

Transport for London
Safety and Sustainability Panel

Subject: Safety and Sustainability Legacy in TfL from the 2012 Games

Date: 19 December 2012

1 Purpose

- 1.1 At the last Safety and Sustainability Panel meeting, Members requested an update on work being done to capture and develop legacy from the Olympic and Paralympic Games period.
- 1.2 This paper highlights a number of lessons already identified from the delivery of key elements such as Enhanced Train Services, Volunteers, and Travel Demand Management, and looks at the legacy impacts in relation to Safety and Sustainability. The wider legacy issues will be dealt with across different business areas in TfL and the wider transport domain.
- 1.3 The Panel is asked to note the report.

2 Background

- 2.1 The Games marked a step-change in TfL's performance. Both before the Games began and in the time since, TfL has been collating lessons from our transport services, looking at how these can be developed further and embedded into our day to day delivery, to create a lasting legacy.
- 2.2 Transport arrangements for the 2012 Games were successful. London Underground (LU) carried more people than ever before with over 101million passenger journeys; Docklands Light Railway (DLR) saw a 100 per cent increase during the Games and London Overground saw a 50 per cent increase. London Buses and River transport passenger numbers also increased. London Buses transported 86million passengers during the Olympics and 63 million passengers during the Paralympics Barclays Cycle Hire saw a 44 per cent increase in the number of hires. Only taxis saw a drop in passenger numbers. The newest transport service Emirates Air Line was taking over 30,000 customers a day, against a planned figure of 4,000. Rail and Underground also saw a 30 per cent increase in reliability over the Games period, and bus reliability was higher during the Games than before too. Feedback from customers and media was universally positive, with 83 per cent of spectators rating their experience of getting home after an event as 'extremely good'.
- 2.3 The Games also significantly changed how we worked internally across TfL and externally with partners, delivering a focused programme against a common purpose. The unprecedented collaboration across the transport domain included the Games Transport Board and the Transport Coordination Centre (TCC) working to deliver a joined-up customer experience that was a key to success.

- 2.4 Following previous Olympic and Paralympic Games, the term 'Legacy' has generally been used to describe the physical infrastructure installed to meet the challenges of hosting the Games, and this has tended to focus on the venues and their subsequent use. But the 2012 Games were different with their public transport proposition. Therefore, the TfL legacy is significantly about how we continue to deliver an ever better transport service, exploiting new infrastructure, ways of operating, lessons learned and behavioural and cultural changes to the benefit of the organisation.
- 2.5 For the purposes of this paper, 'Legacy' incorporates the integration of 'hard' and 'soft' measures. So for example the development of the smaller Manual Boarding Ramps on London Underground, procured for use during the Games and now physically retained we have a 'hard' Legacy, while the appropriate operational processes that will need to be further developed before long-term benefits can be preserved for customers is part of the 'soft' Legacy.
- 2.6 Lessons learnt from different phases of delivering the Games – planning, design, build, operations and maintenance have and continue to be captured and collated across different business areas in TfL and the wider transport domain. Inevitably after the Games priorities for the organisation have moved back to the challenges of delivering the ongoing upgrade and improvement programmes, while keeping London moving. A well-delivered Legacy programme has the potential to accelerate a move towards the achievement of a World Class transport system, building on the success of the normal day to day changes we experienced.

3 Examples of Legacy

- 3.1 Much of the physical and potential behavioural legacy was defined pre-Games, and will be further re-evaluated to ensure we do not ignore other opportunities identified during the Games. Some of the key Games-time enhancements and lessons identified are summarised below:
- 3.2 **ODA Construction experience** – The ODA has produced work containing a notable set of lessons about safety culture, construction methods, sustainability and equality and inclusion while constructing the Olympic Park¹. In addition the Health and Safety Laboratory has produced a detailed review of the safety culture in the Park during construction². Obviously the ODA project was a unique experience, but there are some lessons relevant to TfL. Crossrail has been implementing some of these lessons in terms of safety leadership and culture, and the project teams in LU/Rail and Surface Transport are looking to see how these can be developed.
- 3.3 **Assurance of the Regulator** – In the Rail and Underground side of the business the relationship with the safety regulator was developed around the assurance approach, with less direct involvement from the regulator through a better defined assurance approach.
- 3.4 **Enhanced services** – Services ran one hour later on many LU lines. Extra services were put on for different days and/or in the late evening to cater for venue finish times. More frequent services were run throughout the day on key

¹ <http://learninglegacy.independent.gov.uk/themes>

² <http://www.hse.gov.uk/research/rrpdf/rr942.pdf>

Games lines. London Overground was able to out on additional services at short notice. Bus and river services ran later too. A contingency fleet of 50 buses was allocated to key locations and called into service to help people home from venues, particularly when events over-ran. These changes had the effect of smoothing the demand for the services, reducing congestion and helping deliver a safe service. Understanding how such additional services and flexibility can be further developed is being considered. During the Games, TfL held daily conference calls with bus operators to ensure services were maintained and to mitigate any bus disruptions. These calls improved operational reliability and have continued post Games to ensure collaborative working continues and to mitigating disruption.

- 3.5 **Station congestion plans** – Customer flows were designed to help venue stations proactively manage the crowds. Some stations such as Stratford had separate plans for AM and PM peaks and event finish times. Smaller stations near venues designated as exit or entry only to manage crowds. At strategic bus stations such as London Bridge, crowd management was put in place at peak times, again we believe this aided safe journeys.
- 3.6 **Travel Demand Management** – A nationwide publicity campaign was delivered to alert people to the Games time travel situation this summer and advise customers to re-route, re-time, reduce or revise their travel planning. This was managed in concert with other transport operators, Government and communications outlets. Real-time information was demanded and provided. The success of this approach has clearly shown what can be done, and was part of the smoothing of customer flows that also made movement safer. It will be repeated and developed in the future.
- 3.7 **New organisational structures** – To make the best of the integration of service planning a number of new operational co-ordination structures were developed. The most important of these was the Transport Co-ordination Centre (TCC). The TCC made a significant difference in the passage of information and smother planning between transport agencies. This was backed up the Zonal Event Liaison Team (ZELT) and the Local Authority Operations Centre (LOC). These aided understanding of the interrelationships between transport modes and events and aided smooth running, operation and recovery. This will be looked at further, and it is intended for the TCC to operate for New Year's Eve. Consideration is currently being given to the longer term provision of a permanent Event Liaison Team facility within Palestra for use in the future events such as RideLondon.
- 3.8 **Reliability programme** – There was a significant programme put into place to improve reliability prior to the Games. All non-critical / heavy maintenance and testing as well as asset replacement was brought forward to avoid the Games period and increase asset availability, as well as enabling longer traffic hours. Some of the changes were: Lifts and escalator refurbishments; Improvements to signalling software; Overhaul of some train components (e.g. doors); Works on points and crossings; 'Blue Light' Emergency Response Unit vehicles; and improvements to Command and Control structure. This improved the service and again aided in congestion and safer travel. There was an enhanced and pre-planned incident response. Satellite maintenance teams, trained and equipped with appropriate spares were based 24/7 at strategic locations were used to minimise response times to incidents, with enhanced track awareness training to make more staff available.

- 3.9 **Freight Delivery** – TfL delivered a comprehensive Road Freight Management Programme to ensure businesses and freight operators were prepared for the Games to keep London stocked and serviced. These changes to freight delivery times reduced congestion, and may have reduced CO₂ and NOX emissions, but it is too early to be sure about this. Consideration is being given to maintaining core elements of the Games time freight programme including the promotion of ‘out of hours’ deliveries, delivery of the freight journey planner, and the promotion of more sustainable delivery options.
- 3.10 **Games volunteers** – Increased visibility and assistance by TfL office staff working in customer-facing roles, was something that both inspired staff doing the roles, and was welcomed by customers. There were 720 Incident Customer Service Assistants and around 3,500 Travel Ambassadors who volunteered from across TfL. How this will be built on is actively being considered, but has not been finalised. The help to customers new to the system and the use of Yammer (an internal social media site for Travel Ambassadors) could be extended more widely for employees. Travel Ambassadors shared questions about work related and general health issues. This allowed Occupational Health to quickly provide advice.
- 3.11 **Occupational Health (OH)** – Produced a pack of health information for volunteers and operational staff that was widely welcomed. OH contributed to every ICSA and Travel Ambassador basic training session. The integration of a health slot in generic training proved to be very successful and OH plan to do more of this. The OH team learned a lot doing front line volunteering and we are now including experience of customer facing work for all our team members.
- 3.12 **Employee engagement** – A key element of the success was a ‘Hearts and Minds’ campaign, director blogs, special events such as ‘Walk the Torch’ – all designed to build excitement and enthusiasm, and with Senior Directors and Managers very visible and available. There was a big impact on general staff wellbeing and feedback from customers about TfL staff was very positive.
- 3.13 **Enhanced customer proposition** – Additional signage was installed across the network using magenta ‘brand’, which was well received. New additional signing is currently being planned. The use of smaller Manual Boarding Ramps and special, platform humps, were a significant success for mobility impaired users. Both of these have been retained and are being developed for wider application. The improvements to the provision of real time information, linked to new ‘apps’ and social media will have a lasting impact as this is developed further. There were also more staff to assist with direct customer facing activities, and this will also be further developed.
- 3.14 **Noise Complaints** – There was a need to increase announcements on LU stations. These both increased in number and were occurring later into the evening. It was clear that there was the potential for an increase in complaints about noise, particularly in some sensitive locations. Through good planning and engagement both with local residents and the enforcement authorities, TfL saw no complaints during the Games. Lessons from this will be used for other major events.
- 3.15 **Waste** – On U stations there was an increase of waste of 32 per cent during the Games period, but LU maintained a waste recycling level of over 80 per cent. Again good planning was at the heart of this, and it has been confirmed that we

can maintain these levels. There is confidence that even higher levels can be achieved.

- 3.16 **London's road network** – London's road network became a venue in its own right, hosting numerous road events and the Torch Relay. Together with road closures related to venues and banned turns on the Olympic Route Network and Paralympic Route Network (ORN / PRN), this presented a significant challenge to maintaining the provision, accessibility, quality of the bus network whilst continuing to keep London moving. Partnership working, meticulous planning and scheduling daily diversions on a significant proportion of the bus network, together with all the necessary infrastructure and information changes, resulted in the bus network continuing to carry similar passenger numbers to usual and operating 98 per cent of its scheduled mileage. To support the management and resilience of the road network during the Games, Surface Transport introduced 24/7 operations, this improved resilience, incident identification, response and reporting. Options are being considered to maintain these levels of operations post Games including the introduction of a 24/7 Fault Control Centre. Lessons from the Games traffic management approach are also informing the work being undertaken by the Roads Task Force, which is due to produce an interim report early next year.
- 3.17 **Event management** – There was a significant difference between the safety standards in transport services and the event management sector. The level of scrutiny and the provision of assurance in relation to risk exposure and safety arrangements initially required guidance. Being aware and dealing with different Health and safety cultures is an important part of setting up effective contractual arrangements, and this helps with big events such as RideLondon. TfL will continue to develop initiatives to continue the collaborative working with industry partners and other agencies.
- 3.18 **Behavioural Change** – The Games resulted in a significant increase in journeys on foot and bicycle. This was achieved through a combination of initiatives including the Get Ahead of the Games Campaign and increased information/provision for the travelling public such as the distribution of walking maps at termini stations. Surface Transport wish to continue this behavioural change and are developing a number of initiatives to support this.

4 Conclusions

- 4.1 Over the coming months these and other emerging lessons will be further developed across the organisation. Initial measures have already been put in place to deliver the Legacy programme. Some organisational changes have been made including setting up of an Olympic Legacy Steering Group and the appointment of a Director of Olympic Legacy (Rail & LU), as well as the setting up of a Rail & LU 2012 Games Legacy Steering Group. The Safety and Sustainability Panel will be kept informed of these developments.

5 Recommendation

5.1 The Safety and Sustainability Panel is asked to NOTE the paper.

6 Contact

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