



House of Commons
Transport Committee

**Transport for the
London 2012 Olympic
and Paralympic Games:
The Draft Transport
Plan: Olympic Delivery
Authority Response to
the Committee's Third
Report of Session
2006–07**

**Sixth Special Report of Session 2006–
07**

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The Transport Committee

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The current staff of the Committee are Tom Healey (Clerk), Annette Toft (Second Clerk), Clare Maltby (Committee Specialist), Louise Butcher (Inquiry Manager), Tony Catinella (Committee Assistant), Ronnie Jefferson (Secretary), Henry Ayi-Hyde (Senior Office Clerk) and Laura Kibby (Media Officer).

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Sixth Special Report

The Committee published its Third Report of Session 2006–07 on 20 February 2007. The response from the Olympic Delivery Authority was received in the form of a memorandum dated 18 April 2007, and is published as an Appendix to this report.

Appendix

We have read closely the Committee's report of 20 February. We would like to respond, to assure the Committee over its concerns summarised in the report, to update the Committee and explain developing areas of work.

The formal consultation period inviting responses from our stakeholders and consultees on the Consultation Draft of the Olympic Transport Plan (OTP) was still open at the time of the Committee's report in February. By the end of February we had received 200 responses, representing more than 550 organisations. Taken overall, the tone and content of the responses was positive, and, as we had anticipated, a large number of subjects were brought to our attention, totalling more than 2,500 comments that we have recorded in detail.

In summary we received five main types of response:

- we support the objectives but you should be more ambitious;
- we support the objectives and here are our ideas;
- we support the objectives but have local concerns;
- these are our aspirations;
- here is a suggestion to improve the plan.

The full analysis of the consultation process will be published by the ODA in early summer and we will make sure the Committee receives copies.

A full work programme to take the consultation draft and develop it to form the first full edition of the OTP has started and we expect to have the contents completed during the summer of this year: we plan to publish it after the traditional summer holiday period.

We had previously set up structures to engage with stakeholders and consultees and these are in operation. As one would expect, we recognise the primacy of elected local authorities, both for London — and other venues — and we are structuring our longer-term relationships around them. Local authorities are fully engaging in transport matters, particularly within our Borough Transport Forum that focuses on the design and development of the Olympic Route Network.

We have a full range of fora operating, involving the wide spread of third parties that we initially consulted over the Consultation Draft of the OTP. These include a Transport

Sustainability Forum; a Transport Security Working Group and separate fora for Safety, for Access and an Active Spectator group which is engaged with all aspects of cycling and walking. The UK bus and coach operating industries are engaged through another working group, as are the bus and coach manufacturers themselves. We have set up a coach industry sector skills group anticipating the need to train large numbers of coach drivers for the specific needs for the Games.

Originally, we sent the Consultation Draft of the OTP to 700 organisations and individuals: we have maintained contact with this wider number.

Regarding the list of recommendations made by the Committee:

1. "...plans for delivery across most of the modes remain vague...not exhibiting any sense of urgency..." (Paragraph 3).

The plans for delivery across modes are already set out in the Consultation Draft of the OTP published last October. They are specific by mode, by location and by date range. In particular, we have set out what is virtually a separate infrastructure programme document for the rail schemes within the main text between pages 53 and 86.

The level of detail published was judged appropriate to the overall scale, weight and handiness of a document which we felt should not exceed 200 pages at this stage, over five years away from the 2012 events and with three further full editions yet to be published.

The summary of all our plans for delivery across all modes is fully established and is in operation and as set out in the Consultation Draft of the OTP, it is as follows:

- To make the best use of existing transport infrastructure and boost service levels to achieve best value for money and only build new infrastructure where it is essential and leaves a legacy.
- Use cost effective temporary solutions wherever necessary to meet temporary peaks in Games travel demand where there is no legacy.
- Where new infrastructure or services are needed the ODA's strategy is to make use of existing expertise and processes to deliver them.
- The ODA has made agreements with a range of delivery partners within Britain's well-established transport industries to deliver rail schemes on its behalf. Partners include Transport for London (TfL), Network Rail and Docklands Light Railway (DLR), each and all with a wealth of relevant project delivery experience. This experience has been further strengthened by the directly relevant working experiences of many of the managers recruited into the ODA transport team.

Our delivery progress to date includes a blend of projects that are tailored to meet underlying, long-term demand after the Games have finished and meet the needs of the Games in 2012.

Grouped by operator, (delivery status is highlighted in bold) these include:

Docklands Light Railway:

- ODA co-funding early procurement of 22 of the 55 additional rail cars to form three-car operation (instead of two-car operation) in time for 2012. **These are in build.**
- The new under-river extension to Woolwich Arsenal to which the ODA is contributing signalling and power enabling works. The first tunnelling drive southwards to Woolwich Arsenal station was **completed last December.**
- Extensive infrastructure works across the DLR network affecting 17 stations to allow three-car trains by 2012 (with a 50 per cent capacity increase between Lewisham and Bank). **Tenders returned.**
- Capacity enhancement works at Prince Regent and Custom House stations funded by ODA to serve events at ExCel. **TWO due this autumn.**
- City Airport extension delivered on time and below budget.
- DLR new platforms and access at Stratford Regional Station to serve long-term growth needs. **Completion in early summer.**
- ODA is co-funding the North London Line Conversion to DLR operation to the South and East of Stratford Regional station, this is underway. First construction contracts let: **main works start in July.**

London Underground:

- Lengthen all Jubilee line individual trains to seven cars increasing hourly capacity by 17 per cent (already completed, in January 2006); to install moving block signalling to reduce journey times and further increase capacity by 25 per cent by **December 2009.**
- Furthermore, there are several large background schemes to be completed between 2009 and 2012 including refurbishment of all District line trains.

National rail projects:

- Specifically, the ODA is relocating essential train stabling facilities away from Stratford to the west of the Lea Valley railway lines. **In design: start on site this August.** Completion by July 2008.
- Enhanced signalling at West Ham station for mainline commuter services, increasing hourly train stopping capability. **In design.**
- An extensive capacity-increasing project now designed and about to commence on site at Stratford Regional Station (reported below). **Start on site July 2007.**
- In addition, there are eight local, regional or national rail schemes that enhance rail capacity, reliability, and travel ambience for all users as well as providing specific benefits for the Games. These include:

- Enhancement of the North London line to a higher-frequency metro style service between Richmond and Stratford. **At outline design stage.**
- The delivery by summer 2010 of the extensions and rebuilding of the East London line to Highbury and Islington, linking with Stratford, in the North and to Crystal Palace and West Croydon in South London. **Main contractor is on site.**
- Completion of the High Speed1 link between St Pancras, Stratford International, Ebbsfleet and Paris/Brussels. Public opening 14 November 2007.

We believe we can reassure the Committee that of the projects listed, thorough project and programme management systems are in place, and the ODA and our partners are managing statutory requirements, governance, safety, health, environmental and quality issues, for which systems are also in place at the level appropriate to each project at this stage.

Where certain detail was not included in the Consultation Draft of the OTP, for example, concerning buses and the roles that the UK coach industry will adopt, these particular modes can be integrated, procured and delivered more quickly than delivering the prioritised major rail infrastructure gains. We have already developed strong links with the UK coach industry well before critical operational decisions need to be made, so that we can seek to build up trust and mutual understanding of the Games and their needs.

We are fully engaged with all those supporters, promoters and deliverers of walking and cycling opportunities in the UK, to ensure they contribute fully to these modes playing an appropriately important role in the overall transport matrix for the Games.

In parallel with the delivery and development of the transport projects, the Committee expressed concerns about the design of the construction phase and the need to make progress with the actual construction delivery.

The target to transport some 50 per cent of construction loads, by weight, by rail or water is already in the process of delivery. The £19m enlargement to Prescott Lock has been confirmed since the Committee's report was published. This will provide river access for 350-tonne barges to a new landing stage on Waterworks River and is being partly funded by the ODA with partners British Waterways the DfT, TfL and the London Thames Gateway Development Corporation.

We have identified the necessary railway train timetable paths to meet the proposed materials demand and we are in detailed negotiations with Network Rail to formalise our aspirations in the forthcoming December 2007 timetable changes for access to the Bow Logistic Centre. Bow Logistic Centre is an existing rail freight site within the Olympic Park and is currently being designed to meet our specification. These facilities will be managed by CLM, the delivery partner to the ODA. We are therefore in the process of delivering the necessary infrastructure so that the target can be realised.

It is planned that these freight facilities will be in place before the construction of the Olympic Stadium which commences in the summer of 2008.

We have also started detailed planning of the construction transport strategy to deliver the Olympic Park. CLM is starting to prepare a Construction Transport Management Plan which will draw together the strategy for the delivery of the construction traffic, rail and water freight as well as the workforce.

We have established a Construction Transport Management Group with the four Olympic boroughs north of the river and TfL – streets and buses, along with representatives of the emergency services. This group reviews and approves the transport and traffic schemes that are needed to deliver the construction of the Olympic Park, including signing to worksites for construction traffic and emergency services, the implementation of the road closures and planning transport access for the construction workforce.

2. “It is crucial that the transport systems put into place are robust enough to allow for major failures in parts of the system without the entire system collapsing. We remain to be convinced that such plans are sufficiently developed at this stage.” (Paragraph 5).

The Consultation Draft of the OTP identifies both the target passengers to be transported and the transport modes to be used to achieve this. The modes chosen are the appropriate ones, with heavy rail planned to carry the majority of passengers to and from the Stratford Olympic park site for example.

London’s enormously extensive and comprehensive rail network means that the two Stratford stations — plus West Ham — will be served by rail systems that are complimentary and separate, not simply a range of services provided over one set of tracks (unlike the situation in Sydney as the 2000 Olympic Games host city). There is therefore a significant built-in capability to continue to provide a range of high-capacity rail links, with extensive interchange opportunities, even if one system or corridor is temporarily unavailable.

Robust, fully-evolved rail networks or corridors, each with its own operating regime, safety and contingency planning solutions in place, will serve the main East London Olympic venue at one or more of the three key stations:

- High Speed1 corridor using the Javelin train fleet — operating St Pancras-Stratford International-Ebbfleet.
- National network surface mainline railway — North London Line corridor (migrating to TfL operation) serving Stratford Regional Station.
- National network surface mainline railway — ‘one’ serving Liverpool Street-East Anglian destinations, via Stratford Regional Station.
- National network surface mainline railway — London (Fenchurch Street) Tilbury Southend corridor serving West Ham station.
- Automated Light Rail network — Docklands Light Railway linking to Greenwich Olympic venues and key East, South East and central London destinations, serving both Stratford stations and providing a frequent link between those two key stations.

- Mass transit — London Underground Limited, Central and Jubilee line corridors crossing London via Stratford Regional Station.
- Mass transit — London Underground Limited, District and Hammersmith & City lines (and Jubilee line), all crossing London, serving West Ham station.

Within these networks are twelve groups of services.

3. “The delivery phase must be commenced as soon as possible. Contingency planning needs to be at the heart of the Olympic Transport plan, and the ODA must now prioritise its work in this area.” (Paragraph 6).

As a very important example of delivering our plan, last month the ODA announced it will both fund and directly manage construction of the £104m scheme to upgrade the existing Stratford Regional Station. Work will start in August 2007.

As the Committee may recall, at the centre of the OTP is the aspiration to encouraging 100 per cent of spectators to travel to the Games by public transport, walking and cycling. Stratford Regional Station will be the critical transport hub for thousands of spectators at the Olympic Games and Paralympic Games and for the legacy communities that will be created in the immediate area after 2012.

Through building new platforms, subways, lifts and entrances the upgrade scheme will significantly enhance passenger capacity and create a station that is fully accessible for all, during Games time, and thereafter in legacy.

Working with our delivery partners, detailed scheme design work had already been carried out by TfL on behalf of the ODA.

The station enhancements the ODA will now fund and manage include in detail: 9 new lifts to all platforms, making the station fully accessible for all; a new westbound Central Line platform; widening of platforms to increase capacity; re-opening a disused subway to create additional access to platforms to make it easier to change between rail, tube and DLR services and a new station entrance at mezzanine level to improve the flow of passengers.

Stratford Regional Station is one of the busiest interchanges outside Central London with approximately 37,000 passengers travelling through the station during an average three hour morning peak period. The station upgrade scheme trebles station capacity during peak periods to accommodate growing demand and the additional 63,000 spectators expected to use the station during the 2012 Games.

Work on the station upgrade is expected to be completed in late 2010.

The upgrade scheme will complement other major DLR work at the station already underway, this includes the conversion of the eastern end of the North London Line to DLR style of operation towards Woolwich under the river in South East London; and new platforms to serve the existing North London Line to bring passengers directly onto the upper level of the ticket hall.

We believe this is an outstanding example of the ODA working with partners to deliver an integrated transport improvement, with widely spread, long-term benefits.

Simultaneously, work is progressing on the delivery of the entire infrastructure schemes described in the draft of the OTP.

4. “We believe assumptions about the numbers of Londoners choosing to leave the city during the Olympics pose a significant risk to the Transport Plan. The Olympic Transport strategy must be robust enough to cope with the Olympic traffic in addition to the usual seasonal ‘background’ traffic of the city.” (Paragraph 7).

All of the evidence from previous games shows that more commuters than normal take leave during the games to have a once in a lifetime experience, attending sports events at venues and the cultural events. Background demand on transport systems during the peak are therefore driven by normal seasonal factors plus this additional “Olympic effect.”

The fundamental issue is not, it is suggested, whether Londoners will leave the city during the Games, rather it is whether more or less standard commuters than normal will go to work at their normal “nine to five” jobs.

The assumption that background traffic (normal movements) will decline during the Games due to the summer holidays — the “seasonality effect” — was derived from an assessment of both rail and road traffic count data provided by TfL during the time of the Bid. New sources of data are being obtained to allow the depths of this analysis to be extended. The ODA is currently carrying out more detailed analysis of how demand changes by geographical area and by specific public transport mode.

The ODA notes that a number of transport operators are aware of the existence and extent of the seasonality effect when responding to the Consultation Draft of the OTP.

The assumption that there will be a further reduction in standard commuter demand due because of the Olympics — the “Games effect” — is based upon evidence from the last three Olympic Games. On each occasion the organisers of the Games have adopted measures to support managing levels of background demand and adjusting travel patterns: each has reported success.

An important point to note is that the London Games affect must be actively planned for by the ODA. To this end, the ODA has recently commissioned a study to review the strategies adopted for reducing background demand at previous Games and to assess the reasons for the relative success of the different strategies adopted.

The ODA recognises that any type of demand forecasting involves uncertainty and that to overcome this, detailed sensitivity analysis should be carried out, as was done during the bid.

5. “The next version of the Transport Plan must contain a clear strategy with detailed delivery plans for using the waterways effectively in transporting passengers and staff for the 2012 Olympic and Paralympic Games.” (Paragraph 8).

The Consultation Draft of the OTP outlined that river transport will have a role for spectators and workforce at certain river and central zone competition venues during

Games time and that more planning work was necessary. Further planning work and stakeholder engagement has been undertaken since the production of the Consultation Draft, and this work will form the basis for outlining the proposed strategy on river services in the next version of the Transport Plan published later in 2007.

The ODA has commissioned a study to further understand demand for river services from spectators and workforce during Games time. This work will be completed in May 2007 and is an essential step before starting detailed operational plans for Games time river services.

The study will also review available river boat and pier capacity to meet the anticipated demand. TfL London River Services (LRS) is supporting the development of this study giving advice and information.

The River Thames only directly serves a small number of 2012 venues. The speed, cost of operation and relatively limited boat capacity means that it cannot replace rail access, rather it is a pleasurable adjunct to it.

ODA Transport has met with all the principal London river service operators to understand their aspirations for London 2012 and to seek initial advice and input into the planning work. River operators have generally been positive about the London 2012 opportunity, although they are keen to understand more detail around Games time demand, specific commercial opportunities and operational arrangements. The discussions have been useful for the ODA in understanding river operators' plans for investment and enhanced services. The ODA has committed to continue dialogue with the river industry over the next five years as the proposals develop.

Discussions have also been held with British Waterways about passenger services using waterways and canals to access the Olympic Park and we are continuing to explore specific service opportunities, for instance a shuttle from Limehouse Basin to a mooring point to the south of the Olympic Park.

The results of the demand study, discussions with operators and other planning work inputs will provide for a more detailed strategy on waterways transport in the forthcoming Transport Plan.

6. “Minimising the numbers of cars entering London is consistent with the stated aim of creating an environmentally-sustainable Olympic games. We would like to see more details of how park-and ride schemes can contribute to this.” (Paragraph 9).

The development of a tool to model Park and Ride spectator demand has now been completed. Further assessment and detailed option testing will be undertaken during May 2007.

Land search consultants are currently being procured to assist with Park & Ride site identification that will meet the capacity and location needs as defined by the demand forecasting work above.

Detailed design and operational requirements for Park & Ride will be determined once optimum strategies are agreed and the appropriate site locations have been identified. At this point we will be able to update the Committee.

7. “It should be a fundamental criterion of the success of the Transport plan that the best possible transport legacy is there when Games are over.” (Paragraph 10).

Despite the comments made in the 20 February report, the ODA continues to believe that providing a sustainable legacy does sit at the very heart of the whole project and leaving a legacy is one of the core objectives of the Transport Plan. The already quoted example of the adoption by the ODA of the Stratford Regional Station project provides a real example of a substantial corporate commitment to a project that will provide a legacy benefit long after the events of 2012 have finished.

The Consultation Draft of the OTP catalogues the long-term transport legacy investment projects. Just one example would be the co-funding of a significant part of the substantial fleet of new vehicles for the DLR. The working life of these vehicles will be measured in decades and not only by the few days and weeks required for the London 2012 Olympic and Paralympic Games.

Conclusion

We hope that this response has provided a measure of reassurance to the Committee that we are well-placed at this long distance in time from 2012, in the development and delivery of the overall transport plan. The ODA would be pleased to return to the Committee to update Members and to send written updates at frequent intervals. If the Committee would like further site visits or meetings with our transport partners, we will be pleased to facilitate those as well.