by the Government over and above planned UK spending on transport before 2012.²⁴ Sir Keith Mills, Vice Chairman of LOCOG, told us that this extra money amounted to *£692 million*.²⁵ This was broken down as follows: capital investment in infrastructure *£340 million*, to include schemes such as the upgrade of the North London Line and West Ham station capacity enhancements.²⁶ It appears that the effect of the extra funding on these projects will be to accelerate their completion to coincide with the timetable for the Games.²⁷ *£202 million*, is dedicated to buying “temporary Games-time services”,²⁸ for example, additional train services including the Olympic ‘Javelin’ shuttle from St Pancras to the Olympic Park at Stratford, and temporary park and ride facilities.²⁹ The remaining *£150 million* is a contribution towards transport running costs.”

Olympic transport running costs

28. The operational budget of the 2012 Olympic Games, estimated to be *£1.5 billion*, covers the operating costs of running the Games. These costs are met almost entirely from broadcast rights, sponsorship and ticket sales. The LOCOG will not finance any capital expenditure. Of the *£1.5 billion* LOCOG budget, *£150 million* is expected to be spent on operational Olympic transport.³⁰

Key Transport for London projects

29. In its initial assessment of London’s Olympic bid the International Olympic Committee (IOC) commented adversely on London’s transport. For example “rail public transport is often obsolete and considerable investments must be made to upgrade the existing system in terms of capacity and safety.”³¹

30. During the bid process in July 2004, Transport for London agreed long term funding with the Department which allowed it to start an investment programme in transport infrastructure for London amounting to *£10 billion* over the five years to 2012.³² This

23 Ev 84. Figures provided slightly later from LOCOG, Transport for London and the Mayor of London contain variations: the operational budget contribution being *£150 million*, with *£542 million* coming from the overall public funding package of *£2.375 billion*

24 Q 245

25 Ev 78, Q 245

26 Ev 84-5

27 Q 245

28 Ev 85

29 Ev 85

30 Ev 84

31 Report by the IOC Candidature Acceptance Working Group to the IOC Executive Board, March 2004

32 Ev 72

almost certainly helped to convince the IOC that London's infrastructure would be able to meet the needs of the Games:

During the bid process, substantial London rail transport infrastructure investments have been clearly confirmed, guaranteed and accelerated. Provided that this proposed programme of public transport improvements is fully delivered on schedule before 2012 and the extensive Olympic Route Network is implemented, the Commission believes that London would be capable of coping with Games-time traffic and that Olympic and Paralympic transport requirements would be met.³³

31. This spending agreement has enabled TfL to accelerate the completion of major projects by 2010, for example, the three DLR extensions and the East London line extension which "TfL...had guaranteed to the [International Olympic Committee]."³⁴

Dockland Light Railway extensions

32. The Docklands Light Railway (DLR) runs from Bank and Tower Gateway in the City of London through Canary Wharf to the Isle of Dogs and Greenwich, and through Poplar to Stratford and Beckton.

33. An extension from Canning Town DLR to London City Airport and King George V (North Woolwich), opened on 6 December 2005. The estimated cost of the new line, built by City Airport Rail Enterprise (CARE), a consortium of AMEC and the Royal Bank of Scotland, was £140 million. Under a concession arrangement, CARE will be responsible for the maintenance of the railway for a period of approximately thirty years, and for making it available for DLR to operate trains. Two further extensions are planned: the first from King George V to Woolwich Arsenal, the second from Royal Victoria to Stratford International.

King George V to Woolwich Arsenal

34. In April 2004, TfL and DLR Ltd announced that four prospective consortia had been successful in the pre-qualification process to bid for the concession to build the Woolwich extension. In June 2005, Woolwich Arsenal Rail Enterprises (WARE), another consortium formed by AMEC and the Royal Bank of Scotland, was appointed as the concessionaire for thirty years. The estimated cost is £150 million and construction started in Summer 2005. This extension is expected to open in 2009.

Royal Victoria to Stratford International

35. The aim of the Royal Victoria to Stratford International extension is to link up the DLR with the CTRL at Stratford International. The 5km extension will link with DLR's Beckton and London City Airport routes. There will be new stations built at Star Lane, Abbey Road and Stratford High Street. Existing North London line stations at Canning Town, West Ham and Stratford will be modified, and a new station will be opened at Stratford International. It is expected to open in 2010.

33 Report of the IOC Evaluation Commission for the Games of the XXX Olympiad in 2012, 6 June 2005

34 Ev 89

Dockland Light Railway capacity upgrade

36. DLR Ltd has also proposed upgrading capacity of the railway on the Bank-Lewisham route. In October 2005, DLR Ltd received approval under the Transport and Works Act 1992 (TWA) to undertake construction works on the route between Bank/Tower Gateway and Lewisham. These works will entail lengthening platforms, strengthening some viaducts and bridges, and also providing additional lifts and other improvements in order to give the DLR the ability to run three-car trains. Construction is expected to start on April 2007. Provision has been included for eighteen new vehicles and expansion of the Beckton depot. Drawing on more than £100 million of Transport for London's five-year £10 billion Investment Programme, the project should see new trains on the network by Autumn 2009 and twenty four vehicles have already been ordered. A separate contract for the expansion of the DLR depot at Beckton was finalised recently.

East London Line Project

37. The East London Line (ELL) project will extend and upgrade the existing London Underground East London Line, converting it into a new metrostyle (National Rail) train service. This will provide services that will ultimately extend north to Highbury & Islington, south to West Croydon and west to Clapham Junction, and in the future could potentially facilitate 'orbital' journeys around London.

38. The project will be delivered in two phases, of which the first phase only is due to be completed in time for the Olympic Games. Phase one will extend the existing line north to Dalston Junction and south to Crystal Palace and West Croydon. It is due to be completed by June 2010 and to cost £900 million. In November 2004 the Mayor of London took control of the ELL project and financing will come from TfL's five-year investment programme. Funding has yet to be agreed for the second phase which will extend the ELL west to Clapham Junction and connect North London Line stations at Canonbury and Highbury & Islington, but TfL does not consider it to be crucial for Olympic transport.³⁵

London Underground Jubilee Line capacity increase

39. The Jubilee Line runs from Stratford in East London through Canary Wharf, Waterloo and Baker Street to Wembley and Stanmore in North London. All Jubilee Line trains have had an extra seventh carriage added from January 2006 boosting passenger capacity on each train by seventeen per cent. These measures will increase capacity by nearly twenty per cent on the whole Line, equating to an extra 3,000 passengers every morning and evening peak. The Jubilee Line will also receive a full line upgrade to increase capacity in 2009. London Underground upgrades are discussed in more detail later in the report.³⁶

40. It is too early to conclude that the budget for the Olympics is right. But the Government has boosted the money available to enable the Docklands Light Railway and first phase of the East London Line extension to be completed, and that is welcome. We are heartened that the former Chief Operating Officer for the 2000 Sydney Olympic Games

35 Q 235

36 Paras 150-156

considered that, overall, funding for the London Games was “possibly the best Olympic budget” he had seen at this stage.³⁷ **The Olympic transport budget will be a matter for the Olympic Delivery Authority and the successors of Interim Olympic Transport. We expect then to implement excellent financial planning systems and to ensure sound stewardship of public money. This does not however absolve the Government from responsibility for overseeing carefully the financial health of the Olympic transport budget in the coming years. We expect it to be fully alert to problems and to step in quickly where difficulties arise.**

3 Planning for Olympic transport

41. Under the London Olympic games and Paralympic Games Bill the Olympic Delivery Authority (ODA) is required to develop an Olympic Transport Plan in consultation with listed authorities including the Mayor of London and Transport for London (TfL). The interim Olympic Transport Authority (OTA), and LOCOG have published a proposed Olympic Transport Delivery Plan, which outlines the transport infrastructure for the Games, and a plan of transport operations, with details of transport services for each venue.³⁸ These plans were used in London's bid for the Games and will be developed in due course into the statutory Olympic Transport Plan.³⁹ Mr Sloman, previously Chief Operating officer for the Sydney Olympic Games, told the Committee that, in comparison to Sydney seven years before the opening of the Games there, transport planning for the London 2012 Olympics was far advanced:

..the planning that London has done, particularly in a transport sense but also in an venue and infrastructure sense generally, is incredibly advanced. Your transport planning today is better than ours was three to four years out from the Games itself."⁴⁰

42. Transport planning for London's Olympics appears relatively well advanced. We congratulate Interim Olympic Transport and LOCOG for this achievement. But there must be no slackening in pace if progress is to be maintained.

43. World class transport planners for the Olympic Delivery Authority and the London Organising Committee for the Olympic Games (LOCOG) must be appointed transparently and without delay. The organisational structures created within these bodies need to be focussed appropriately on the task of completing transport arrangements for the Olympic and Paralympic Games efficiently and effectively. We wish to be assured that the recruitment of transport related staff in Interim Olympic Transport and LOCOG is proceeding to plan.

Transport for the 'Olympic Family'

44. Athletes, team and technical officials, the accredited media and the members of the International Olympic Committee (IOC) are known collectively as the 'Olympic Family'.

45. Half of all the athletes will live, train and compete in the Olympic Park at Stratford in east London and 80 per cent will be within 20 minutes of their competition venues. The transport needs of these groups will need to be considered carefully but should be relatively straightforward.

46. By contrast those athletes who need to travel outside the Olympic Park to training and competition venues, and other members of the Olympic Family, in particular, media and

38 Olympic Transport Plan, Transport Operations and Delivery Plan for the London 2012 Olympic Games and Paralympic Games version 2: October 2005, 2 vols

39 Ev 71

40 Q 209

officials, will be transported by fleets of cars, vans and coaches along the 240 km Olympic Route Network (ORN).

47. Mr Sloman reminded the Committee of the relative roles of the International Olympic Committee and London. The International Olympic Committee 'owns' and runs the Games: London is the venue and host:

[Members of the IOC] are very important people in terms of making sure the Games [is] a success. The IOC at the end of the day owns the Olympic Games - they own the franchise. We in Sydney were lucky enough to be selected to host it, as London has now been selected to host it, but you have to recognise it is their Games, they own it and they actually run the Games. We put it on for them, but they actually can direct you to stop and start and do all sorts of things. They need to be looked after.⁴¹

48. Without suitable transport to enable the athletes, support staff, officials, and members of the International Olympic Committee to move swiftly around London between venues, the timetable of the Games will be disrupted. This will result in disappointment for the hundreds of thousands of spectators. **Transport arrangements designed for members of the International Olympic Committee and other members of the 'Olympic Family' must be flawless.**

Congestion free travel for IOC members, athletes and others

49. Members of the International Olympic Committee will be staying in hotels in Park Lane in central London. The roads in London and particularly east London are already extremely congested.⁴² Nevertheless, Interim Olympic Transport was optimistic about the journey time by road from Park Lane to Stratford in east London, and the ability of the road network in the West End to cope with the added burden of journeys by members of the Olympic Family:⁴³

Q256 Graham Stringer: And you say that will only have a minimal impact on traffic in the West End? I assume you will have to go through the West End?

Mr Sumner: In arriving at that conclusion we have used the road traffic data that Transport for London use to drive the Transport for London route network. In particular, we have got data from 5,000 sets of traffic lights and control systems. In fact, the world's biggest urban traffic control system is based within London. We have used that data, assessed it, and at the minute our analysis shows that the impact will be minor, of a negligible nature, and localised. What we will do now is confirm those routes and find secondary routes in the event of a problem so that we truly understand exactly where any particular localised hotspots might be so that we can mitigate those impacts.

Q257 Chairman: I think, Mr Sumner, the tiny note of disbelief in Mr Stringer's voice is not just natural Manchester caution, but are you going to genuinely look at all

41 Q 223

42 Ev 174

43 QQ 256, 257

these other things that Sydney told us about - restriction of deliveries, the clearance of rubbish, not just in relation to the site but also in relation to Central London? Frankly, getting to Park Lane from Stratford is not my ideal journey, not that I take it very often!

Mr Sumner: I understand the gentleman's scepticism, however we have done detailed analysis and we have done detailed proving trials of that particular route. For example, as part of the evaluation commission we gave them detailed run times that we have achieved by using vehicles and changed traffic signal control plans. So, for example, right here right now I can say our "personal best", as it were, in terms of the Olympic Village to Hyde Park Corner is 21 minutes 46 seconds and that is in normal traffic in the middle of the day.

50. We are concerned that the road transport in London for the Olympic Family could be a weak link in the transport plan. Interim Olympic Transport are relying on a decline of 15 per cent in the volume of traffic in London during the Games as people depart for summer holidays in August.⁴⁴ The Corporation of London told us however that traffic in the City of London declined on average by around 2 per cent only in August.⁴⁵ It is also unclear in what areas of the capital any decline in traffic will take place. Overall there is a disturbing lack of hard evidence and consensus. In addition, 2012 will not be a 'normal' year. It is possible that many people who normally leave the capital on vacation may choose to stay.

51. Unless traffic in London falls by 15 per cent during the Olympic Games the Olympic Route Network will be congested and Olympic athletes and others may be delayed. It is not clear to us how this reduction can be guaranteed. Interim Olympic Transport needs to assure us that their assumption of traffic decline in London during the summer is rigorously worked out and realistic.

Traffic prediction

52. London TravelWatch expressed concern that Transport for London had not done the requisite impact analysis of the effect on local traffic of the Games.⁴⁶ We were told that for the Commonwealth Games in Manchester - only one third the size of the Olympic Games - a considerable amount of traffic management was needed to enable the shuttle buses to run efficiently.⁴⁷ Our Athens based specialist adviser, with direct experience of transport planning for the Athens Olympics, stressed the great importance of developing a transport modelling tool as soon as possible to assess the demand for transport during the Olympics.⁴⁸

53. The planning for Olympic transport must be based on robust modelling of local traffic flows and forecasts of future traffic growth. In the absence of sound prediction, key aspects of Olympic road and pedestrian traffic planning, for example, in the immediate vicinity of

44 Ev 69

45 Ev 163

46 Q 164

47 William Tyson OBE, Specialist adviser

48 Vassilios Vavakos, Specialist adviser

and within the Olympic Park, east London, and transporting members of the ‘Olympic Family’ swiftly and safely around London, could be placed at risk. **Interim Olympic Transport needs to come forward with a system of traffic prediction that will allow the road systems in London to cope well with future local traffic pressures and, most importantly in this context, the influx of Olympic and Paralympic visitors. We would like to be assured that Transport for London and Interim Olympic Transport are drawing on the most sophisticated traffic control systems available world-wide in making arrangements for traffic control in 2012.**

Stratford City development traffic

54. The Olympic Transport Plan (OTP) will also need to take careful account of new road traffic generated by the Stratford City development which will be operational before 2012.

55. Stratford City will have 1.5 million sq ft of retail space and 4000 hotel beds, in addition to a residential community; and an estimated 19.2 million shopping visits annually.⁴⁹ Many more people live in the Stratford area than lived near the Olympic Park in Sydney.⁵⁰ There will be new domestic car traffic by 2012 to be taken into account, adding to street congestion and parking requirements. Stratford is an area with a wide diversity of traffic movements, where people live in high densities and where street widths are narrow.

56. The Olympic Transport Plan needs to take account of all these factors in what is a large scale and highly complex redevelopment of Stratford City. Many transport issues need to be resolved and failure will have a highly detrimental ability upon London’s ability to deliver a successful Olympics.

Bus lanes

57. The Olympic Transport Plan states that 100 km of the Olympic Route Network will be dedicated lanes for the Olympic Family. Although we had evidence that generally the roads selected for the Olympic Route network do not have bus lanes,⁵¹ **we are concerned that the road space available to the public as a result of catering for the Olympic Route Network may be reduced substantially. It will be vital that the disruption to public transport is minimised.**

58. There also seemed to be confusion about the extent of these lanes and how these would interact with current bus lanes. Sir Keith Mills, currently Chief Executive of the London Organising Committee for the Olympic Games (LOCOG), told us that the dedicated lanes would go all the way to Park Lane, where International Olympic Officials will be staying.⁵² Further evidence however revealed that this would not be the case. Sir Keith told us that the dedicated lanes would be superimposed upon existing bus lanes, but we found that

49 Ev 7

50 Q 217

51 Q 260

52 QQ 254,255

where necessary existing bus lanes would have to be shared in London or derestricted outside London.⁵³

59. One hundred kilometres of public road will be reserved for transport for the Olympic Family. We reiterate our concern that could constrain the travelling public. We expect the Olympic planners to do everything possible to ensure that the public is not inconvenienced. There appears to be uncertainty about how the interaction between the dedicated Olympic Route Network and bus lanes will work. In the absence of clear demarcation there will be confusion. Interim Olympic Transport needs to clarify this without delay.

Spectator transport to the Olympic Park, Stratford

60. The main focus of the Games will be the Olympic Park at Stratford in east London which will have nine separate venues, including the main stadium, athlete's villages, and media/press centre.

Primacy of public transport in Olympic transport planning

61. The London Olympic Park will be served by ten overland railway and London Underground lines by 2012. This contrasts favourably with Sydney's Olympic Park, served by one railway line; and the Athens Olympic Park, served by two railway lines.⁵⁴ All spectators will use public transport, walk or cycle to all events at all venues. Present transport planning is based on the assumption that 78% of all spectators will be travelling from London.⁵⁵ We are also pleased to see 'park and ride' arrangements being planned for the north east and south of London close to the M 25; and 'park and rail' arrangements at Ebbsfleet.⁵⁶

62. We are delighted at the stress which has been laid by the organisers of the London 2012 Olympics on public transport from the outset. We now expect to see a detailed and workable plan created for co-ordinating the different transport modes in a way that serves the many thousands of visitors, and the local population, efficiently and effectively.

Stratford Regional Station

63. The majority of the railway lines into the Olympic Park serve Stratford Regional Station which will be therefore be a key spectator transport hub for the Olympic Park, as outlined by the London Borough of Newham:

This will then become the strategic transport hub for London's 2012 Olympic and Paralympics Games. Stratford Station is served by Central and Jubilee Underground lines, the North London Line, the Great Eastern, West Anglia and London to

53 Q 261, "derestricted" means that access for Olympic family vehicles would be sought for some sections of road at some times

54 Ev 71

55 Table 14.14.of the Candidature File

56 Olympic Transport Plan, Delivery Plan, October 2005, p 28

Southend rail lines, the Docklands Light Railway and it is also planned to get Crossrail services on the northern spur of the route east of Liverpool Street a few years after the Olympics have been held.⁵⁷

64. Stratford Regional station will be a key transport crossroads for entry to and exit from the Olympic Park at Stratford in east London. Overland railway lines, the Docklands Light Railway, and London Underground lines all converge here. **Too many UK railway and Underground stations are dirty and unpleasant. As a major ‘gateway’ to the Olympic Park, we expect Stratford Regional station – and all stations serving Olympic spectators – to be operated to the highest degree of efficiency possible, and for the quality of decoration, cleanliness and levels of staff assistance and security to be uniformly excellent. We would like an assurance from LOCOG and Interim Olympic Transport that this will be the case.**

Olympic ‘Javelin’ shuttle train

65. There is little doubt that for transporting spectators to and from the Olympic Park the most important proposal is for a dedicated rail shuttle service, called the Olympic ‘Javelin’. This dedicated railway shuttle service, using high-speed trains from the Channel Tunnel Rail Link (CTRL) domestic service, will run from King’s Cross, St Pancras to Stratford International station in seven minutes.⁵⁸

66. The ‘Javelin’ rail shuttle service can be operated on the impressive proposed schedule only by suspending the CTRL domestic service to enable the fleet of trains to be used for the Javelin. In addition, international services will not stop at Stratford during the Games. This means that international passengers will have to change trains at Ebbsfleet station and take the ‘Javelin’ to Stratford International station. This should not present outstanding difficulties for visitors however as we understand that transit will be to an immediately adjacent platform.⁵⁹

‘Javelin’ capacity

67. Transport for London told us that the Olympic Javelin service would take 25,000 spectators per hour from King’s Cross to Stratford and that the service would take seven minutes. The Association of Train Operating Companies however has estimated that taking into account the number of train paths available and the capacity of the trains, only 12-14,000 passengers an hour could be carried.

68. Interim Olympic Transport, LOCOG, and the Mayor of London told us that the ‘Javelin’ shuttle train would carry 1200 passengers per train as opposed to the standard passenger capacity of 900 per train, the latter being “a loading intended to ensure passenger comfort over longer journeys.”⁶⁰

57 Ev 7

58 Olympic Transport Plan, Delivery Plan, October 2005, p 22

59 London’s Olympic Candidature File, para 14.7, p 117

60 Ev 85

69. According to Interim Olympic Transport, LOCOG, and the Mayor of London the ‘Javelin’ train will accommodate 25,000 passengers per hour, but the Association of Train Operating Companies’ evidence suggests a figure of 12-14,000. This discrepancy must be resolved quickly. TfL and ATOC need to agree quickly a realistic figure which will provide enough capacity for the numbers of visitors predicted to use the shuttle.

70. We are extremely concerned that even on a short journey of approximately 7 minutes a quarter of the passengers on the ‘Javelin’ service could be left standing. Quite apart from considerations of discomfort and appalling presentation – all too familiar to regular users of the London Underground – we have concerns that this level of ‘cattle truck’ overcrowding could prove dangerous. **We accept that there may be rare occasions on which a ‘Javelin’ shuttle train will need to carry standing passengers. But we wish to be assured by ATOC and Interim Olympic Transport that this will be the exception, not the rule.**

Platform capacity at Stratford International Station

71. On our visit to Stratford we noted that the capacity of the platforms at Stratford International station appeared extremely limited for the thousands of passengers anticipated every seven minutes from the ‘Javelin’ shuttle trains. **We are concerned that the capacity at Stratford International station could be severely stretched, and that there may be the potential for dangerous platform overcrowding. We expect this point to be checked very thoroughly, and for the Government and Interim Olympic Transport to provide complete reassurance that there will be sufficient exits from the platform to ensure swift and safe transit for Olympic and other passengers.**

‘Javelin’ journey times and new Hitachi trains

72. We have two further concerns over the ‘Javelin’ service. The first is the estimated journey time. The Disabled Persons Transport Advisory Committee (DPTAC) pointed out that “any delays due to insufficient provision for disabled people using this service could severely affect station dwell times and the seven minute service.”⁶¹

73. We have had evidence which suggests that because the new trains will be of main line design with fewer doors than suburban rolling stock access will be relatively slow.⁶² Many of the visitors to the Olympic and Paralympic Games will be people with disabilities who may take a little longer to alight from and board the trains. **It has been estimated that each ‘Javelin’ shuttle train could stand at the station for between three and five minutes while passengers alight and board. It is possible, therefore, that the actual journey time could be longer than the seven minutes estimated and the hourly frequency lower than anticipated. We would like Interim Olympic Transport to check carefully and tell us the length of time trains will stand at the stations and whether this will have an adverse affect on the anticipated frequency of the ‘Javelin’ shuttle.**

61 Ev 54

62 Ev 108

74. Our second concern relates to the new trains. The 'Javelin' service will use new trains manufactured by the Japanese company Hitachi which have been procured to operate the domestic service on the Channel Tunnel Rail Link.⁶³ It is anticipated that these trains will be operating on the Integrated Kent Franchise service by 2009, which should leave time for testing well before the start of the Games three years later. The recent record of the railways in introducing new rolling stock is not happy however, and we understand that Hitachi has not previously built trains to run on the UK railway. It will be most important therefore that the reliability of these trains is firmly established well before 2012. **The Government must assure us that the tests planned for the Hitachi trains will be sufficiently robust to guarantee their operational effectiveness by 2012.**

Pedestrian flows from Stratford Regional and Stratford International stations

75. Two large and separate pedestrian streams will flow towards the Olympic Park from Stratford Regional and Stratford International stations. The map of transport routes for the Olympic Park in the Olympic Transport Plan shows that the pedestrian routes from these two stations will merge before crossing the Olympic Park Loop road.⁶⁴ The two largest pedestrian flows towards the Olympic Park therefore meet before they reach the Olympic stadium and this point will constitute a major crowd management challenge.

76. Pedestrians from Stratford International and Stratford Regional stations will flow through the new Stratford City Development for which the detailed design is not yet clear. **The large numbers of pedestrians who are expected to transit Stratford International and Regional stations must be able to move smoothly and safely into the Olympic Park. We expect there to be close liaison between Interim Olympic Transport and the Stratford City developers to ensure that these routes will be adequate to accommodate the large numbers of pedestrians predicted for the Games, as well as being adaptable for the legacy environment. We would like to be assured by the Government that planning is in place to cover these points.**

Cycling and walking

77. The Olympic bid included sums of money to link the London cycle network into the Games venues as part of what was to be an 'active spectator' programme that encourages as many people as possible to walk or cycle to the Games.⁶⁵

78. The plans of Sustrans, a cycling organisation, for cycling to the Olympics, Greenways for Olympics and London (GOAL) 2012, aim to create a network of interconnected traffic-free routes, together with a new opening bridge across the Thames.⁶⁶ We heard about the requirement for adequate, secure cycle parking spaces at Olympic venues to avoid the problems encountered in the 2000 Sydney Olympic Games where a comprehensive

63 Ev 85

64 Olympic Transport Plan, Transport Operations, October 2005, Chapter 6

65 London Olympic Candidature File, para 14.15

66 Ev 142

network of cycle paths was created to and around the Olympic site but only 130 bicycle parking spaces were provided.⁶⁷

79. We agree with Living Streets, an organisation which promotes walking, that there is a danger that attention to the needs of pedestrians can be forgotten “in the inevitable pre-games hype around the state-of-the-art transport networks.”⁶⁸ Road safety for pedestrians will also be an issue during the Games as the Institute of Highways and Transportation (IHT) pointed out to us.⁶⁹ That much of the increased activity during the Games will be pedestrian, an inherently vulnerable mode of transport, redoubles the need for well-designed pedestrian routes and good information and signage.

80. The Mayor of London has set a ‘target’, in the London Walking Plan, of making London the most ‘walking-friendly’ city in the world by 2015. We are pleased that Interim Olympic Transport has met Sustrans, a cycling organisation, to discuss improvements in the London Cycle Network.⁷⁰

81. There will be increased pedestrian activity during the Games. We recommend that all Olympic transport plans and developments take as full account as possible of the needs of pedestrians and cyclists.⁷¹ It will also be essential that well-designed pedestrian routes, and good information and signage is put in place to ensure the safety and comfort of pedestrians and cyclists.

82. Many of the Olympic and Paralympic venues are situated in areas of natural beauty in which pedestrian and cycling access could be further developed, for example, areas close to the River Thames. **We expect those responsible for Olympic transport to be alive both to the sensitive natural environment in London and other Olympic locations, and to the wellbeing of participants and local residents, when designing access arrangements for the various Olympic venues. Interim Olympic Transport should tell us how this will be achieved.**

ExCel

83. ExCel, the conference centre in east London close to the Olympic Park, will host the Olympic contact sports.⁷² Table 14.14 of the Candidature File suggests potential peak numbers of 40,000 per session and average numbers of 30,000. The centre is served only by the Docklands Light Railway (DLR) which we understand will have a peak capacity per hour of around 12,000 each way.⁷³ This could result in overcrowding on the DLR route to Custom House, the station for ExCel. Custom House station is already subject to

67 Ev 168

68 Ev 166

69 Ev 173

70 Q 299

71 Ev 167

72 eg. boxing, judo, taekwondo, wrestling

73 Ev 108

overcrowding. A recent Air Business and Travel newsletter advised visitors to ExCel to use Prince Regent station instead of Custom House:⁷⁴

84. We have evidence that transport links to ExCel, an important Olympic venue, are under considerable pressure now. Interim Olympic Transport needs to examine and tell us whether the capacity of the Dockland Light Railway is sufficient to accommodate the predicted passenger flows at ExCel during the Games and, if not, to come forward with proposals for additional transport.

Ticketing

85. Free public transport will be included with event tickets for spectators travelling on transport run by Transport for London. Access to and from the public transport network will be via an electronic chip inserted into the ticket.⁷⁵

86. Integrated rail and event ticketing has not yet been agreed however with the Association of Train Operating Companies (ATOC) for travel from outside London to the Olympic Park, or to and from venues outside London. Neither is there any guarantee that integrated ticketing will be in place by 2012, only “an openness to fares deals” on the part of ATOC.⁷⁶

87. Integrated rail and event ticketing would be made much easier if the Oyster pre-pay system was made available on the national rail network by 2012.⁷⁷ But there is no certainty that this will happen as the response from ATOC showed “We would hope to have moved along before 2012 on getting the Oyster card more widely available on the railway”.⁷⁸

88. We welcome the initiative of Transport for London in making arrangements to include free travel by public transport under its control with Olympic event tickets using an electronic chip in the ticket. The picture when we came to look at arrangements on the national rail network however was very different.

89. The national rail network is planning to carry 50,000 people a day to the events outside the Olympic Park and 33,000 daily visitors from regions outside London.⁷⁹ Despite this, ATOC has no firm plan to provide integrated event and ticketing. **We expect the Association of Train Operating Companies (ATOC) and Interim Olympic Transport to produce an integrated event and rail travel ticketing system for the Olympic and Paralympic Games as a priority, and to set out a timetable for implementation. ATOC and the Olympic transport planners need to rise to this important challenge.**

74 Air and Business Travel Newsletter, 21 November 2005, “Can we suggest that next time you go to Excel (home of WTM – as above), and try to return to central London on the (excellent) DLR but are put off by the massed crowds on Excel/Custom House station, you travel in the opposite direction, get off at the next stop, Prince Regent, walk across the platform and catch the first train back. You may well get a seat too. However if you are really smart use the east (that is Prince Regent) access to the exhibition centre. It is never busy.”

75 London Olympic Candidature file, para 14.18

76 Q 95

77 Q 97

78 Q 97

79 Ev 39

Transport to the sailing events at Weymouth and Portland

90. The Olympic events hosted outside London are an integral part of the Games and will be essential to its overall success.

91. Weymouth and Portland Sailing Academy will host the sailing events at the 2012 Olympics and is one of sixteen sporting venues located outside the main Olympic Park.⁸⁰ Mr Miles Butler, Director of Environmental Services, Dorset County Council pointed out that sailing is currently the UK's most successful Olympic sport which can be expected to generate a large amount of interest.⁸¹ Given the numbers likely to be attracted to the sailing events, transport provision to these venues must be flawless.

Spectator numbers

92. Around 2,000 competitors and officials will participate in the sailing events. But there was confusion about the anticipated number of spectators. Mr Butler said that Dorset County Council had been told "slightly ridiculously" to cater for 5,000 spectators a day for the sailing events.⁸² This was alarming as Table 14.14 of the Candidature File numbers spectators at between 12,600 and 15,000 per day for the sailing events. Mr Butler however considered that many more spectators would be present than 5,000. He anticipated that between 15,000 and 20,000 spectators per day would want to watch the events.

93. Estimates for numbers of spectators attending sailing events at Weymouth and Portland vary between 5,000 and 15,000. This uncertainty needs to be resolved quickly to allow adequate transport provision to and from the sailing venues to be made in time. We expect Interim Olympic Transport to resolve the numbers in cooperation with Dorset County Council without delay. This is a busy holiday area in August and local transport infrastructure is likely to be under pressure in any case.

Spectators at sea

94. Sailing events take place in the open sea, often at a considerable distance from the Olympic sailing venue. Spectators (holding tickets) can watch these event closely only if they are on a ship following the competitors, as was the case in Athens.⁸³ If this is planned for the 2012 Olympics, boarding of spectators on a ship may take place at a suitable harbour away from the sailing venue. Transport of spectators to sailing events may therefore require a different approach from that taken at other Olympic venues.

95. The proposed arrangements for those who wish to arrive at a port and travel out to watch Olympic sailing events nearby were not spelled out in London's Olympic Candidature File, and we have had no evidence from Dorset County Council about such arrangements. **Arrangements for spectators to watch sailing events afloat and in safety**

80 Ev 14

81 Q 35

82 Q 39

83 Vassilios Vavakos, Specialist adviser

appear not to have been made. These now need to be planned in conjunction with Dorset County Council.

Transport improvements

96. Dorset County Council told us that Weymouth, “like many coastal resorts around Britain suffers the characteristic.....of being at the end of a cul-de-sac”.⁸⁴ The council has identified a number of transport improvements it believes are required to ensure the success of Olympic and trial events between now and 2012. These proposed improvements have been included in Dorset’s Provisional Local Transport Plan submitted to the Department for Transport in July 2005.

97. Mr Butler cited the Weymouth Relief Road as one of these necessary improvements, but this was not identified in the London Olympic Candidature File. The only necessary transport upgrade guaranteed there for the sailing events is the widening of part of the London to Weymouth railway line.⁸⁵ Further evidence to the Committee revealed that there have been strong objections on environmental grounds to Dorset County Council’s proposal for the Weymouth Relief Road.⁸⁶ **The proposed Weymouth Relief Road, cited by Dorset County Council as necessary for Olympic transport, did not however feature in the London Olympic Candidature file. This uncertainty must be resolved, and we look to the Department to take the lead in doing so.**

98. **The 2012 Games are London’s Games. But not all activities will take place in London. Where this is so, it is vital that the Olympics transport planners, the relevant local authorities, and the Government act effectively in concert to ensure that suitable transport provisions are made. The Government needs to assure us that appropriate structures are in place to achieve this.**

Accessibility

99. **The Disability Rights Commission (DRC) told us that “the 2012 Olympics provide an historic opportunity to dismantle major transport barriers to disabled people’s participation” in life in London and beyond.**⁸⁷ We agree wholeheartedly.

100. There are long lead times for the creation of accessible transport. It is essential that accessibility is a primary factor determining the design of projects from the outset. Mr William Bee, Director for Wales, Disability Rights Commission (DRC) explained:

Our experience all too often is that inclusive design principles are applied to a limited extent in major projects. They get some of the obvious points right increasingly, thankfully, but when you get down to the detail of finishing buildings all too often artistic licence takes over. You have lots of glass with no markings to make it safe for

84 Q 35

85 London Olympic Candidature File, Table 14.1

86 Letter from David Peacock to the Department for Environment, Food, and Rural Affairs on behalf of Campaign to Protect Rural England, Friends of the Earth, the Open Spaces Society, the Ramblers Association, Transport 2000 and the Woodland Trust. Unpublished evidence.

87 Ev 49

people with visual impairments and notices missing off the fronts of steps, again creating all sorts of obstacles for people with visual impairments. If DPTAC and bodies of that sort are involved in the very beginning, the message gets home and it is not bolted on at the end. My concern with the Olympic infrastructure, if the experience of Sydney and Athens is anything to go by, is that they will still be finishing it in the weeks and months running up to the start of the Olympics. If then they are suddenly trying to cobble together some of the more important parts of access, they may get lost. It needs to be embedded right from the beginning and that message must be driven home by official representations of DPTAC in appropriate places.⁸⁸

We were reminded, too, that inclusive design is often beneficial for the population as a whole not solely for people with disabilities.⁸⁹

Poor disability planning

101. The Paralympics is an equal, integral part of the 2012 event, and it might have been expected therefore that those preparing the draft transport plan for the 2012 Games would have made accessibility a key planning consideration. It is absurd that this does not appear to have happened so far.

102. Quite rightly, groups representing people with disabilities were keenly disappointed that the five key objectives of the Olympic Transport Strategy Team at Transport for London made no reference to accessibility, inclusion or disability.⁹⁰ This was a serious omission on the part of the Olympic transport planners. Mr Wilben Short, Director of Transport, LOCOG, admitted that it would have been better if such a reference had been made.⁹¹ He assured us that this point would be addressed.⁹²

103. Full consideration must be given to those with disabilities in all aspects of planning for the Olympic and Paralympic Games, including transport. We expect the Government to give consideration now to the appointment of a member of the Olympic Delivery Authority Board who is a “disabled person who has a representative mandate to speak for a full range of disabled people”, as suggested by the Disabled Persons’ Transport Advisory Committee (DPTAC).⁹³

Buses

104. Part V of the Disability Discrimination Act 1995 provides the Government with powers to make technical regulations setting access requirements for buses, coaches, trains and taxis. The Public Service Vehicle Accessibility Regulations (PSVAR) 2000 set out the standards that new buses and scheduled coaches are required to meet, together with dates

88 Q 186

89 Q 198

90 Ev 53

91 Q 290

92 Q 294

93 DPTAC provides independent advice to the Secretary of State for Transport, Q 186

by which existing vehicles must meet the relevant regulations. Small buses must be accessible to wheelchair users by 1 January 2015, large single deck buses by 1 January 2016, and double deck buses by 1 January 2017. London buses however will be compliant ahead of this timetable and will all be accessible to wheelchairs by 2012.

105. Mr Neil Betteridge, Chairman of DPTAC, reminded us however that buses which are wheelchair accessible are not necessarily accessible to those with *visual impairments* or those with *learning disabilities*.⁹⁴ Transport for London is however investing in resources to ensure that buses in London have audio-visual equipment by 2009.

106. We welcome the intention of Transport for London (TfL) to invest in audio-visual announcements on the buses in London by 2009 in good time for the Games. There must be no slippage in this timetable. Audio-visual announcements will assist not only people with disabilities but also strangers to London. These measures are, in the words of Mr William Bee, Chair of the Disability Rights Commission “a critical feature for visually impaired people, hearing impaired passengers, many people with learning difficulties and of course anyone who is unfamiliar with London.”⁹⁵

107. Outside London only 30 per cent of the national bus fleet is even wheelchair accessible and audio visual aids are rare. Olympic organisers must ensure that all the buses serving Olympic venues outside London are wheelchair accessible at least. Buses used for Olympic venues however should not be provided by removing them from normal routes to the disadvantage of local residents, but should be provided additionally to the normal complement.

108. Audible and visual information systems are not mandatory under the current Public Service Vehicle Accessibility Regulations (PSVAR). Where buses to Olympic venues outside London meet the PSVAR this will be on a voluntary basis. This is unacceptable in the 21st century. The Government must amend the PSVAR to require the provision of audio-visual announcement on buses.

109. Glasgow has put in a bid for the Commonwealth Games in 2014,⁹⁶ and there are plans to bid for a Deaf Olympics in London in 2013.⁹⁷ Improvements in accessible transport outside London will increase the opportunities there to host international sporting events. We look to the Government to lay the groundwork for disabled access to future major sporting events throughout the UK.

Pedestrian routes for people with disabilities

110. Consultation on the part of the interim Olympic Transport Authority with the Disabled Persons’ Travel Advisory Committee (DPTAC) will be needed at an early stage to determine the design of the pedestrian routes from transport hubs to the Olympic Park to enable these to be fully accessible. DPTAC had firm views on this:

94 Q 198

95 Q 185

96 Scotland put in a bid on behalf of Glasgow on 15 December 2005. “Scotland picks up pace in Commonwealth Games bid”, Scottish Executive Press release, 15 December 2005

97 Ev 53. UK Deaf Sport is considering a bid, www.deafsport.uk

Q179 Mrs Ellman: What about access to the pedestrian routes between the stations, car parks and the venues? Has that been looked at, to your knowledge?

Mr Betteridge: No, not explicitly. It does tie in with the parking issue. We know that if there is adequate seating along the way and the staff are well trained and sensitive to the needs of what could be hundreds of disabled people at any one moment, making their way along these pedestrian routes, we could have a very positive situation, but we are not being asked to provide that sort of advice.

We commented earlier on the need to ensure proper pedestrian access to Games venues.⁹⁸ DPTAC must be involved in this work.

Games mobility service

111. The same principle of DPTAC involvement applies to the Games Mobility Service which is planned for the Olympic Games to assist people with disabilities to, in and around Olympic venues. DPTAC hopes this will be modelled on that of the International Tennis Federation:

If it is based on something like the International Tennis Federation sense of the Games Mobility Service, it will be very positive. The main characteristics of that service were that free tickets were available to disabled people which corresponded to the most accessible routes for their needs and, along the way, they could be sure that they would meet staff who would be trained in disability awareness. If that is the model, that is excellent. We are asking to find out what the model will be though and if the Committee can do anything to help us find that out we can offer our advice earlier.⁹⁹

112. DPTAC knows what works for people with disabilities and must be consulted on the design of the Games Mobility Service. Mr Betteridge of DPTAC said “we are sitting on lots of information which could be being used right now but we are not being asked for it.”¹⁰⁰ This is nonsensical. We expect the Government and the Olympic transport organisers to start listening to DPTAC now.

Electric scooter wheelchairs

113. We received evidence about the problem of access for users of electric scooter wheelchairs.¹⁰¹ People with disabilities and the growing number of elderly people are increasingly using electric scooter wheelchairs and other electric wheelchairs, some of which can be folded but not all, which are larger than the reference wheelchair set out in the Rail Access Vehicle Regulations (RAVR) 1998. It is the case apparently that some train operators have banned these vehicles which had previously been carried.¹⁰²

98 Para 81

99 Q 182

100 Q 178

101 Ev 121

102 Ev 122

114. One solution would be an amendment to the RAVR. But the Disability Rights Commission (DRC) takes the view that it would be more sensible to encourage manufacturers to produce an electric wheelchair of the same dimensions as the reference wheelchair. Mr Bee praised an initiative taken by South West Trains which involved painting a ‘footprint’, the dimension of a reference wheelchair on the platform so that someone in a wheelchair can assess whether it will fit on the train.¹⁰³

115. Manufacturers must ensure that the size of all wheelchairs are suitable for transport by train. The design of trains need to take account of passengers using wheelchairs. Good co-operation between manufacturers and train operating companies will be essential if this is to be achieved. In its response to our predecessor committee’s report ‘Disabled People’s Access to Transport: A year’s worth of improvements?’¹⁰⁴ the Government indicated that it proposed in 2005 to commission research into the “issues surrounding the carriage of scooters by public transport...including rail”.¹⁰⁵ We would like the Government to tell us the results of this research now.

116. Regardless of the actions of manufacturers the train operators must adopt a common and fully transparent approach by 2012 to allowing electric wheelchairs onto their services. We also wish to know what arrangements are to be taken by the train operators to carry wheelchairs of foreign manufacture which may not conform to UK standards.

117. Our predecessor committee noted last year the importance to people with disabilities of consistency amongst train operators in permitting wheelchairs on their rolling stock.¹⁰⁶ The evidence we have received suggests that this has yet to be achieved. We now want the Association of Train Operating Companies (ATOC) and the train operating companies to tell us when this will happen.

Accessible aviation

118. Aviation is currently exempt from the provisions of Part 3 of the Disability Discrimination Act 1995 (DDA) and is covered by voluntary codes and advice. The Government has said that it will lift the exemption from the DDA if the voluntary codes are demonstrated not to work.

119. We received disturbing evidence that, in the case of aviation, the voluntary codes currently in place to guide airlines on wheelchair accessibility are not working. Mr Bee, Chair of the Disability Rights Commission (DRC), explained the difficulties that disabled people in wheelchairs have when travelling with Ryanair, which had been involved in a court case which the company lost.¹⁰⁷ We also heard from the DRC of a disproportionate

103 Q 175

104 Transport Select Committee, Third Report of Session 2004-05, *Disabled People’s Transport: A year’s worth of improvements?*, HC 93

105 Department for Transport, *The Government’s response to the Transport Committee’s report on disabled people’s access to transport: a year’s worth of improvements?*, Cm 6558, June 2005, p 8

106 Transport Select Committee, *Disabled People’s Access to Transport: A year’s worth of improvements?*, p 18

107 Q 194. Robert Ross v. (1) Ryanair Ltd (2) Stanstead Airport Ltd 2004, [2004] EWCA, Civ 1751

number of complaints received on its helpline about air travel compared with other transport modes.¹⁰⁸

120. After we had taken evidence, on 16 December 2005, the Government announced that new legislation enhancing the rights of people with disabilities when travelling by air had been agreed by the European Parliament and Council.¹⁰⁹ The majority of the provisions will come into force well before the 2012 Olympic Games.

121. The new legislation will require airport operators to provide a service to assist passengers with disabilities as they board, disembark and transfer between flights. It will also require airlines to provide certain *specific* facilities, equipment and information needed by people with disabilities and those with reduced mobility whilst on board their aircraft. This approach is rather different from the UK Disability Discrimination Act 1995 which mandates a *general* requirement for providers to make reasonable infrastructure adjustments to accommodate people with disabilities.

122. We have had disturbing evidence of the high number of complaints from people with disabilities against airlines. The voluntary approach adopted in this area is evidently not working well. **New EU legislation, requiring airport operators to provide a service at airports, and during aircraft boarding for passengers with disabilities, and requiring airlines to provide certain facilities for those with disabilities whilst on board, will have been implemented in the UK well before the 2012 Olympics. This is good news. The Government needs to ensure that these provisions are applied promptly, and to monitor carefully how the new legislation works in practice.**

Legacy of accessible transport

123. Mr Bee of the Disability Rights Commission accepted that some parking for the disabled needed to be provided at Olympic venues, but wished to discourage initiatives which focused over much on people with disabilities being provided with parking facilities. In the longer term interests of accessible transport he argued that it was preferable that people with disabilities were able travel by public transport, even if those journeys were more difficult than travelling by car:

The Games will leave a legacy in London that will last a generation and beyond. If they are developed without the full inclusion of disabled people and disabled people are encouraged to use what may be exemplary alternative services, it will miss a critical opportunity to not just have a truly inclusive Games but to build a truly inclusive London and those other parts of the country where there are games activities. We would be discouraging towards initiatives which focused on disabled people being given lots of parking. Parking needs to be provided; I would not want to exclude that, but to be diverted away from the mainstream public transport options would not be our preferred solution to the 2012 Games.¹¹⁰

108 Q 196

109 Department for Transport press release 16 December 2005, "UK presidency secures improved levels of service for people with reduced mobility at EU airports"

110 Q 183

Q184 Mr Goodwill: Even if that meant that during the Games themselves it may be slightly more difficult for disabled people to get to and from the events they want to attend?

Mr Bee: I think I would have to say yes and acknowledge that drawback. We must not miss the opportunity presented by this legacy.¹¹¹

124. Our evidence from organisations with disabilities is that “mainstreaming” access provision for the sector on public transport is the policy which should be adopted by the Olympic Games organisers. We expect Interim Olympic Transport to take full account of this in its transport planning.

Freight deliveries

125. Careful consideration will be required to manage the impact of freight deliveries on the transport infrastructure of London and other areas during the Games period. We discovered that deliveries of freight in the central business district in Sydney were restricted to the period from 1am to 10 am during the 2000 Olympic Games, because “you could not clog the streets up, particularly in the central business district, with people making deliveries in the middle of the day.” Also delivery times at the Sydney Olympic Park itself were restricted; restocking and the removal of rubbish took place between midnight and six in the morning.¹¹²

126. This issue is complicated in London by the existence of the London Lorry Control System, commonly known as the ‘night time lorry ban’, under which many London Boroughs impose a curfew for lorries between 7pm and 7am.¹¹³ The Transport chapter of the London Olympic Candidature File suggests that a lifting of the ban during the Games is envisaged “background work on the road network adjacent to the Olympic Road Network will be suppressed through measures including night deliveries of non-essential goods.”¹¹⁴

127. The Freight Transport Association is calling for a review of the lorry ban.¹¹⁵ The Mayor of London has been reported recently as saying that improvements in truck technology mean that the time had come to revisit the lorry ban.¹¹⁶ **There is a potential conflict between the present pattern of lorry deliveries in London, which exclude night time deliveries, and the requirements of Olympic transport, which may necessitate them. We expect the Mayor of London and Interim Olympic Transport to consult widely about any changes; and in coming to a decision to weigh carefully the requirements of the Games and those of local residents.**

111 Q 184

112 Q 206

113 Ev 231

114 para 14.17

115 Ev 231

116 “London lorry ban revisited”, Transport Times, 2 December 2005

Security

128. The International Olympic Committee (IOC) has been acutely conscious of security issues ever since the Munich Olympics of 1972 when terrorists broke into the apartment building housing Israeli athletes, killing two and taking nine hostage. The security of the Olympic Village, where that incident took place, has been a particular concern.¹¹⁷

Vulnerability

129. Since the bombings in Madrid in 2004 and the July bombings on the London Underground there has been a sharply increased awareness of the extreme vulnerability of public transport in the UK. The Government is currently testing new security measures at London Underground and mainland railway stations and we inspected the current trail at Paddington mainline station. We hope the results of these trials will provide useful feedback for the Olympic security teams.¹¹⁸

Security organisation

130. We heard evidence that the Government will establish a Cabinet-level Olympic Security Committee (OSC), which will be chaired by the Home Secretary. This is intended to be the ultimate authority responsible for Olympic security matters, and the co-ordinating group for all UK security agencies involved. We understand that the Transport Security and Contingencies Directorate (TRANSEC) of the Department for Transport will be represented on the OSC, and that the Metropolitan Police will be responsible for day-to-day operations.¹¹⁹ LOCOG is to have its own dedicated security directorate which will take responsibility for co-ordinating the operations of all the services involved in protecting the Games.¹²⁰

131. The overall success of Olympics will be dependant on the quality of its transport systems. If these systems are disrupted then the Games will suffer. The requirements of security must also be weighed carefully in designing the buildings and routes required for the Games. **The Government, police, and security forces must spare no effort to ensure that effective security is put in place for the Olympic sporting events, wherever these take place in the UK. We are pleased that early planning against terrorist and other threats to the security of the Olympic and Paralympic Games is underway. But there is no room for complacency. The security of the Games will be complex and the agencies involved need to communicate well in order to operate effectively.**

132. We were surprised to learn from the Rail Freight Group (RFG) that the Olympic bid team had not consulted the London Metropolitan Police or TRANSEC over a proposal to prohibit freight trains from using the High Meads Curve on the Stratford site for two months over the Games period.¹²¹ The proposal had been made because rail freight was

117 Q 212

118 The Committee visit took place on 24 January 2006

119 Ev 89

120 Ev 72

121 Ev 157

thought to be a security threat to the Olympic Village, and the Village was to be built over this line. When the Olympic bid team consulted the Metropolitan Police and TRANSEC after a request from the RFG, they discovered that there was no need for such restrictions under normal security conditions.¹²²

133. It is important that the LOCOG security directorate team liaise closely with Metropolitan Police and other the security organisations to ensure that security restrictions are appropriate. **We were given evidence of poor liaison between the Olympic bid team, the Metropolitan Police, and the Department for Transport’s Transport Security and Contingencies Directorate on one occasion. We want an assurance from the Government that there will be no repetition. We will keep transport security for the Games under close watch.**

Security costs

134. Security will be an important cost issue for the 2012 Olympic Games.¹²³ Attributable costs for Olympic Games security are normally split into those that the Olympic organising committee considers itself liable for, specifically the venues, and other more general security costs. For example, at the 2000 Sydney Games the Olympic organising committees held that it was liable only for security costs at the venues themselves. £23.125 million has been allocated from the LOCOG budget for security for the 2012 Olympic venues.¹²⁴ We were told that it is too early for a budget to have been set for other security measures.¹²⁵ We note that in a report prepared in 2002 for the Government, Mayor of London, the British Olympic Association and made available to us by the Department for Culture Media and Sport, total security costs for the Olympics Games is estimated at slightly in excess of £160 million.¹²⁶ **The Government must guarantee that the security budget for the Games will be sufficient to take all necessary measures to ensure the safety of the spectators and participants. We expect the Government to have drawn up a detailed security budget for the Games by the end of 2006.**

122 Ev 157

123 Vassilios Vavakos, Specialist adviser

124 London Olympic Candidature File, Table 6.6.1

125 Q 304

126 Arup, “London Olympics 2012 Costs and Benefits”, 21 May 2002, p 98

4 Related transport schemes

Linking Stratford International and Stratford Regional stations

135. As discussed earlier, Stratford Regional and Stratford International stations are essential for spectator travel to and from the Olympic Park in east London.

Stratford Regional station

136. Stratford Regional station has developed piecemeal as new lines have come into the station. The newest part of the station by the Jubilee Line platforms is impressive but poorly integrated with the platforms on other lines. The redevelopment of Stratford Regional station including platform extensions and signalling enhancements at the station, is among those infrastructure schemes on which the Government has submitted a guarantee to the International Olympic Committee.¹²⁷

Stratford International station

137. The new Stratford International station on the Channel Tunnel Rail Link (CTRL) is due to be completed in 2007 with the completion of the second phase of the CTRL. The Olympic 'Javelin' train shuttle service carrying the majority of rail passengers for the Olympic Park will operate to and from this station. It is located at the centre of the new Stratford City development and will be a halt for the new Integrated Kent Franchise for London to North Kent services from 2009.¹²⁸

Linking the stations

138. The stations are 400 metres apart. The Secretary of State for Transport placed a condition on the Transport and Works Act Order for the Stratford International station requiring a travelator, or some other form of mechanised link, between the two stations to be provided before the opening of the station.¹²⁹ The Minister told us that there is a time limit on this planning condition under which the London Borough of Newham, responsible for the discharge of the planning condition, must agree the procurement date and design of the travelator, by 31 January 2006.¹³⁰

139. The developers Union Railways (UR), a subsidiary of London and Continental Railways (LCR), have objected to this condition because they do not want the responsibility of maintaining the link "The principal reason for Union Railways objecting was because of who was going to be responsible for the ongoing maintenance of that

¹²⁷ Letter from Alistair Darling, Secretary of State for Transport to Jacques Rogge, President of the International Olympic Committee, 15 November 2004 in, 'The London Olympic Bill', House of Commons Library Research Paper 05/55

¹²⁸ Ev 20

¹²⁹ Ev 21

¹³⁰ Ev 103

facility.”¹³¹ LCR contends that the issue of who should maintain the link was not set out in the planning condition:

Q131 Mrs Ellman: What was your understanding of the planning condition which said a travelator should be provided? Surely that included the maintenance of it?

Mr Holden: That was a detail which was not dealt with adequately at the time the condition was put in place.

140. Because spectators will arrive at one or other of the stations for the Olympic events and will not need to transfer between the stations in large numbers, Interim Olympic Transport does not consider a link between the stations as relevant to the Olympics. Mr Sumner, Project Director, said:

For Games time the travelator is not really germane because the majority of spectators using Stratford International will be either walking directly into the Park through the security gates or they will be accessing onto the Docklands Light Railway extension which will take them to venues in the south such as Excel or the shooting at Woolwich Arsenal. So in that sense it is not relevant for Games operation time.¹³²

The Thames Gateway London Partnership (TGLP) however consider a link between the stations to be important for the transport legacy of the area:

The travelator is a key component of the combined stations irrespective of the decision to stage the Olympics in London; without a commitment to the scheme now, spectators will be seriously inconvenienced and the legacy benefit lost.¹³³

141. LCR told us that they were depending on the proposed Docklands Light Railway (DLR) extension from Canning Town to Stratford International, which will run between the two Stratford stations, and which is due to open in 2010, to provide the “mechanised link”: “If the DLR extension is put into place, as we expect it will be, the travelator will not be required.”¹³⁴

142. A recent Parliamentary written answer in response to a question from the Chairman of this Committee confirmed that the Department for Transport accepted that the DLR extension would provide the necessary link between the two Stratford stations.

Ms Buck: The proposed travelator is not part of the Olympic Transport Plan. Subject to the approval of applications which are currently before the Secretary of State, from 2010 the DLR will provide direct access to the wider transport network from both stations and to all Olympic venues.¹³⁵

143. The conflict over a mechanised link between Stratford International and Stratford Regional stations illustrates neatly the tension between Olympic transport and long term

131 Q 129

132 Q 236

133 Ev 21

134 Q 133

135 HC Deb, 30 November 2005, col 556-7

transport needs of east London. The mechanised link between Stratford International and Stratford Regional stations may, in the view of those responsible for planning the Olympic Games, not be crucial for Olympic passengers. To that extent, the question of a link is not strictly an Olympic 'legacy' issue. The link may however be important for the transport legacy of the area. A travelator is a promising solution to the problem of how to bridge the considerable gap extending to 400 metres between the two stations. By placing a condition on the Transport and Works Order requiring the construction of a mechanised link from Stratford International station to the adjoining Stratford Regional station the Government clearly thought so too.

144. We have considerable doubts that a relatively low capacity DLR train connection between the two stations is an adequate substitute for a travelator or similar mechanised link, as London & Continental Railways and the Department appear to believe for the following reasons. First, there remain doubts about the location of the DLR station at Stratford International because the scheme has yet to receive Government approval.¹³⁶ Second, the DLR train will not be free. Passengers will require to buy an extra ticket to travel the short distance between the stations, in addition to having the relative inconvenience of taking a train for so short a journey. Since it will be the disabled, elderly or those with heavy luggage who are likely to be most dependent upon the link, we regard this as discriminatory. Third, as passengers going from Stratford Regional station to Stratford International station will be travelling on the last leg of this DLR route, the DLR train may already be full.

145. The solution to 'bridging' the distance between Stratford International station and Stratford Regional station by the Docklands Light Railway seems clumsy at best; at worst it may be ineffective. A rail link seems to us most unlikely to have been what was originally envisaged when the Secretary of State placed a condition for a mechanised link in the Transport and Works Order covering Stratford International station. We want the Government to examine this issue again and to arrive at an imaginative and practical solution.

New Thameslink station

146. As part of the building of the new international terminus at St Pancras, London and Continental Railways (LCR) completed the construction of a 'box' in May 2005 containing what is, in effect, a new Thameslink station providing passenger connections with the London Underground and mainline railway stations at St Pancras and King's Cross.¹³⁷ But as we took evidence for this inquiry no decision had been reached on funding the completion of the station for operations.

147. London & Continental's evidence had been that failure to complete the station could jeopardise the movement of Olympic passengers.¹³⁸ During our inquiry we pressed the Minister hard on this issue. The Department assured us that Olympic transport could be

¹³⁶ Q 193. Transport and Works Act 1992. Submitted in July 2005 and awaiting confirmation

¹³⁷ Ev 36

¹³⁸ Ev 36

provided without completion of the 'box', but did admit that leaving it unfinished would diminish the experience of passengers:

At the time TfL modelled carefully whether you could run the Javelin service and the other services around King's Cross without it and they found that you could. However, as you can probably imagine, you are not necessarily going to have the best possible experience, and there we are looking very carefully at whether or not....¹³⁹

148. Many people will travel to the Olympic Park via Thameslink services and then the 'Javelin' train shuttle service. The unfinished station 'box', effectively an enormous building site in the centre of a major transport hub would, in our view, have rested absurdly beside a modern terminus designed for the state-of-the-art Olympic 'Javelin' train. Failure to complete the new Thameslink station would also have meant that passengers on Thameslink services would have been faced with a 500 metre walk along the narrow, undeveloped Pentonville Road to the new St Pancras station where the 'Javelin' will be based. This was an avoidable embarrassment, and we were clear that the station should be completed in time for the Olympic Games.

149. **The announcement on 8 February 2006, after we had finished taking evidence, of the Government's decision at a cost of £63.5 million to fit out the new Thameslink station for operational use by the end of 2007 was welcome. Our view had been that completing the new station would be essential to the success of Olympic transport, and we pressed the Minister on this when she gave evidence to us. This decision will help ensure a safe, comfortable and speedy transit for passengers going to the main Olympic Park at Stratford in east London. Writing to us the Secretary of State agreed "As well as improving the interchange at King's Cross St Pancras, the new station will provide better access for passengers who use the Olympic Javelin service on the CTRL from St Pancras to Stratford during the 2012 Olympic Games."¹⁴⁰ We are pleased that the Government was persuaded.**

London Underground

150. Enhancements to the Jubilee and Northern lines of the London Underground will increase the capacity of the lines significantly in the years before 2012. These enhancements were planned within the Public Private Partnership contract and are separate from the specific Olympic transport schemes.¹⁴¹ They will however be essential to the capacity of London's transport network to cope with the increased numbers of visitors during the Olympic and Paralympic Games.

151. The Jubilee Line will have a major role in carrying passengers to and from the Olympic Park in east London. Capacity on the Line is here is planned to increase by 2009 by adding an extra carriage to each train, and later increasing the frequency of trains per hour from 24 to 33 by means of an improved signalling system. Mr Tim O'Toole,

139 Q 385

140 HC Deb, 8 February 2006, col 50WS. Letter Secretary of State for Transport to Chairman of the Committee, 8 February 2006. The amount of £63.5 million is at 2003 prices

141 Ev 106

Managing Director of London Underground, was confident that the private operator Tube Lines would be able to ensure delivery of these important Jubilee Line enhancements.¹⁴²

152. Evidence from Transport for London (TfL) was that the Jubilee Line capacity increase would be “45%”.¹⁴³ Tube Lines – responsible for delivering the increase under the London Underground Public Private Partnership contract – told us this would be “over 40%”.¹⁴⁴ We require complete clarity on what additional capacity is planned. TfL and Tube Lines now need to confirm to us the agreed figure for Jubilee Line capacity increases.

153. Once the new signalling system is in place on the Jubilee Line the same technology will be transferred to the Northern Line. The new signalling on the Northern Line is due to be completed by 2011, before the Olympics but not by 2010 which is the interim Olympic Transport Authority’s completion target for Olympic transport programmes to allow an adequate period of ‘real time’ testing.¹⁴⁵ While this signalling enhancement to the Northern Line is less directly relevant to the smooth flow of spectators to and from the main Olympic venues, any delay to the signalling enhancement to this Line will prevent the benefits feeding into an improved overall London Underground operation by the date of the 2012 Olympics.

154. It will be essential that the capacity increases for the Jubilee Line on the London Underground flowing from improved signalling take place as planned by 2010 to permit a period of ‘real time’ testing before the start of the Olympic Games. If these improvements fail to materialise then the knock-on effect on the ability of other parts of the Olympic transport infrastructure to cope with Olympic visitors is likely to be dire.

155. The installation of new signalling on the Northern Line is not due to be completed until 2011. This leaves a very small margin only for any delay before the start of the London 2012 Games. A significant part of the capacity improvements on the Northern Line depends on new signalling. If additional time is required beyond 2011 to ensure full operability of the Northern line, there will also be a detrimental effect on the Underground’s overall ability to transport Olympic visitors.

156. Tube Lines and London Underground should guarantee that the improved signalling on the Jubilee Line planned for 2010, and on the Northern Line for 2011, will be fully operational in time for the Olympic Games in 2012.

Crossrail

157. We received a considerable number of comments about the Crossrail project, the rail link which would integrate the mainline railways to the east and west of London through the construction of two tunnels between central London from Paddington to Liverpool

142 Q 263

143 Ev 74

144 Ev 106

145 Q 264

Street.¹⁴⁶ A Crossrail Bill is currently before the House and is being considered by a Committee.¹⁴⁷

Funding

158. Although Olympic transport has been planned without Crossrail, the funding and construction implications of hosting the Olympics in 2012 on the Crossrail project cannot be ignored. The Crossrail project is likely to cost in excess of £10 billion.¹⁴⁸ The Government have supported the project and the Crossrail Bill is due to gain Royal Assent in 2007. But funding for the project has still to be identified. Since the announcement that London had won the bid to host the 2012 Olympics, doubt has been cast on the Crossrail project on the grounds that the finance needed for the Olympic transport programme would further reduce the availability of funding for Crossrail.¹⁴⁹

Construction

159. If funding is found for Crossrail and construction begins, much of the construction will be adjacent to the construction of the Olympic Park and Stratford City. Mr John Herman, Head of Regeneration and Infrastructure, London Borough of Newham, expressed concerns about the interaction of the Olympics, Stratford City and potentially Crossrail and the effect on construction traffic:

One of the concerns we do have, of course, is that all this has to happen at the same time. As well as the Olympics we have got Stratford City being developed, we have got Crossrail potentially, we have got some local regeneration projects under way and we do have some concerns about the interaction of these and the effect of the construction traffic in that Lea Valley corridor.¹⁵⁰

By contrast, Mr Owen Whalley, Service Head, Major Project Development, London Borough of Tower Hamlets, thought that the construction of the new transport links in east London could take place comfortably alongside the construction of Crossrail, given adequate planning:

Clearly, there will be an interface between Crossrail and the Olympic bid in a physical sense and the eastern portal of Pudding Mill Lane between the media centre and the training warm-up tracks. Our view is that the relationship between the London Development Agency and the Crossrail project team will ensure that that interface can be managed and that the two projects should indeed proceed. Crossrail, in addition to the benefits that have already been described arising from the

146 The Crossrail Bill is at present in Committee in the House of Commons

147 http://www.parliament.uk/parliamentary_committees/crossrail.cfm

148 The estimate of expense submitted with the Crossrail hybrid Bill in February 2005 was £10.292 billion at first quarter 2002 prices, HC Deb, 26 January 2006, col 2273W

149 Ev 160, Ev 179. "Olympic Costs throw Crossrail into doubt", Sunday Express, 17 July 2005

150 Q 9

Olympics, will bring major regenerative benefits to East London and Thames Gateway. Our view is that those two projects should proceed together.¹⁵¹

160. Crossrail is not an Olympic project and Parliamentary agreement to a Bill seeking permission to proceed remains outstanding. **If the construction of Crossrail proceeds in the run up to the Olympic Games, the Government must ensure that there are no adverse financial and construction implications for the successful completion of planned Olympic transport works.**

5 Olympic 'legacy', construction and materials, railway lands

Transport 'legacy'

161. What will the Olympics legacy consist of, and how may it be defined tangibly within the context of the area east of London?

162. The 'legacy' of the Olympic Games will be manifold. Many areas of London and other parts of the UK, and the lives of thousands of individuals will be touched by the Games. There will be many intangible benefits, and a significant effect on the reputation of London lasting for decades. Nevertheless there will be a significant tangible legacy in the built environment, including transport infrastructure, and it will be important that this is managed well.

163. The Lower Lea Valley, the site of the main Olympic Park, comes within the Thames Gateway which is recognised by the Government as one of the focal points in the UK for regeneration. The regeneration of the Thames Gateway is separate from, and predates, the London Olympics and the Government's vision for the Gateway was set out in the Sustainable Communities Plan of February 2003:

Thames Gateway is the Government's national regeneration priority. It is an area of land, approximately 80,000 hectares in size, measuring 40 miles long and up to 20 miles wide, containing approximately 700,000 households and home to around 1.6 million people.

The Gateway extends from the Isle of Dogs, in London, 40 miles east to Southend, in Essex, and the Isle of Sheppey, in Kent. The area does not conform to regional and or local authority boundaries, but contains parts of the following districts:

In London: Tower Hamlets; Newham; Barking & Dagenham; Havering; Deptford; Greenwich; Bexley. In Essex: Thurrock; Castle Point; Basildon; Southend-on-Sea; In Kent: Dartford; Gravesham; Medway; Sittingbourne.¹⁵²

164. Improved transport infrastructure east of London would therefore be required to cater for the planned housing and employment growth regardless of the Olympics. The population of the Thames Gateway London is expected to grow by 800,000 by 2016.¹⁵³ The existence of Thames Gateway projects will need to be taken closely into account by those planning transport for the Olympic Games.

165. The Thames Gateway project provides a long term developmental context to consider how much of the transport infrastructure required for the Olympic Games will be utilised for the regeneration of the Gateway areas. There will be no excuse for Olympic developments which turn into long term 'white elephants'. **The Thames Gateway offers an**

152 http://www.odpm.gov.uk/stellent/groups/odpm_communities/documents/page/odpm_comm_030604-01.hcsp#P20_850

153 Ev 73

opportunity for the Government to reap a double benefit from the expenditure of taxpayers' money on London's 2012 Olympic Games: once for the Games, and once for the Gateway. The Government should explain how this will be achieved.

166. Local authorities in east London have committed themselves to the Olympics project partly at least in the belief that it will accelerate the planned development of the Thames Gateway. The Thames Gateway London Partnership explained that "Our members supported the Olympics bid because of the general stimulus to regeneration and to rebranding right throughout east London."¹⁵⁴

167. We were delighted to see that the Olympic management team appeared fully alive to this opportunity of a longer, post-Olympic significance. Sir Keith Mills said "I think one of the great things about the Olympic Games coming to your city is that it acts as a catalyst to make things happen that would otherwise take several years, perhaps decades, to complete."¹⁵⁵

168. The Transport & Salaried Staffs' Association (TSSA) rightly warned that "too often in the past highly publicised, cutting edge, showcase transport initiatives have been followed by years of under-investment, neglect and decline."¹⁵⁶ This must not be allowed to happen here. The planning for the Olympic Games and the Thames Gateway must be complementary. While enormous, the Olympic Games themselves are ultimately transitory. The infrastructure legacy of the Games is not, and it must be closely aligned wherever possible to the Thames Gateway project.

169. The key participants in the Olympic and Thames Gateway projects, the 2012 Olympic Games organisers, the Government, and the local authorities, must not let the opportunity slip of ensuring that the significance for both projects of each infrastructure decision in the Olympic Transport Plan is weighed carefully. This offers an opportunity for those responsible for both projects to demonstrate good governance and management. We expect the Government to ensure that the appropriate level of cooperation takes place.

Thames Gateway transport schemes

170. The Thames Gateway Partnership local authorities are generally pleased that the transport projects for which they have campaigned for the regeneration of the area will now be delivered with more certainty because of the Olympics. Residual concerns remain however that the Olympics could drain investment away from projects needed outside the Olympic Park.¹⁵⁷ Mr John Herman, Head of Regeneration and Infrastructure, London Borough of Newham, mentioned in particular the extension of the Docklands Light Railway (DLR) into Barking Reach and the development of the transit proposals following

154 Q 1

155 Q 245

156 Ev 140

157 Q 2

on from the Thames Gateway Bridge.¹⁵⁸ This was an integral part of the Thames Gateway project but is not an Olympic project.

171. The Institution of Highways and Transport (IHT) also expressed concern that there might “not be sufficient public transport capacity for the inheritance of thousands of new homes in the Olympic Park in addition to the 10,000 new homes in the Greenwich Peninsula.”¹⁵⁹ This challenge was encapsulated by the Thames Gateway Partnership in their written evidence “Ultimately, the key challenge for the Thames Gateway is to maintain the pace of regeneration beyond the Olympics themselves in order to address once and for all deprivation and poor transport provision in the area.”¹⁶⁰

172. Nor must investment in the Olympic Games transport be a reason for diverting funds from urgently needed transport outside London. Mr Butler of Dorset County Council was concerned that the skilled labour required in London would absorb labour from the regions leading to a shortage of labour and resulting cost increases for transport infrastructure projects outside London:

However, coming back to the point about construction costs, and particularly construction cost inflation, this is something we are extremely worried about because I can see that the work that was needed for preparing for the Olympics in London is going to suck up a lot of the capacity out of the construction industry. We are very concerned that already higher rates of construction cost inflation are going to get higher still.¹⁶¹

173. We are confident that so long as the Government ensures excellent joint planning and working between those responsible for the Olympic and Paralympic Games and the Thames Gateway, as we have suggested, then potential financial and construction resource conflicts should be kept to a minimum. **We look to the Government to ensure that transport schemes integral to the Thames Gateway are not diminished in the run up to the 2012 Games, and that the integrity of transport planning for the Games is guarded carefully.**

Construction skills

174. Mr Richard Caborn MP, Minister of State, Department for Culture, Media and Sport, acknowledged that there were “massive pockets” of unemployment in the east end of London.¹⁶² In October 2005, the constituency of Bethnal Green and Bow had the fifth highest overall unemployment rate in England at 10.1 per cent, and Hackney South and Shoreditch and Poplar and Canning Town were the eleventh and twelfth highest respectively, at 8.9 per cent and 8.6 per cent.¹⁶³

158 Q 2

159 Ev 173. The figure is now 12,500, Drummond Robson, Specialist adviser

160 Ev 17

161 Q 57

162 Q 343

163 ‘Unemployment by Constituency’, House of Commons Library Research Paper 05/76

175. Developments for the Olympics will create a large number of new jobs in construction particularly. 'ConstructionSkills', the organisation responsible for recruiting and training the UK's construction workforce, was reported as saying that building the Olympic venues will create 33,5000 jobs over the next seven years.¹⁶⁴ If this is borne out then it is good news for London and elsewhere.

176. For the economic legacy of the Olympic Games to be maximised local people must be equipped with the skills necessary to be able to take the new jobs which are created. We heard that there will be a training agency within the Olympic Development Authority to address this issue. The skills required will need to be acquired in a short space of time:

Q326 Mrs Ellman: What is the government doing to ensure that unemployed people in the inner London constituencies are able to take advantage of the jobs that are going to be available because of all the construction work that is now taking place?

Mr Caborn: That was raised as late as last Monday at the Olympic Board and the LDA are taking responsibility for coordinating across government departments and other agencies. I think you are absolutely right. This has been one of the benchmarks that this will be judged against, as to whether we can upskill some of the workforce. They are trained in some areas but the point was made on Monday that we want the construction training to start yesterday, not tomorrow. I hope that by the early part of next year we will have a training agency inside the ODA that will train not just on transport but right across the whole spectrum of skills needs. Construction is the big issue at the moment and that is what we are focused on now. Indeed, we are trying to move that forward. It was the subject of quite a lengthy discussion of the Board on Monday.

177. We are pleased to note that the Government seems to be fully alive to the importance of attracting those with appropriate skills to work on the Olympic project. Not all jobs will be able to be filled by those presently skilled. There will be a training agency within the Olympic Development Authority. This is the right approach. The agency must be set up at the earliest opportunity and must cast its net throughout the UK. We wish to know when it will be operational.

Access to jobs and poor transport links

178. There is little point in acquiring skills for the new jobs if local people are unable to access them because transport is inadequate. Ms Karen Buck MP, Parliamentary Under-Secretary of State, Department for Transport, recognised that people living on the edge of the Thames Gateway area might be unable to access the jobs because of poor transport links:

There are parts of London, of which south east London is probably the top, and parts of east London where the Olympics are going to be sited, which are extraordinarily badly connected for a modern capital city. So much of what is going on in terms of the DLR extension, the upgrading of the East London Line and the North London Line, is about improving transport links into an area which, although it is inner

¹⁶⁴ "A golden chance to say 'I built that', Times, November 29 2005

London, as you say with your example, could be hundreds of miles away in terms of how hard it is to connect.¹⁶⁵

179. We also heard that transport access to the Olympic Park was poor even from the relatively near London Borough of Waltham Forest, which is situated directly on the edge of the Olympic Park. The borough formally had a station, Lea Bridge, on the Lea Valley line but this station closed 20 years ago and the other stations in the Borough are on the lines which run on an east – west axis:

It is a matter of great concern to Waltham Forest Council that approximately 170,000 of its 225,000 residents, living just a few miles to the north of the site, have no rail services to it. The Lea Valley rail line runs from Stratford northwards to Tottenham Hale and Stansted Airport and Cambridge. However, Waltham Forest residents are unable to access this line as the only station on it in the borough (Lea Bridge) closed 20 years ago. From December 2005, a two trains per hour service will operate on the Lea Valley line between Stansted Airport and Stratford, passing through the disused Lea Bridge station.¹⁶⁶

180. We were pleased therefore to note that as a result of hearing oral evidence given by Waltham Forest to the Committee, Ms Janet Goodland, Director of Network Development, Network Rail, has undertaken to look at this issue:

I did hear the Waltham Forest evidence, yes, and I think that is one of the things that we can look at with them. A service is being introduced down the Lea Valley later this year and over next year and that is one of the questions we could look at with them, as to whether that service should call at what was Lea Bridge Station.¹⁶⁷

181. The Minister has recognised the inadequacy of many transport links in London. The responsibility for much of London's transport in London rests on the Mayor of London. There is an Olympic budget for agreed transport infrastructure developments which must be used as planned. Not all London's transport problems will be solved through recourse to Olympic specific projects. Every opportunity must be taken however to ensure that Olympic infrastructure benefits the maximum number of local residents.

182. Addressing London's transport inadequacies should be taken fully into account wherever possible in devising transport solutions for the 2012 Games. The Government and the Mayor of London must demonstrate real leadership by taking a positive view when considering how imaginative planning, or relatively small amounts of additional resources to agreed projects, could provide wider local benefits. This is no time for narrow thinking or 'penny pinching'.

183. Many people in east London have no access to Stratford by rail. For people in these areas the sole transport access to jobs in the Olympic Park is currently by bus. When we return to consider the Olympic Transport Plan in future we expect to find that the Lea Bridge station has been reinstated. Meanwhile, Transport for London must review its

165 Q 346

166 Ev 5

167 Q 111

bus routes from Stratford to ensure that people in all parts of London which are poorly served by rail have access by bus to jobs on the Olympic project.

Transport of materials and waste

184. The London Borough of Newham, expressed concern that the already congested road system would “be deluged unless sustainable means are found to deal with construction materials”.¹⁶⁸ This prompted us to examine the question of the transport of construction materials and construction waste.

185. Mr Jim Sloman, former Chief Operating Officer of the Sydney Olympics, emphasised the importance of co-ordinating the construction programme properly to ensure that equipment and resources are moved in a controlled way. He also pointed out that Sydney did not have as many residents in the vicinity of the Olympic Park:

I think the lesson to be learned is that if there are other developments going on in the same area, such as your Olympic Park, that the whole construction effort ought to be coordinated so that logistically people are moving equipment, resources, whether it is concrete, or reinforcing steel, or structural steel, etcetera, in a very controlled and programmed manner so that you do not get the sorts of potential problems you may get in disrupting local people in their day-to-day whatever they are doing. We were luckier, I think, in terms of our Olympic Park in that it did not have as many people living in the area around it that you have got at Stratford.¹⁶⁹

Transport of materials and waste by water

186. Sea and Water (SW), a national body, sponsored by the UK water freight industry and the Department for Transport, and charged with discouraging freight from the road network and to use environmentally friendly and sustainable modes of water transport, is also concerned that the road network alone will be unable to handle the large quantities of material required to service the site.¹⁷⁰ Sea and Water’s evidence described the enormous amount of materials to be moved from the main Olympic Park site alone during the initial phase of construction:

- Around 1 million cubic metres of spoil
- Between 3,000 and 6,000 tonnes of aggregate each day, possible more at peak times.

In addition, steel and other cargoes, and large preformed structures (abnormal loads) will need to be shipped to the Olympic site.¹⁷¹ SW told us that these volumes equate to 150 – 350 lorries per day of 20 tonne capacity.

168 Ev 11

169 Q 217

170 Ev 226

171 Ev 226

187. The Olympic and Legacy Planning Permissions which provide for planning permission for the Olympic Park and Stratford City development, and which are laid down by the London Development Agency (LDA), include a pre-commencement condition that requires optimal use of both rail and water-borne transport for construction and waste materials.¹⁷² This is clear and we expect to see rail and water being used for the transport of significant amounts of waste. Evidence we heard on 19 October 2005 however reveals that ‘optimal use’ in practice means use if financially viable.¹⁷³

188. John Herman of the London Borough of Newham was concerned that the LDA was taking into account only the Olympic projects and not considering the construction projects within the wider Thames Gateway:

Studies have been done on both river and rail transport for construction material in and waste out. As I said, the rail looks marginal; the water does not look a viable proposition, but that is only in the context of looking at the Olympics in isolation. We and the LDA are currently looking at how those economics might change when you take on the group effect of the other projects under way, and we are also trying to look at some novel contracting arrangements for shared use of those depot and wharfage facilities.¹⁷⁴

He explained that the tidal nature of the river limited the time when barge traffic could move “The issue is that the rivers in that part of the world are tidal and there is a very small window of opportunity when you can get barge traffic in and out and that makes the management of waste quite difficult to handle.”¹⁷⁵

189. Sea and Water argue that this restriction can be overcome however by ‘impounding’ the Bow Back Rivers which involves the construction of a double lock, and that even without a lock small barges could still be used:

However, this route is tidal which restricts the times that the river is available for safe navigation and consequently the amount of material which could be moved by barge. To overcome this restriction, it is suggested that the Bow Back Rivers are impounded at the southern end of the Prescott Channel (see plan). This would maintain the water levels in the river and allow laden barges to be moved around the Olympic site on a 24 hour basis. It would also allow more material to be delivered to the site at peak times.

Impounding the river involves constructing a double lock which would cost between £10-13 million and take around 20 months to complete – which includes allowing for a truncated planning process.

If the river is not impounded, or while the lock is being built, smaller freight barges could still serve the site from terminals on the River Thames using Bow Locks, the

172 Answer from the Mayor of London to Greater London Authority Member, Jenny Jones, Question number 0278/2005

173 Q 44

174 Q 42

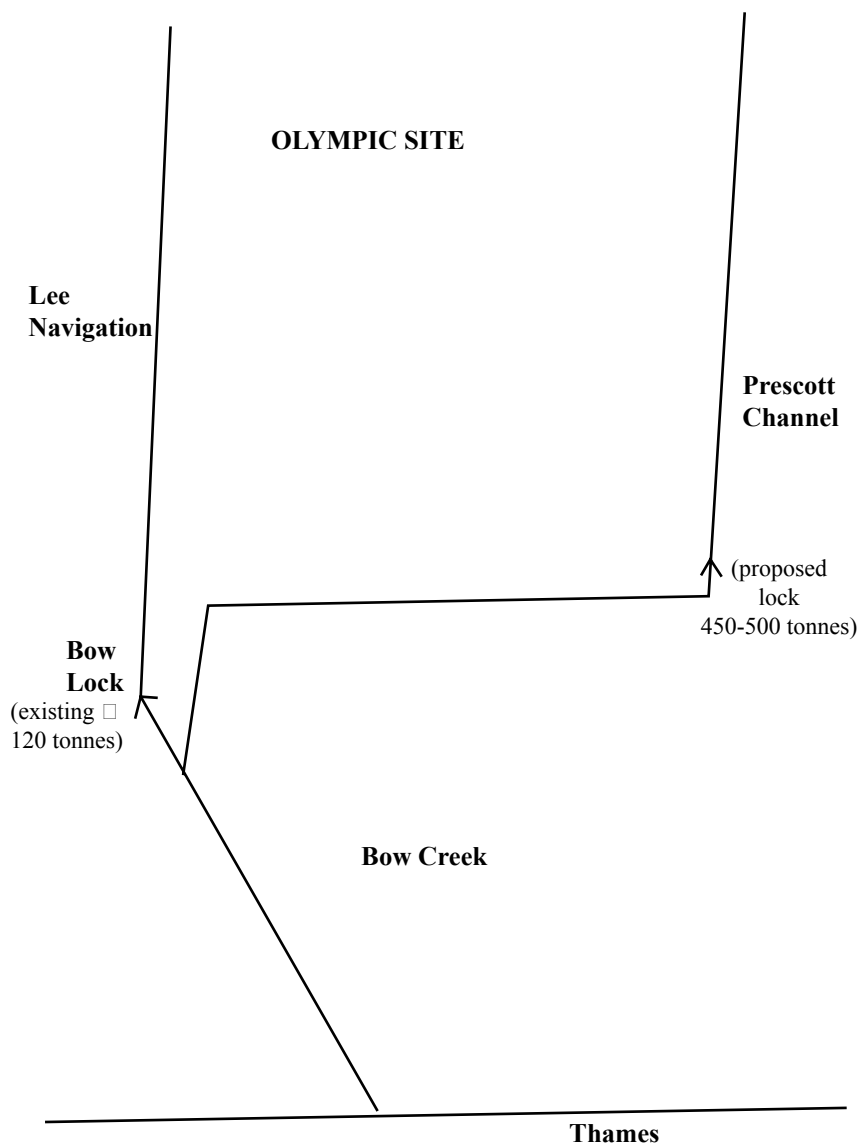
175 Q 45

River Lea and the existing waterways. This would be sufficient to allow a proportion of the material required to be supplied.¹⁷⁶

The access by water to the Olympic site and the location of these locks is illustrated on the following diagram:¹⁷⁷

DIAGRAM of main waterways in Olympic site area (not to scale)

For clarity not all waterways have been shown



In the context of the large Olympics capital budget of £2.375 billion, £13 million appears a relatively modest price for the probable environmental legacy benefits.¹⁷⁸

176 Ev 226

177 Supplied by Sea and Water

178 Ev 226

- Although Impounding the Prescott Channel isn't absolutely necessary to use the water option, it would create a visually attractive waterway running through the heart of the Olympic site. Otherwise, at most states of the tide, the river would not be a pleasant feature.
- Impounding would also create a waterway capable of being used for freight and leisure purposes as the legacy phase of the Olympic Games develops over the next 10-15 years.¹⁷⁹

190. Sea and Water said that most of the industry players are convinced of the relevance of water-freight but there was “an urgent need for key decision makers, including government, to coordinate effort and make this happen.”¹⁸⁰ We also heard from the Port of London Authority that all parties are committed in principle to realising this sustainable means of transportation but there is “much common ground to find” before significant progress is possible.¹⁸¹

191. It is imperative that the vast amount of construction material and waste which will be generated in creating the main Olympic site and Stratford City is transported in a way which creates the least damage to the fragile environment of London, and involves minimum disruption to those who live and work in the already congested capital. Road transport should be avoided wherever possible, and great efforts made to utilise rail and water means of transport.

192. Given the willingness of all parties to the principle of using the rivers where possible for transport construction material, the Government needs to ensure that London's water links are closely examined and used wherever it is sensible to do so.

193. The Government's response to the challenge of using water borne transport will be an excellent test of its leadership and commitment to the longer term transport legacy of Olympic projects as discussed earlier in this report. **By laying stress on river and canal transport, and providing proportionately modest extra funding where this is required, the Government will realise benefits to London, the Thames Gateway, and the Olympic project. We invite it to explain how it will rise to this challenge.**

Transport of materials by rail

194. The Rail Freight Group has argued for the maximum amount of construction materials to be transported to and from the main Olympic site in east London by rail.¹⁸² To enable this to happen suitable terminal sites for loading and unloading materials are required. Some of the sidings currently in use at Bow fall within the Olympic site and appear suitable for use.

195. We were surprised to learn that the Olympic bid team had proposed removing the existing rail terminals situated on the main Olympic site at Stratford to provide car parking

179 Ev 227

180 Ev 227

181 Correspondence to Clerk of the Committee, 10 November 2005

182 Ev 157

space, without identifying suitable alternative sites for sidings which could be used to transport materials.¹⁸³

196. We acknowledge evidence that places a question mark over the capacity of the railway network to cope with the levels of construction material required for the Olympic site. For example, Mr Herman of London Borough of Newham, told us that the case for rail transport of materials was marginal. There is also some doubt about the capacity to carry rail freight offered by the rail network in this area “Rail capacity is limited and is dominated by passenger traffic”.¹⁸⁴ Furthermore we had evidence that rail is half as energy efficient as barges.¹⁸⁵

197. Interim Olympic Transport needs to explore with Network Rail and the rail freight companies the capacity of the railway system around the main Olympic site in east London to transport the large amounts of construction materials which will be required. We expect that there will be constraints, not least the demands of rail passenger traffic. Only when the capacity of the rail system to carry construction materials is fully identified however will the likely burden on the road network become clear.

198. Rail must be used for the transport of construction materials for Olympic sites wherever it has the capacity to do so, especially where the alternative is transport by road. Possible constraints on the use of rail mean that it is all the more important that the potential in London offered by river and canal for barge transport of construction materials should be tapped fully. We expect the plans of the interim Olympic Development Authority (ODA) to reflect an imaginative and sensitive approach to the movements of construction material for the Games. The Government and the interim ODA should tell us how this will be achieved.

Railway lands

199. During our inquiry we became concerned that London & Continental Railways (LCR) stood to gain extra subsidy for development rights on land which had been passed to them by the Government at no cost. LCR had been in negotiations with the London Development Agency (LDA) to sell railway lands which are required for the Olympic site.¹⁸⁶

200. LCR is part of the consortium, Stratford City Development Partners (SCDP), which is planning to build the Stratford City development. LCR justified the sale of this land back to the public sector (LDA) on the grounds that their development partners had already incurred considerable costs in connection with the development:

The reason why there may be a price associated with the compulsory purchase is because of the commitments we have entered into with our development partners

183 Ev 157

184 Ev 228

185 Ev 228

186 Q 88

who have committed already substantial sums of money, I believe well in excess of ten million. They will require some compensation for that.¹⁸⁷

201. We note that agreement was reached between LCR and LDA on 15 November 2005 for the purchase by the LDA of a portion of railway lands, which ensures that there will be no compulsory purchase order in respect of the railway lands. The agreement places an obligation on the developers to design and construct the following “Zone 1 infrastructure” for the Olympics, where Zone 1 is the site of the first phase of the Stratford City development:

the town centre pedestrian bridge link between Zone 1 and Meridian Square;

enhancement works to Stratford regional station to address the impact of the Olympics; and

any other infrastructure within Zone 1 required for the Olympics and which is referred to in the strategy to be agreed between all relevant parties pursuant to the Stratford and Olympics planning consents and planning agreements.¹⁸⁸

This Zone 1 infrastructure should start no later than 30 June 2008 with a projected completion date of not later than 30 June 2011.¹⁸⁹

202. We are concerned that private developers do not reap an unfair advantage from the requirement to move forward with Olympic construction. We cannot comment on the details of the compensation given to London & Continental Railways (LCR) for the sale of land which had been passed to them by the Government earlier at no cost. These details are apparently commercially sensitive and are therefore confidential. It may be some compensation was justified. We are not in a position to take a firm view. We are however disturbed by the appearance of this transaction which gives the distasteful appearance of the taxpayer subsidising the private sector twice over.

203. The Government should have anticipated that public land passed by it to the developers at Stratford might have been required in future for the Olympic Games. While the lands were passed to London and Continental Railways in 1996,¹⁹⁰ London’s intention to bid for the Games is also of long standing.¹⁹¹ If the Government had inserted appropriate reversion clauses into the agreements on this land, then there would have been no question of paying the developers to acquire land formally in public ownership, as has happened in this case. We are very disappointed that the Government has demonstrated so little acumen and foresight.

204. Similar transactions are likely in future. The design requirements for the Olympics Park will require to cater for unusually large flows of people, while the Stratford City developers’ requirements will be focussed upon the needs of the local population and

187 Q 89

188 Ev 233

189 Ev 233

190 HC Deb, 4 February 1998, col 650W

191 Speech by Mayor of London to Conference, “London 2012 and Beyond”, 5 July 2004

leisure visitors. These requirements are distinct. We are concerned that London & Continental Railways and its partners are in a strong bargaining position vis-à-vis the Olympic Development Authority to extract further compensation for construction tailored to the requirements of the Olympics. We expect the Government and public authorities concerned to take a close interest in all such transactions, and to ensure the proper stewardship of public money.

6 Conclusions

205. The 2012 Olympic Games will be good for London. The hard work must now start to ensure that transport for the Games is fully adequate for competitors, officials and visitors. Transport is the key to a successful Olympic Games. It cannot be allowed to fail.

206. It is early days in organising for the Games. The relevant legislation remains to be finally enacted in Parliament. The main Olympic organisations, including the Olympic Transport Authority, are yet to be set up or are running in 'shadow' form. Key appointments are pending.

207. Although good work on transport planning has been completed, the range of activities required to flesh out the provisional Olympic Transport Plan, and to ensure the necessary Olympic transport links are completed on time, is extremely extensive. We have detected relatively little sense of 'pace' in the Olympic project as yet. Our impression is that the Olympic organisations have yet to gel with the wide range of organisations in the public and private sectors so that the Olympic project can conclude successfully in 2012. This will need to happen quickly.

208. Meanwhile, we have identified above a range of specific and frequently highly complex problems which will require to be addressed by those responsible for Olympic transport infrastructure and services in order to ensure a successful Games. When we return to this subject we expect to find that these are being tackled successfully.

209. Hosting the Olympic and Paralympic Games in 2012 will leave a lasting legacy in London and elsewhere. We need to ensure that this legacy is a positive one. It was not within our remit to quantify the likely economic affect of London's 2012 Games on the UK as a whole. We support the Games. But we are clear that Olympic transport must not be bought at the expense of important transport projects elsewhere in the country. The Government must ensure that there is no reduction in transport budgets for projects outside the South East and that the benefits of the Games are enjoyed throughout the UK as widely as possible.

210. The Games offer an unparalleled opportunity to make public transport more accessible both in London and elsewhere for the longer term. This opportunity must not be missed. The Olympic authorities, and especially the Government, must also look beyond the Games to the legacy needs of London's transport. The specific focus on Olympic delivery must be properly coordinated with the development of other transport projects needed in the Thames Gateway area.

211. Travelling into London must become a pleasant experience if the Olympics are to succeed. This will be an uphill task. We look forward to following up this inquiry in the period to the opening of the XXX Olympiad in London in 2012.

Conclusions and recommendations

Introduction

1. The aim of this inquiry was to identify at an early stage emerging problems and areas of concern in Olympic transport planning. It is relatively early in the process of preparing for London's Games, and we did not therefore expect to find final delivery structures in place and fully operational. We did however wish to satisfy ourselves that planning for the Games was as far advanced as possible. What we have found is set out in detail in the following paragraphs. (Paragraph 2)

Management and funding

2. It is obvious that without excellent transport the Olympic and Paralympic Games will be at risk of failure. London's reputation as a leading world city will depend largely upon its ability to ensure that appropriate transport infrastructure is in place for the Olympic and Paralympic Games by 2012. The Government and the Mayor of London are the ultimate guarantors of the Games, including essential transport improvements and provision. We expect them to see that these are delivered to specification and to time. (Paragraph 24)
3. The Olympic transport budget will be a matter for the Olympic Delivery Authority and the successors of Interim Olympic Transport. We expect them to implement excellent financial planning systems and to ensure sound stewardship of public money. This does not however absolve the Government from responsibility for overseeing carefully the financial health of the Olympic transport budget in the coming years. We expect it to be fully alert to problems and to step in quickly where difficulties arise. (Paragraph 40)

Planning for Olympic Transport

4. Transport planning for London's Olympics appears relatively well advanced. We congratulate Interim Olympic Transport and LOCOG for this achievement. But there must be no slackening in pace if progress is to be maintained. (Paragraph 42)
5. World class transport planners for the Olympic Delivery Authority and the London Organising Committee for the Olympic Games (LOCOG) must be appointed transparently and without delay. The organisational structures created within these bodies need to be focussed appropriately on the task of completing transport arrangements for the Olympic and Paralympic Games efficiently and effectively. We wish to be assured that the recruitment of transport related staff in Interim Olympic Transport and LOCOG is proceeding to plan. (Paragraph 43)
6. Transport arrangements designed for members of the International Olympic Committee and other members of the 'Olympic Family' must be flawless. (Paragraph 48)

7. Unless traffic in London falls by 15 per cent during the Olympic Games the Olympic Route Network will be congested and Olympic athletes and others may be delayed. It is not clear to us how this reduction can be guaranteed. Interim Olympic Transport needs to assure us that their assumption of traffic decline in London during the summer is rigorously worked out and realistic. (Paragraph 51)
8. Interim Olympic Transport needs to come forward with a system of traffic prediction that will allow the road systems in London to cope well with future local traffic pressures and, most importantly in this context, the influx of Olympic and Paralympic visitors. We would like to be assured that Transport for London and Interim Olympic Transport are drawing on the most sophisticated traffic control systems available world-wide in making arrangements for traffic control in 2012. (Paragraph 53)
9. we are concerned that the road space available to the public as a result of catering for the Olympic Route Network may be reduced substantially. It will be vital that the disruption to public transport is minimised (Paragraph 57)
10. One hundred kilometres of public road will be reserved for transport for the Olympic Family. We reiterate our concern that could constrain the travelling public. We expect the Olympic planners to do everything possible to ensure that the public is not inconvenienced. There appears to be uncertainty about how the interaction between the dedicated Olympic Route Network and bus lanes will work. In the absence of clear demarcation there will be confusion. Interim Olympic Transport needs to clarify this without delay. (Paragraph 59)
11. We are delighted at the stress which has been laid by the organisers of the London 2012 Olympics on public transport from the outset. We now expect to see a detailed and workable plan created for co-ordinating the different transport modes in a way that serves the many thousands of visitors, and the local population, efficiently and effectively. (Paragraph 62)
12. Too many UK railway and Underground stations are dirty and unpleasant. As a major 'gateway' to the Olympic Park, we expect Stratford Regional station – and all stations serving Olympic spectators - to be operated to the highest degree of efficiency possible, and for the quality of decoration, cleanliness and levels of staff assistance and security to be uniformly excellent. We would like an assurance from LOCOG and Interim Olympic Transport that this will be the case. (Paragraph 64)
13. According to Interim Olympic Transport, LOCOG, and the Mayor of London the 'Javelin' train will accommodate 25,000 passengers per hour, but the Association of Train Operating Companies' evidence suggests a figure of 12-14,000. This discrepancy must be resolved quickly. (Paragraph 69)
14. We accept that there may be rare occasions on which a 'Javelin' shuttle train will need to carry standing passengers. But we wish to be assured by ATOC and Interim Olympic Transport that this will be the exception, not the rule. (Paragraph 70)
15. We are concerned that the capacity at Stratford International station could be severely stretched, and that there may be the potential for dangerous platform

overcrowding. We expect this point to be checked very thoroughly, and for the Government and Interim Olympic Transport to provide complete reassurance that there will be sufficient exits from the platform to ensure swift and safe transit for Olympic and other passengers. (Paragraph 71)

16. It has been estimated that each 'Javelin' shuttle train could stand at the station for between three and five minutes while passengers alight and board. It is possible, therefore, that the actual journey time could be longer than the seven minutes estimated and the hourly frequency lower than anticipated. We would like Interim Olympic Transport to check carefully and tell us the length of time trains will stand at the stations and whether this will have an adverse effect on the anticipated frequency of the 'Javelin' shuttle. (Paragraph 73)
17. The Government must assure us that the tests planned for the Hitachi trains will be sufficiently robust to guarantee their operational effectiveness by 2012. (Paragraph 74)
18. The large numbers of pedestrians who are expected to transit Stratford International and Regional stations must be able to move smoothly and safely into the Olympic Park. We expect there to be close liaison between Interim Olympic Transport and the Stratford City developers to ensure that these routes will be adequate to accommodate the large numbers of pedestrians predicted for the Games, as well as being adaptable for the legacy environment. We would like to be assured by the Government that planning is in place to cover these points. (Paragraph 76)
19. There will be increased pedestrian activity during the Games. We recommend that all Olympic transport plans and developments take as full account as possible of the needs of pedestrians and cyclists. It will also be essential that well-designed pedestrian routes, and good information and signage is put in place to ensure the safety and comfort of pedestrians and cyclists. (Paragraph 81)
20. We expect those responsible for Olympic transport to be alive both to the sensitive natural environment in London and other Olympic locations, and to the wellbeing of participants and local residents, when designing access arrangements for the various Olympic venues. Interim Olympic Transport should tell us how this will be achieved. (Paragraph 82)
21. We have evidence that transport links to ExCel, an important Olympic venue, are under considerable pressure now. Interim Olympic Transport needs to examine and tell us whether the capacity of the Dockland Light Railway is sufficient to accommodate the predicted passenger flows at ExCel during the Games and, if not, to come forward with proposals for additional transport. (Paragraph 84)
22. We expect the Association of Train Operating Companies (ATOC) and Interim Olympic Transport to produce an integrated event and rail travel ticketing system for the Olympic and Paralympic Games as a priority, and to set out a timetable for implementation. ATOC and the Olympic transport planners need to rise to this important challenge. (Paragraph 89)

23. Estimates for numbers of spectators attending sailing events at Weymouth and Portland vary between 5,000 and 15,000. This uncertainty needs to be resolved quickly to allow adequate transport provision to and from the sailing venues to be made in time. We expect Interim Olympic Transport to resolve the numbers in cooperation with Dorset County Council without delay. This is a busy holiday area in August and local transport infrastructure is likely to be under pressure in any case. (Paragraph 93)
24. Arrangements for spectators to watch sailing events afloat and in safety appear not to have been made. These now need to be planned in conjunction with Dorset County Council. (Paragraph 95)
25. The proposed Weymouth Relief Road, cited by Dorset County Council as necessary for Olympic transport, did not however feature in the London Olympic Candidature file. This uncertainty must be resolved, and we look to the Department to take the lead in doing so. (Paragraph 97)
26. The 2012 Games are London's Games. But not all activities will take place in London. Where this is so, it is vital that the Olympics transport planners, the relevant local authorities, and the Government act effectively in concert to ensure that suitable transport provisions are made. The Government needs to assure us that appropriate structures are in place to achieve this. (Paragraph 98)
27. The Disability Rights Commission (DRC) told us that "the 2012 Olympics provide an historic opportunity to dismantle major transport barriers to disabled people's participation" in life in London and beyond." We agree wholeheartedly. (Paragraph 99)
28. Full consideration must be given to those with disabilities in all aspects of planning for the Olympic and Paralympic Games, including transport. We expect the Government to give consideration now to the appointment of a member of the Olympic Delivery Authority Board who is a "disabled person who has a representative mandate to speak for a full range of disabled people", as suggested by the Disabled Persons' Transport Advisory Committee (DPTAC). (Paragraph 103)
29. We welcome the intention of Transport for London (TfL) to invest in audio-visual announcements on the buses in London by 2009 in good time for the Games. There must be no slippage in this timetable. Audio-visual announcements will assist not only people with disabilities but also strangers to London. (Paragraph 106)
30. Outside London only 30 per cent of the national bus fleet is even wheelchair accessible and audio visual aids are rare. Olympic organisers must ensure that all the buses serving Olympic venues outside London are wheelchair accessible at least. Buses used for Olympic venues however should not be provided by removing them from normal routes to the disadvantage of local residents, but should be provided additionally to the normal complement. (Paragraph 107)
31. Audible and visual information systems are not mandatory under the current Public Service Vehicle Accessibility Regulations (PSVAR). Where buses to Olympic venues outside London meet the PSVAR this will be on a voluntary basis. This is

unacceptable in the 21st century. The Government must amend the PSVAR to require the provision of audio-visual announcement on buses. (Paragraph 108)

32. Glasgow has put in a bid for the Commonwealth Games in 2014, and there are plans to bid for a Deaf Olympics in London in 2013. Improvements in accessible transport outside London will increase the opportunities there to host international sporting events. We look to the Government to lay the groundwork for disabled access to future major sporting events throughout the UK. (Paragraph 109)
33. Consultation on the part of the interim Olympic Transport Authority with the Disabled Persons' Travel Advisory Committee (DPTAC) will be needed at an early stage to determine the design of the pedestrian routes from transport hubs to the Olympic Park to enable these to be fully accessible. (Paragraph 110)
34. We commented earlier on the need to ensure proper pedestrian access to Games venues. DPTAC must be involved in this work. (Paragraph 110)
35. DPTAC knows what works for people with disabilities and must be consulted on the design of the Games Mobility Service. Mr Betteridge of DPTAC said "we are sitting on lots of information which could be being used right now but we are not being asked for it." This is nonsensical. We expect the Government and the Olympic transport organisers to start listening to DPTAC now. (Paragraph 112)
36. Manufacturers must ensure that the size of all wheelchairs are suitable for transport by train. The design of trains need to take account of passengers using wheelchairs. Good co-operation between manufacturers and train operating companies will be essential if this is to be achieved. In its response to our predecessor committee's report 'Disabled People's Access to Transport: A year's worth of improvements?' the Government indicated that it proposed in 2005 to commission research into the "issues surrounding the carriage of scooters by public transport...including rail". We would like the Government to tell us the results of this research now. (Paragraph 115)
37. Regardless of the actions of manufacturers the train operators must adopt a common and fully transparent approach by 2012 to allowing electric wheelchairs onto their services. We also wish to know what arrangements are to be taken by the train operators to carry wheelchairs of foreign manufacture which may not conform to UK standards. (Paragraph 116)
38. Our predecessor committee noted last year the importance to people with disabilities of consistency amongst train operators in permitting wheelchairs on their rolling stock. The evidence we have received suggests that this has yet to be achieved. We now want the Association of Train Operating Companies (ATOC) and the train operating companies to tell us when this will happen. (Paragraph 117)
39. New EU legislation, requiring airport operators to provide a service at airports, and during aircraft boarding for passengers with disabilities, and requiring airlines to provide certain facilities for those with disabilities whilst on board, will have been implemented in the UK well before the 2012 Olympics. This is good news. The

Government needs to ensure that these provisions are applied promptly, and to monitor carefully how the new legislation works in practice. (Paragraph 122)

40. Our evidence from organisations with disabilities is that “mainstreaming” access provision for the sector on public transport is the policy which should be adopted by the Olympic Games organisers. We expect Interim Olympic Transport to take full account of this in its transport planning. (Paragraph 124)
41. There is a potential conflict between the present pattern of lorry deliveries in London, which exclude night time deliveries, and the requirements of Olympic transport, which may necessitate them. We expect the Mayor of London and Interim Olympic Transport to consult widely about any changes; and in coming to a decision to weigh carefully the requirements of the Games and those of local residents. (Paragraph 127)
42. The Government, police, and security forces must spare no effort to ensure that effective security is put in place for the Olympic sporting events, wherever these take place in the UK. We are pleased that early planning against terrorist and other threats to the security of the Olympic and Paralympic Games is underway. But there is no room for complacency. The security of the Games will be complex and the agencies involved need to communicate well in order to operate effectively. (Paragraph 131)
43. We were given evidence of poor liaison between the Olympic bid team, the Metropolitan Police, and the Department for Transport’s Transport Security and Contingencies Directorate on one occasion. We want an assurance from the Government that there will be no repetition. We will keep transport security for the Games under close watch. (Paragraph 133)
44. The Government must guarantee that the security budget for the Games will be sufficient to take all necessary measures to ensure the safety of the spectators and participants. We expect the Government to have drawn up a detailed security budget for the Games by the end of 2006. (Paragraph 134)

Related transport schemes

45. The solution to ‘bridging’ the distance between Stratford International station and Stratford Regional station by the Docklands Light Railway seems clumsy at best; at worst it may be ineffective. A rail link seems to us most unlikely to have been what was originally envisaged when the Secretary of State placed a condition for a mechanised link in the Transport and Works Order covering Stratford International station. We want the Government to examine this issue again and to arrive at an imaginative and practical solution. (Paragraph 145)
46. The announcement on 8 February 2006, after we had finished taking evidence, of the Government’s decision at a cost of £63.5 million to fit out the new Thameslink station for operational use by the end of 2007 was welcome. Our view had been that completing the new station would be essential to the success of Olympic transport, and we pressed the Minister on this when she gave evidence to us. This decision will help ensure a safe, comfortable and speedy transit for passengers going to the main

Olympic Park at Stratford in east London. Writing to us the Secretary of State agreed “As well as improving the interchange at King’s Cross St Pancras, the new station will provide better access for passengers who use the Olympic Javelin service on the CTRLR from St Pancras to Stratford during the 2012 Olympic Games.” We are pleased that the Government was persuaded. (Paragraph 149)

47. Evidence from Transport for London (TfL) was that the Jubilee Line capacity increase would be “45%”. Tube Lines – responsible for delivering the increase under the London Underground Public Private Partnership contract – told us this would be “over 40%”. We require complete clarity on what additional capacity is planned. TfL and Tube Lines now need to confirm to us the agreed figure for Jubilee Line capacity increases. (Paragraph 152)
48. Tube Lines and London Underground should guarantee that the improved signalling on the Jubilee Line planned for 2010, and on the Northern Line for 2011, will be fully operational in time for the Olympic Games in 2012. (Paragraph 156)
49. If the construction of Crossrail proceeds in the run up to the Olympic Games, the Government must ensure that there are no adverse financial and construction implications for the successful completion of planned Olympic transport works. (Paragraph 160)

Olympic ‘legacy’, construction and materials, railway lands

50. The Thames Gateway offers an opportunity for the Government to reap a double benefit from the expenditure of taxpayers’ money on London’s 2012 Olympic Games: once for the Games, and once for the Gateway. The Government should explain how this will be achieved. (Paragraph 165)
51. The key participants in the Olympic and Thames Gateway projects, the 2012 Olympic Games organisers, the Government, and the local authorities, must not let the opportunity slip of ensuring that the significance for both projects of each infrastructure decision in the Olympic Transport Plan is weighed carefully. This offers an opportunity for those responsible for both projects to demonstrate good governance and management. We expect the Government to ensure that the appropriate level of cooperation takes place. (Paragraph 169)
52. We look to the Government to ensure that transport schemes integral to the Thames Gateway are not diminished in the run up to the 2012 Games, and that the integrity of transport planning for the Games is guarded carefully. (Paragraph 173)
53. We are pleased to note that the Government seems to be fully alive to the importance of attracting those with appropriate skills to work on the Olympic project. Not all jobs will be able to be filled by those presently skilled. There will be a training agency within the Olympic Development Authority. This is the right approach. The agency must be set up at the earliest opportunity and must cast its net throughout the UK. We wish to know when it will be operational. (Paragraph 177)
54. Addressing London’s transport inadequacies should be taken fully into account wherever possible in devising transport solutions for the 2012 Games. The

Government and the Mayor of London must demonstrate real leadership by taking a positive view when considering how imaginative planning, or relatively small amounts of additional resources to agreed projects, could provide wider local benefits. This is no time for narrow thinking or 'penny pinching'. (Paragraph 182)

55. Many people in east London have no access to Stratford by rail. For people in these areas the sole transport access to jobs in the Olympic Park is currently by bus. When we return to consider the Olympic Transport Plan in future we expect to find that the Lea Bridge station has been reinstated. Meanwhile, Transport for London must review its bus routes from Stratford to ensure that people in all parts of London which are poorly served by rail have access by bus to jobs on the Olympic project. (Paragraph 183)
56. Given the willingness of all parties to the principle of using the rivers where possible for transport construction material, the Government needs to ensure that London's water links are closely examined and used wherever it is sensible to do so. (Paragraph 192)
57. By laying stress on river and canal transport, and providing proportionately modest extra funding where this is required, the Government will realise benefits to London, the Thames Gateway, and the Olympic project. We invite it to explain how it will rise to this challenge. (Paragraph 193)
58. Rail must be used for the transport of construction materials for Olympic sites wherever it has the capacity to do so, especially where the alternative is transport by road. Possible constraints on the use of rail mean that it is all the more important that the potential in London offered by river and canal for barge transport of construction materials should be tapped fully. We expect the plans of the interim Olympic Development Authority (ODA) to reflect an imaginative and sensitive approach to the movements of construction material for the Games. The Government and the interim ODA should tell us how this will be achieved. (Paragraph 198)
59. The Government should have anticipated that public land passed by it to the developers at Stratford might have been required in future for the Olympic Games. While the lands were passed to London and Continental Railways in 1996, London's intention to bid for the Games is also of long standing. If the Government had inserted appropriate reversion clauses into the agreements on this land, then there would have been no question of paying the developers to acquire land formally in public ownership, as has happened in this case. We are very disappointed that the Government has demonstrated so little acumen and foresight. (Paragraph 203)
60. Similar transactions are likely in future. The design requirements for the Olympics Park will require to cater for unusually large flows of people, while the Stratford City developers' requirements will be focussed upon the needs of the local population and leisure visitors. These requirements are distinct. We are concerned that London & Continental Railways and its partners are in a strong bargaining position vis-à-vis the Olympic Development Authority to extract further compensation for construction tailored to the requirements of the Olympics. We expect the Government and public

authorities concerned to take a close interest in all such transactions, and to ensure the proper stewardship of public money. (Paragraph 204)

Conclusions

61. The 2012 Olympic Games will be good for London. The hard work must now start to ensure that transport for the Games is fully adequate for competitors, officials and visitors. Transport is the key to a successful Olympic Games. It cannot be allowed to fail. (Paragraph 205)
62. It is early days in organising for the Games. The relevant legislation remains to be finally enacted in Parliament. The main Olympic organisations, including the Olympic Transport Authority, are yet to be set up or are running in 'shadow' form. Key appointments are pending. (Paragraph 206)
63. Although good work on transport planning has been completed, the range of activities required to flesh out the provisional Olympic Transport Plan, and to ensure the necessary Olympic transport links are completed on time, is extremely extensive. We have detected relatively little sense of 'pace' in the Olympic project as yet. Our impression is that the Olympic organisations have yet to gel with the wide range of organisations in the public and private sectors so that the Olympic project can conclude successfully in 2012. This will need to happen quickly. (Paragraph 207)
64. Meanwhile, we have identified above a range of specific and frequently highly complex problems which will require to be addressed by those responsible for Olympic transport infrastructure and services in order to ensure a successful Games. When we return to this subject we expect to find that these are being tackled successfully. (Paragraph 208)
65. Hosting the Olympic and Paralympic Games in 2012 will leave a lasting legacy in London and elsewhere. We need to ensure that this legacy is a positive one. It was not within our remit to quantify the likely economic affect of London's 2012 Games on the UK as a whole. We support the Games. But we are clear that Olympic transport must not be bought at the expense of important transport projects elsewhere in the country. The Government must ensure that there is no reduction in transport budgets for projects outside the South East and that the benefits of the Games are enjoyed throughout the UK as widely as possible. (Paragraph 209)
66. The Games offer an unparalleled opportunity to make public transport more accessible both in London and elsewhere for the longer term. This opportunity must not be missed. The Olympic authorities, and especially the Government, must also look beyond the Games to the legacy needs of London's transport. The specific focus on Olympic delivery must be properly coordinated with the development of other transport projects needed in the Thames Gateway area. (Paragraph 210)
67. Travelling into London must become a pleasant experience if the Olympics are to succeed. This will be an uphill task. We look forward to following up this inquiry in the period to the opening of the XXX Olympiad in London in 2012. (Paragraph 211)

Annex – Visit Notes

A. Report of the visits of the Transport Committee to the Olympic site at Stratford 2005

Introduction

1. Those attending from the Committee on 17 October were Mrs Louise Ellman MP, Clive Efford MP, John Leech MP, Dr John Patterson (Clerk), Clare Maltby (Committee Specialist) and Philippa Carling (Inquiry Manager). Some members of the Committee were unavoidably detained in Westminster by Parliamentary business and unable to attend on this date. Transport for London (TfL) kindly organised another visit for 7 November, covering the same ground. Attending from the Committee on 7 November were Hon Mrs Gwyneth Dunwoody MP, David Wilshire MP, Lee Scott MP, Dr John Patterson (Clerk) and Michelle Edney (Secretary).

2. The Committee was escorted on the Jubilee Line from Westminster Station by Tim O'Toole, Managing Director London Underground Ltd, Sandy Walkington, Director of Group Public Affairs, TfL and Kevin Lee, Parliamentary Affairs Manager, TfL. We are grateful to TfL for organising these visits.

3. On both visits the Committee travelled on the Jubilee Line to Stratford station and were taken by car and minibus to Holden Point. Holden Point is a tower block of sheltered housing for the elderly on the edge of the Olympic Park site in the London Borough of Newham. The Borough has constructed a viewing gallery on the top of the block from where it is possible to see the whole of the Olympic Park site. The Mayor of Newham is able to use the viewing area for meetings and presentations. The International Olympic Committee (IOC) was taken there when it visited London and given a presentation by Hugh Sumner Director of Olympic Development, Transport for London and Wilben Short Director of Transport at the London Organising Committee for the Olympic Games (LOCOG). The Committee was given the same presentation as that given to the IOC, an outline of the Olympic Transport Plan.

4. Mr Short explained that the main priority was to get athletes to their venues on time. This was brought home to him by Matthew Pinsent who had almost missed his event at the Atlanta Games due to traffic congestion. Mr Sumner outlined the transport challenge. The Olympic Games is the largest sporting event in the world with 200 competing nations. By contrast the World Cup has 32 competing nations. The transport plan for London has been constructed on the Sydney model. He pointed out to the Committee that the peak demand for public transport is on Day 7 of the Olympic Games when the Olympic stadium comes into use. They are aiming for the transport infrastructure projects to be complete by Christmas 2010 to allow 18 months for testing.

5. The Committee was then taken to the new Stratford International station on the Channel Tunnel Rail Link (CTRL) being constructed by London & Continental Railways (LCR) and was met by Rob Holden, the Managing Director of LCR. The new tracks and platforms which are well advanced could be seen. Mr Holden explained that most of the work that remains to be done is at the St Pancras end. David Joy, Planning Director,

London and Continental Stations and Property, briefed the Committee using a model showing the entire, proposed Stratford City development together with the current Stratford town centre. He explained that there would be a population of 11,500 in the new Stratford City.

6. From Stratford International station the Committee were taken by minibus to Canning Town station to be joined by Ian Brown, Managing Director, TfL London Rail and Jonathan Fox, Director Docklands Light Railway (DLR). The minibus followed the line of the route of the DLR extension to London City Airport, before it opened. The extension opened shortly afterwards on 6 December 2005. The proximity of the line to houses is striking but we heard that few objections from residents to the extension had been received. The extension is elevated until it enters the airport in tunnel and continues on to King George V station, a large residential catchment area.

B. Visit to the Olympic sites, Athens by David Clelland MP – 14 November 2005

Introduction

7. In the course of an unrelated visit Mr Clelland had the opportunity to visit a number of Athens Olympic site in company with Vassilios Vavakos, a Special Adviser to the Committee who had been a member of the Athens Olympic Transport Organising committee. Mr Vavakos worked in public transport related organisations in Athens for the last 23 years, including the periods in which Athens was working towards tendering for the 1996 and 2004 Olympic bids.

8. We visited the Olympic complex, using some of the road network system that had been developed and up-graded according to the “Athens Transportation Master Plan”, to meet the standards demanded by the organising committee. We visited the metro Line 1 and the suburban rail stations at the site. I also experienced bus services, the new tramway that had been built specifically for the bid, and the metro train service.

9. Broadly, the Athens organising committee bid included commitments to build a new tramway linking the coast from the populated areas of Athens centre and Piraeus down to Glyfada, extensions to the Metro train system – of which lines 2 & 3 were actually planned over 50 years prior but not executed before 2000 – plus some extensions scheduled for 2006 (to the airport, for instance) which have been accelerated to meet the Olympic Games. The bid did mean however that every station needed considerable and extensive refurbishment to meet not only the anticipated volume of spectators but also modern access and safety needs. Station platforms were extended to accommodate additional coaches.

10. Upgrading the road network, broadly a large rectangle around the main Olympic complex, had been planned for some time. Some roads were rehabilitated, a number of critical links and interchanges were built and a private consortium company built a large peripheral freeway toll road completing the rectangle (b.o.t. i.e. build operate transfer project). This toll-road continues to operate and works well in keeping city traffic moving. Other main improvements were the installation of a modern traffic control system using

fibre optics and a traffic management centre was built in which police, transport ministry staff, city hall staff etc worked together to respond to and control traffic flows.

11. Prior to the Games, construction traffic had been absorbed and accepted as part of everyday traffic movements. There were four main groups to take into account in transport planning during the Games:

- The Olympic family – the athletes, the sponsors, IOC, press etc for which there was a contractual obligation for transportation provision
- Staff and Volunteers working for the Olympic Games (The workers – stewards, assistants etc)
- Spectators
- Non Olympic everyday city life traffic

12. The first group was clearly defined, its members', point of origin and destination clearly specified. Transport for this group was split into three groups. T1 – A dedicated car and driver for a single individual. T2 – A dedicated car and driver for two persons. T3 – Car and driver for use by up to three passengers on call-up service. T4 – Coach transport for athletes, officials and media.

13. The other two groups related to the Olympic Games were more amorphous but, whilst it was impossible to predict where their journeys would start, both their arrival and departure to and from the Olympic complex had to be controlled in order to prevent congestion at entrance gates and maximise safety and security. Co-operation and co-ordination between transport operators worked well in tackling this problem. The everyday non Olympic city traffic had to be discouraged and kept to a minimum.

14. Although the new tramway, metro and rail extensions would be in use, the rail system remained limited compared to Sydney's. Therefore the Olympic transport committee concentrated on buses as the main alternative transport provider. A dedicated Olympic fleet used vehicles sourced from local bus companies – such as city buses, school and tourist coaches not in use in August – and specific Olympic lanes, dedicated to the Olympic family and express buses carrying spectators, were delineated on all major access routes to the Complex and other venues, allowing a more effective and efficient movement of transport to and from Olympic venues.

15. After discussion with transport owners, the price of a return journey by public transport was included in the price of each ticket to the Games, as an incentive to use public transport. Currently public transport in Athens operated on a pre-paid ticket system.

16. Car usage was actively discouraged by the creation of extensive and strict 'No Parking' zones around the complex.

17. The deliberate creation of an attractive huge open space at the main Complex, with entertainment and refreshments, encouraged spectators to linger on the premises after each session thus avoiding a congestion peak. Still the main Athens Olympic Sports Complex was normally evacuated at less than an hour even during the largest event peaks.

18. Transport problems during the Olympic period had been to some extent mitigated by the Athenian habit of taking vacation in August. Furthermore, employees had been actively encouraged to take their vacation during the period of the games following a series of meetings with businesses, staff etc.

19. At all stages the needs of people with disabilities were built into planning, construction and design of public transport.

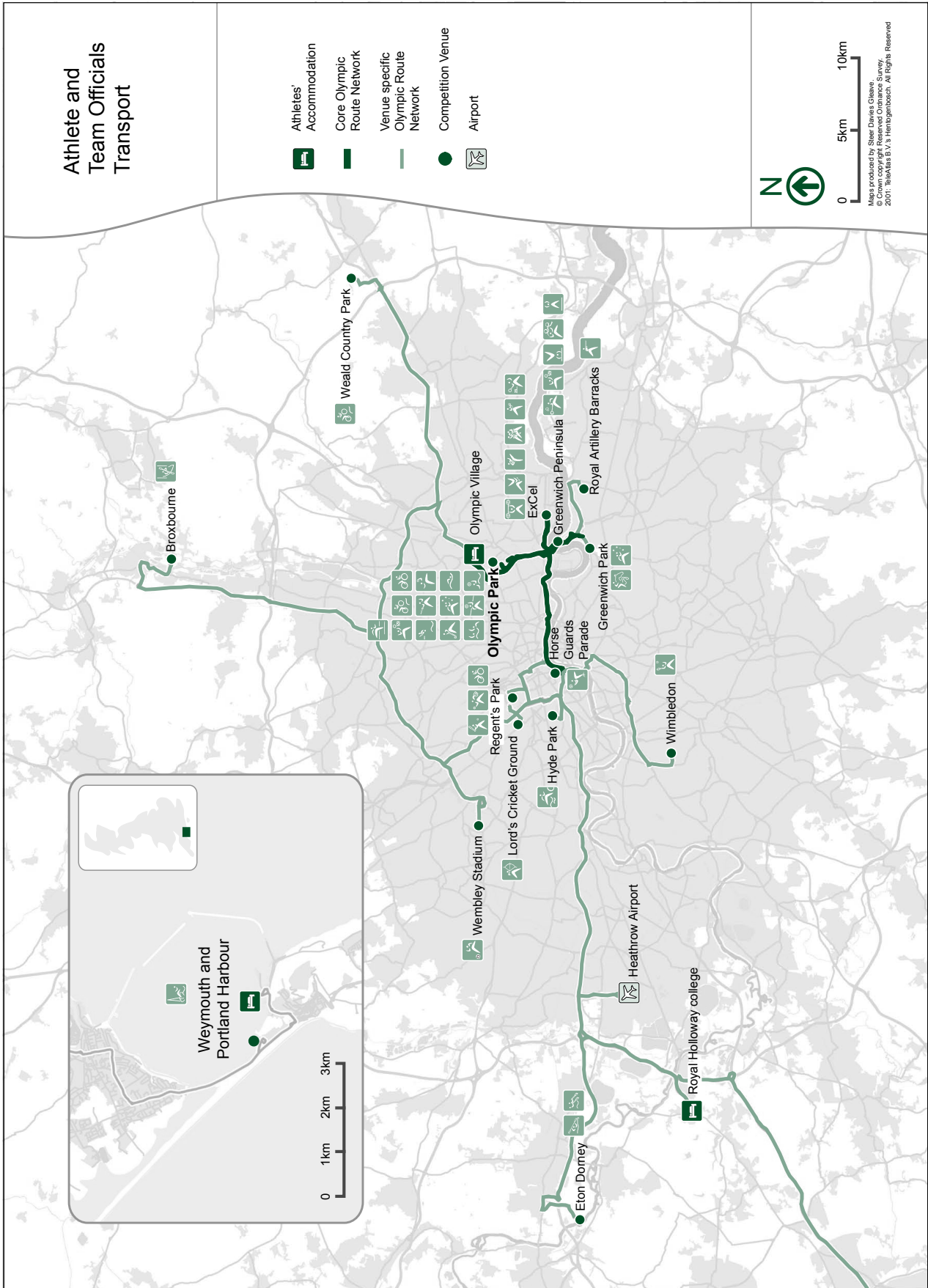
20. Lessons:

Mr Vavakos advised:

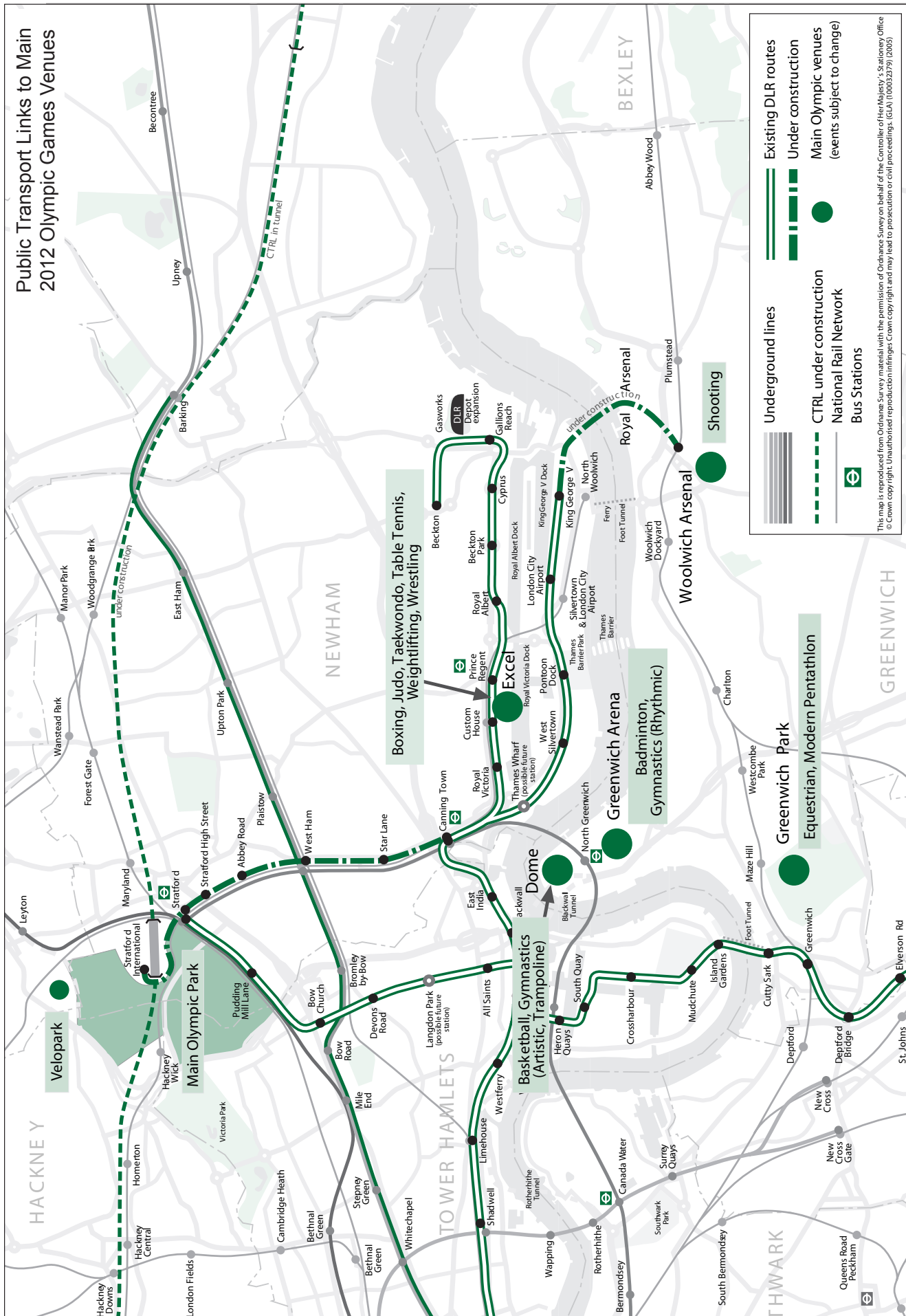
- “Make it simple” (Keep it simple).
- Use professional “shortcuts”. Use existing professional experience, don’t try new ideas just for the sake of it – use what has been tested and works. Let the professionals get on with the job.
- “Under promise and over-deliver”. Manage public expectations. Promise something less and offer something more. This will make the celebrating participants of the Olympic Games feel even more satisfied with the offered transportation level of service and will complete their unique Olympic experience in the most positive way.
- Exploit to the highest degree the strong elements of the London transportation system which are many and different to those of Athens.

David Clelland MP

C. Maps



Public Transport Links to Main 2012 Olympic Games Venues



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2012 Olympic Games Venues



Formal minutes

Wednesday 8 March 2006

Members present:

Mrs Gwyneth Dunwoody , in the Chair

Clive Efford

Mrs Louise Ellman

Mr Robert Goodwill

Mr John Leech

Mr Eric Martlew

Graham Stringer

The Committee deliberated.

Draft Report (*Going for Gold: Transport for London's 2012 Olympic Games*), proposed by the Chairman, brought up and read.

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 211 read and agreed to.

Ordered, That the Appendices to the Minutes of Evidence taken before the Committee be reported to the House.

Ordered, That the provisions of Standing Order No. 134 (Select committee (reports)) be applied to the Report.

Ordered, That the Chairman do make the Report to the House.

[Adjourned till Wednesday 15 March at quarter-past Two o'clock.]

Witnesses

Wednesday 19 October 2005

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Mr Owen Whalley, Service Head, Major Project Development, London Borough of Tower Hamlets, **Mr Neil Bullen, Manager**, Transport Planning, London Borough of Waltham Forest, **Ms Jane Mandlik**, Highways Manager West, London Borough of Greenwich, **Mr John Herman**, Head of Regeneration & Infrastructure, London Borough of Newham, **Mr Andrew Cunningham**, Head of Streetscene, London Borough of Hackney, **Mr Miles Butler**, Director, Dorset County Council, and **Mr Stephen Joseph**, Deputy Chief Executive, Thames Gateway London Partnership

Ev 25

Mr Paul Plummer, Director of Planning and Regulation, and **Ms Janet Goodland**, Director, Network Development, Network Rail, **Mr Rob Holden**, Executive Chairman, London & Continental Railways Ltd, and **Mr Theo Steel**, Project Director – one Railway, and **Mr Paul Smith**, Director, London Support, Association of Train Operating Companies

Ev 40

Mr William Bee, Director for Wales, **Ms Natalie Salmon**, Head of Access to Services and Transport, Disability Rights Commission; **Mr Neil Betteridge**, Chairman, **Mr Grahame Lawson**, Chairman of the Personal Mobility and Local Authority Working Group, Disabled Persons Transport Advisory Committee; **Mr Brian Cooke**, Chairman, **Mr Tony Shields**, Member, London Transport Users Committee

Ev 58

Wednesday 26 October 2005

Mr Jim Sloman, former Chief Operating Officer at Sydney Organising Committee for the Olympic Games (SOCOG)

Ev 65

Mr Tim O'Toole, Managing Director, London Underground, **Mr Hugh Sumner**, Director of Olympic Transport, Transport for London, **Mr Keith Mills**, Deputy Chairman, and **Mr Wilben Short**, Head of Transport, London Organising Committee for the Olympic Games (LOCOG)

Ev 75

Wednesday 9 November 2005

Mr Richard Caborn MP, Minister of State, Department for Culture, Media and Sport; **Ms Karen Buck MP**, Parliamentary Under-Secretary of State, **Mr Ben Stafford**, Team Leader 2012 Olympics, Department for Transport

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Third Special Report	Integrated Transport: the future of light rail and modern trams in the UK: Government Response to the Committee's 10 th Report of session 2004-05	HC 526
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